



**WFP EVALUATION**

# **Baseline Study of the USDA McGovern-Dole International Food for Education and Child Nutrition Program Award in Rwanda from 2025 to 2029**

Decentralized Evaluation Baseline Report  
Volume 1

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LIVES  
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# Executive Summary

1. This is a report of the baseline study of the US Department of Agriculture (USDA) McGovern-Dole International Food for Education and Child Nutrition award for the World Food Programme (WFP) Sustainable School Feeding Programme in Rwanda from 2025 to 2029 (FY24), hereafter referred to as the “FY24 McGovern-Dole project.” The study was commissioned by the WFP Rwanda Country Office as the first exercise in a three-part decentralized evaluation series consisting of a baseline study (2025), midterm evaluation (2027) and endline evaluation (2029).

2. **Evaluation purpose and objectives.** The baseline study and subsequent evaluations serve accountability and learning objectives. Specific aims of the baseline are:

- to assess the relevance and coherence of the FY24 McGovern-Dole project design;
- to establish baseline values for all performance indicators, and confirm indicator selection and targets;
- to provide a situational analysis in all project districts prior to project implementation in September 2025; and
- to revise and finalize the project’s theory of change.

3. **Context.** Rwanda has made significant progress in human development and poverty reduction, yet disparities remain, particularly in rural and food-insecure districts. As of 2023, the country ranked 161st out of 193 on the Human Development Index, with poverty more pronounced in rural areas (31.6 percent) than urban ones (16.7 percent). While the national food insecurity rate stands at 17 percent, districts targeted by the FY24 McGovern-Dole project experience far higher rates, ranging from 20 to 38 percent. Education access has improved, with a 95 percent net enrollment rate in primary school; however, education quality remains uneven due to overcrowded classrooms, limited instructional hours, and the shift to English as the language of instruction. Parity between girls and boys in enrollment is near national targets, but there are structural factors that affect girls’ full participation in education, such as their traditional roles in domestic chores (e.g., water collection) and a lack of WASH facilities for menstrual hygiene management, especially in the poorest districts.

4. In response to these challenges, the Government of Rwanda launched the National School Feeding Policy and Strategy in 2019 to institutionalize school meals as a tool for addressing education, nutrition, and barriers to participation. By 2024, the programme had scaled nationally to over 4.4 million students. Financial sustainability remains a constraint, with the Government facing an estimated annual funding gap of USD 84 million despite increases in the national school feeding budget. With technical support from WFP and partners, efforts are underway to improve cost-efficiency, local procurement systems, and institutional capacity at national and district levels to manage the transition to full government ownership of school feeding by 2029.

5. **Scope and subject of the baseline study.** The FY24 project builds on two previous project phases: 2015-2019 and 2020-2025. The FY24 project (2024-2029) will be implemented in 72 schools total: 32 schools across three districts continuing from FY20 – Burera, Kayanza and Gasabo – and in 40 schools across two highly food insecure districts new to McGovern-Dole support, Ngororero and Nyamasheke. The project will support the Government of Rwanda in transitioning to full national ownership of school feeding by delivering direct support to approximately 75,000 pre-primary and primary students over the life of the project, while strengthening national and community systems for delivery of the National School Feeding Programme (NSFP). It focuses on improving student nutrition, health, and literacy, and includes technical assistance for procurement systems, monitoring, and coordination. The baseline study covers all five project districts and provides contextual analysis and indicator values to inform the midterm and final evaluations. It also includes an assessment of how the project design ensures access for all participants.

6. **Intended users and audience.** The primary users of this study are WFP stakeholders; USDA and other donors; government and implementing partners; and the communities the project serves. Within WFP, users include the Country Office, Regional Office in Nairobi, HQ units (PPGS, Office of Evaluation), and the Executive Board. External stakeholders encompass USDA, central and local government actors, the School Feeding Steering Committee (SFSC), School Feeding Technical Working Group (SF-TWG),



implementing partners World Vision and Gardens for Health International, the United Nations Country Team, and participating schools and communities. Findings will inform operational and strategic decisions on school feeding, support accountability to donors, and be shared with communities to reinforce transparency and engagement.

7. **Methodology and data collection.** The baseline study employed a mixed-methods approach. Primary quantitative data was collected via a school survey, an Early Grade Reading Assessment (EGRA) and appended student survey to collect data for required indicators, with secondary data (e.g., project monitoring data and reports) examined by desk review. Qualitative data was collected through key informant interviews, focus group discussions and observation. The methodology was informed by inception phase discussions and an evaluability assessment and is summarized in an evaluation matrix ([Annex 9](#)) detailing data collection methods, tools, sources, and analysis and validation techniques. The baseline included an examination of the validity of the assumptions and intended pathways of the project theory of change, which will also serve as a theoretical basis for the midterm and final evaluations.

8. All inception and data collection activities covered the FY24 baseline study and the FY20 final evaluation. This joint approach was taken to meet the need to finalize baseline findings and reporting before the start of the school year in September, to reduce evaluation fatigue and strain on project participants and stakeholders, and to gain efficiency across the two exercises. The surveys and qualitative work overlapped due to time constraints; hence the results of the quantitative analysis were not available in time to inform specific lines of qualitative inquiry. However, both the baseline study team and the WFP school feeding team were largely the same as in previous phases and exercises; this continuity was an advantage in understanding the evolution of the overall project and areas in need of continued attention and follow-up. Moreover, the inception mission was highly productive in defining areas of interest and concern, which informed the finetuning of baseline areas of qualitative inquiry.

9. **Findings: Relevance.** *Policy alignment, ownership, and implementation capacity.* The project supports improvements in food safety, nutrition, and procurement, and contributes to national coordination platforms. The FY24 design is well aligned to address gaps identified in previous evaluations by promoting policy coherence and advocating for the adoption of a school feeding law—an important step toward long-term sustainability. Additionally, the FY24 project aims to strengthen district-level coordination and improve the use of monitoring data for decision-making. The placement of School Feeding Coordinators in all districts is expected to build local capacity and coordination, while the first joint government–WFP evaluation of the NSFP, along with expanded training on the School Data Management System, will further support evidence-based planning and decision-making at both national and district levels.

10. *Community engagement and sustainability.* Community participation is a recognized priority, but the capacity to engage parents and local actors remains low. At baseline, sensitization efforts are largely driven by WFP. The project includes training, social and behavior change communication (SBCC) campaigns, and committee support, but without sufficient district resources, engagement varies widely. Sustainability will depend on transitioning seconded roles and embedding community mobilization into district systems.

11. *Improving meal quality, safety, and school-level implementation.* With national coverage achieved, FY24 shifts the focus to improved quality of implementation, including nutritional quality of meals and food safety, meeting the nutritional and health needs of students. Meal nutrition remains uneven, particularly in protein and micronutrient content, and is being addressed through studies on menu reform, fortified foods, and new sourcing strategies. Food safety is being institutionalized via guidelines, staff training, and monitoring tools, with efforts to professionalize roles like cooks through national certification.

12. *Smallholder engagement and procurement.* The project continues to strengthen linkages between smallholder farmers and schools as well as strengthen capacity through targeted training, cooperative support, and government-led outreach. However, challenges inherent to the market system continue to hinder smallholder engagement in the NSFP; while the project is appropriately designed to help smallholders respond to these challenges, the project alone cannot directly resolve these issues. Additionally, the project does not currently provide a specific plan to help the Government determine the most effective procurement model in different contexts. For example, while the centralized procurement model has resulted in large cost savings, additional support is required to ensure that smallholder farmers, rather than large corporations, benefit from this model.

13. *Women smallholders.* Women farmers continue to face unequal access to finance, inputs, training, and leadership roles. Social norms and unpaid care work further constrain their engagement. Using complementary funding, the project plans to include activities to address disparities between women and men at the community level; however, these activities address social norms generally and do not target women smallholder farmers specifically.
14. **Findings: Coherence.** The FY24 project demonstrates strong alignment with national strategies across education, health, nutrition, agriculture, and social protection. The project is well integrated with the Education Sector Strategic Plan and the 2023–2032 National Comprehensive School Feeding Policy, supporting foundational learning outcomes and promoting access to education through teacher training, learning materials, and Universal Design for Learning approaches. The project aligns with the National School Health Policy, Health Sector Strategic Plan V, and the Strategic Plan for Agriculture Transformation (PSTA5) by promoting growth monitoring, school gardens, hygiene education, and community outreach. GHI will collaborate with trained pre-primary teachers and community health workers during Ministry of Health-led Maternal and Child Health weeks, with initiatives like the Little Doctor model and menstrual hygiene support, to address both child nutrition and participation, reinforcing government efforts to reduce stunting and improve child well-being. The program is also closely aligned with national agricultural strategies through efforts to build farmer capacity, support post-harvest handling, and strengthen market linkages in line with PSTA5 and Vision 2050. In social protection, the provision of school meals functions as a targeted safety net that complements Rwanda's National Social Protection Strategy and aligns with NST2 objectives to strengthen resilience among populations susceptible to poverty, discrimination, social exclusion or livelihood risks.
15. *District-level coherence and imihigo integration.* The project aligns with district *imihigo* (performance contracts), in education, agriculture, nutrition, and social protection, though school feeding indicators are not yet fully integrated into these contracts. District and school officials believe that formal inclusion of school feeding targets would improve resourcing and parent contributions, and WFP is supporting districts to advocate for these changes.
16. *Targeting national capacity gaps.* The design addresses government capacity gaps identified in national frameworks, including policy coherence, M&E, procurement, and financing. Specific activities include support for cross-sector coordination, integration of school feeding indicators into national systems, and procurement training for farmer cooperatives. While financing challenges remain, planned studies aim to build an evidence base for sustainability.
17. *Alignment with other initiatives.* The project is further supported by WFP's engagement in the Global and East African School Meals Coalitions, aligning with global good practices in school feeding. Project activities complement other education, literacy, WASH and agriculture initiatives in Rwanda, including wider United Nation efforts. However, the recent withdrawal of United States Agency for International Development (USAID)-funded literacy initiatives has created gaps in literacy programming in project districts, which other actors have been unable to fully fill.
18. **Findings: Effectiveness.** *National capacity measurement and Systems Approach for Better Education Results (SABER) rollout.* Although the FY24 McGovern-Dole project had not yet implemented a standardized framework to measure national capacity at baseline, the FY24 design plans to apply the Healthy SABER tool in Year 2. This self-assessment framework will enable the Government of Rwanda to evaluate the school health and nutrition system across five domains and will inform a targeted capacity strengthening plan, with support from WFP to institutionalize school feeding and promote national ownership.
19. *Quality standards and implementation benchmarks.* Baseline data show inconsistencies in guideline application across schools due to infrastructure limitations, poor food handling, and staff turnover. Government stakeholders reported challenges in maintaining food quality and safety, especially in government-supported schools. While schools are generally aware of standards, the absence of quantifiable, tiered benchmarks and enforcement mechanisms limits the ability to assess and improve service quality. Revised guidelines are still pending approval, and more structured refresher training and minimum quality thresholds are needed.
20. *Risk management framework.* The FY24 risk register identifies key internal and external threats, such as inflation, donor restrictions, staffing gaps, and supply chain disruptions, with proposed mitigation measures and assigned responsibilities. Although most mitigation timelines are listed as "continuous,"



which limits accountability and the ability to monitor progress, the tool is a good starting point to further refine risk management strategies.

21. **Monitoring systems and partner data flow.** Monitoring activities include school-level reporting, quarterly joint visits, and semi-annual data validation surveys. The project's comprehensive Performance Monitoring Plan and evaluation plan provide clear indicators, methods, roles, and timelines, ensuring rigorous, coordinated tracking and assessment of results from baseline to endline. However, the timeliness of implementing partner information and unclear partner M&E roles limit real-time learning. Partner agreements reference M&E only minimally, and there is a need for earlier onboarding of M&E teams to clarify data expectations. Knowledge management systems remain underdeveloped, and gaps remain in documentation and process tracing. Recent staffing additions and a new M&E strategy under the 2025–2029 CSP aim to address these challenges by strengthening systems for data use and learning.

22. **Performance target review:** The baseline study assessed the appropriateness of performance indicators and targets for FY24. Results show that student literacy has improved since the FY20 midterm; the current life-of-project (LOP) target of 70 percent has already been achieved at baseline (baseline reading comprehension: 70.7 percent) and should be adjusted upward. For the indicator on increased community understanding of the benefits of education, the study team also recommends adjusting the target upward. Conversely, the review recommends lowering the LOP target for improved sanitation facilities. Overall, the report recommends adjustments to 8 of the 52 LOP targets proposed in the Performance Monitoring Plan based on existing data and makes additional observations to consider regarding data collection approaches.

23. **Conclusions: Relevance.** The FY24 project is highly relevant to Rwanda's vision for a sustainable and nationally owned school feeding program. It effectively addresses critical capacity gaps across national and district levels, supporting institutional strengthening, human resources, policy coherence, and community engagement. While government ownership is strong and financial commitments are increasing, risks remain in sustaining district coordinator roles and financing over the long term. The project's shift toward improving quality, especially meal nutrition, food safety, and smallholder linkages, is well aligned with government priorities. However, barriers to smallholder participation persist, particularly for women farmers. Despite these challenges, the design demonstrates a well-structured theory of change and a robust results framework to guide implementation and evaluation.

24. **Conclusions: Coherence.** The FY24 project exhibits strong alignment with national development frameworks, sector policies, and district-level priorities, particularly through efforts to integrate school feeding targets into local performance contracts. Its design reflects a coherent approach that complements existing education, nutrition, and social protection efforts, while positioning Rwanda's NSFP as a regional leader through engagement with the School Meals Coalition.

25. **Conclusions: Effectiveness.** This study established baseline values for all performance indicators and recommended target adjustments based on actual findings and prior trends. Literacy support remains a major need, with fewer than half of students meeting national benchmarks. The project plans to adopt the SABER framework to assess government capacity but lacks quantifiable food safety and quality benchmarks, which would help track progress across varying school contexts. While foundational M&E systems are in place, issues with data timeliness and knowledge management limit responsiveness. Strengthening these areas would enhance adaptive management and resource accountability as the project progresses.

26. **Lessons:** The baseline study identified several lessons to strengthen future implementation and assessment. Early validation of the theory of change with government counterparts will help ensure stronger policy alignment, ownership, and sustainability. More deliberate efforts to capture district-level variations are needed, as current secondary data lack sufficient disaggregation. Attendance estimates would benefit from greater triangulation, including input from teachers and students, while community perceptions are better assessed through direct engagement with parents or expanded qualitative methods rather than teacher-only surveys. Finally, while the joint timing of the endline evaluation and baseline study created efficiencies, earlier planning and sequencing would allow an endline evaluation's findings to more effectively inform the next project cycle.

# 1. Introduction

1. This is a report of the baseline study of the United States Department of Agriculture (USDA) McGovern-Dole International Food for Education and Child Nutrition Program award for the World Food Programme (WFP) Sustainable School Feeding Programme in Rwanda from 2025 to 2029 (FY24), hereafter referred to as the “FY24 McGovern-Dole project.” The report is informed by an in-country inception mission, evaluability assessment, secondary literature and desk review, and primary qualitative and quantitative data collection. The methodology and study approach were first documented in an inception report, which was reviewed and approved by the WFP team.

## 1.1. STUDY FEATURES

2. The FY24 McGovern-Dole project builds on progress made under FY15 and FY20. The FY24 USD 28 million McGovern-Dole award in Rwanda supports the direct implementation of school feeding, water, sanitation, and hygiene (WASH), health and nutrition, education and infrastructure activities in three districts continuing from FY20 – Burera, Kayonza and Gasabo – and adds schools in two highly food insecure districts, Ngororero and Nyamasheke. In the FY24 project, assistance will be delivered to 72 schools to improve nutrition, health, literacy and dietary practices of 75,000 students. With the support of the USDA, WFP will also strengthen governance structures and capacities to sustain the National School Feeding Program (NSFP) and facilitate a successful transition to full national ownership by 2029.

3. The WFP Rwanda country office (CO) commissioned this baseline study to serve the mutually reinforcing and dual purposes of accountability and learning. The baseline objectives were to:

- assess the relevance and coherence of the FY24 McGovern-Dole project design;
- establish baseline values for all performance indicators, and confirm indicator selection and targets;
- provide a situational analysis in all project districts prior to project implementation in September 2025; and
- revise and finalize the project’s theory of change.

4. The scope of the baseline study covers all activities implemented with McGovern-Dole funding across the five targeted districts. Study findings will provide context for the separately commissioned mid-term and final evaluations planned for 2027 and 2029. This report proposes draft evaluation questions (EQ) for these subsequent evaluations. The baseline study also considers how objectives related to reduced disparities have been integrated into project design.

5. The main users of this study are WFP stakeholders at national, regional and corporate level; USDA and other donors; governmental and non-governmental partners; and the communities and beneficiaries the project is intended to serve. Within WFP, the main stakeholders and users are the CO, Regional Office (Nairobi), the School Meals and Social Protection Service (PPGS) headquarters (HQ), the Office of Evaluation in HQ, and the Executive Board. External stakeholders include the schools and communities affected by the project, national and local government, donors, implementing partners (World Vision International and Gardens for Health International), the School Feeding Steering Committee (SFSC), the School Feeding Technical Working Group (SF-TWG), and the United Nations Country Team. WFP, government and implementing partners, including the SFSC and SF-TWG, will use study findings to inform operational and strategic decision-making related to school feeding in Rwanda. Donors will refer to baseline findings to ensure accountability and confirm lessons have been documented and incorporated into project design. Key findings will also be shared with communities for accountability.

## 1.2. CONTEXT

### Overview

6. Rwanda is a small, hilly, landlocked, and densely populated country in East Africa with nearly 14 million people as of 2023.<sup>1</sup> While Rwanda ranks 161<sup>st</sup> out of 193 countries in the 2023-2024 Human Development Index,<sup>2</sup> Rwanda is among those that have seen the highest rise in human development since 1994.<sup>3</sup> In the last decade, Rwanda has made considerable strides in reducing poverty and extreme poverty but has higher poverty rates than neighboring countries.<sup>4</sup> From 2017 to 2024, the national poverty rate decreased significantly from 39.8 to 27.4 percent.<sup>5</sup> Poverty is more pronounced in rural communities with a total poverty rate of 31.6 percent, compared to 16.7 percent in urban areas.<sup>6</sup> About 70 percent of the population is employed in the agricultural sector and approximately half practices subsistence farming, generating only limited income and with low market participation.<sup>7</sup>

7. From January 2024 to January 2025 the Rwandan Franc depreciated by 8.67 percent relative to the US dollar<sup>8</sup> while inflation rose 5 percent,<sup>9</sup> though inflationary pressures began to ease in March 2024.<sup>10</sup> Rwanda relies heavily on imports of essential goods like sunflower seed oil and fertilizer; many imports are directly impacted by the war in Ukraine and Rwanda has experienced resulting rising import costs and supply chain disruptions. These economic pressures, compounded by currency depreciation and external shocks, strain household purchasing power. Despite challenges posed by COVID-19 and setbacks in poverty reduction following the conflict in Ukraine, Rwanda experienced strong economic growth between 2022 and 2024.<sup>11</sup> In the first half of 2024, real GDP increased by 9.7 percent and is expected to maintain momentum from 2025-2026 due to a recovery in global tourism, new construction projects and manufacturing activities.<sup>12</sup>

### Food security, nutrition and health

8. **Food security.** The 2024 Comprehensive Food Security and Vulnerability Analysis (CFSVA) reports that 17 percent of Rwandans are food insecure, of which 16 percent are moderately food insecure and 1 percent are severely food insecure.<sup>13</sup> The food insecurity rate in Nyamasheke is the highest of the project districts at 38 percent.<sup>14</sup> Ngororero and Burera have the next highest rates of food insecurity (between 20 to 30 percent), followed by Kayonza (between 10 to 20 percent), and Gasabo (under 5 percent). Food insecurity is more prevalent in households headed by women, individuals with no formal education, individuals who cannot engage in income-generating activities, and rural households that rely on daily labor as the main source of income.<sup>15</sup> Furthermore, research has shown that household feeding practices tend to reflect a clear hierarchy, where men receive larger portions of food, followed by children, while women are served last.<sup>16</sup> When food is scarce, the man is typically prioritized over the wife and children.

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<sup>1</sup> World Bank. 2023. [Data: Rwanda Population, Total. Last accessed January 2025.](#)

<sup>2</sup> UNDP. 2024. [Human Development Report.](#)

<sup>3</sup> United Nations Rwanda, 2021. Common Country Analysis, March 2021.

<sup>4</sup> World Bank. 2023. Rwanda Poverty and Equity Brief.

<sup>5</sup> NISR. 2025. [EICV7 2023-2024 Main Indicators Report.](#)

<sup>6</sup> United Nations Rwanda, 2021. Common Country Analysis, March 2021.

<sup>7</sup> Republic of Rwanda. 2020. [Vision 2050.](#)

<sup>8</sup> WFP. 2025. [Rwanda Exchange Rates.](#)

<sup>9</sup> National Institute of Statistics of Rwanda (NISR). 2025. Consumer Price Index (CPI): January 2025.

<sup>10</sup> WFP. 2024. FY20 McGovern-Dole Semi-annual Performance Report April 2024-September 2024.

<sup>11</sup> Ibid.

<sup>12</sup> World Bank. 2024. Rwanda Country Overview.

<sup>13</sup> [WFP. 2024. Rwanda CFSVA.](#)

<sup>14</sup> Ibid.

<sup>15</sup> Ibid.

<sup>16</sup> WFP Rwanda. 2021. Gender Assessment: Home Grown School Feeding Programme. December.

9. **Nutrition and health.** Overall, 31 percent of Rwandans remain undernourished.<sup>17</sup> Over 8 percent of children under 5 (CU5) are underweight.<sup>18</sup> The prevalence of acute malnutrition for CU5 is 2.4 percent, a slight increase compared to 2018.<sup>19</sup> Stunting among CU5 decreased to 30 percent in 2024.<sup>20</sup> The prevalence of stunting is highest in Burera at 44 percent, followed by Ngororero (between 30 and 47 percent).<sup>21</sup> Kayonza and Nyamasheke have the next highest rates from 20-30 percent. Gasabo recorded the lowest prevalence (12-20 percent).

### *Smallholder farming and local procurement*

10. Agriculture plays a key role in food security, economic growth, and poverty reduction. The Government of Rwanda is supporting modernization of agriculture and increased productivity, and numerous national policies support agricultural improvements (see discussion on government policies relevant to the project). The majority of households in Rwanda are smallholder farmers with small plots of land. Women play an important role in farming, and 24 percent of the land is owned by women.<sup>22</sup> However, women are mainly engaged in production rather than higher-paying activities.<sup>23</sup> Smallholders face persistent barriers in market access due to high transaction costs and risks associated with production.<sup>24</sup>

11. Given the predominance of smallholders in Rwanda, schools offer a potentially stable market for their produce; however, low and inconsistent purchasing volumes limit their commercial viability. Cooperatives report that purchases from schools are generally less than half a metric ton with demand concentrated on vegetables, which reduces sales volume for those who also produce maize and beans. High input costs, limited irrigation and storage, and procurement requirements that favor larger vendors further constrain smaller cooperatives' ability to supply food for school meals. However, school markets are still often preferred for their straightforward payment processes, particularly for cooperatives who do not produce much larger volumes sought by other markets in the private sector.

### *Education*

12. **Education indicators.** Education indicators in Rwanda have a strong correlation with poverty.<sup>25</sup> Households led by individuals who have completed no more than primary education represent 77 percent of those in poverty. Education levels in rural areas are low, with primary completion rates slightly lower for females (55.9 percent) than males (59.2 percent).<sup>26</sup>

13. **Access and enrollment.** In 2006, the Government introduced free education for the first 9 years of schooling, extending it to 12 years in 2016.<sup>27</sup> Since then, Rwanda has subsequently reached nearly universal primary education, with a net enrolment rate of 95 percent for the 2023/2024 school year.<sup>28</sup> In 2023, Rwanda's Net Enrolment Rate (NER) was slightly higher for boys than girls at 94.8 and 93.9 percent, respectively. Out of all students in the education system, 0.9 percent are identified as having disabilities, indicating low participation rates across all levels of education.<sup>29</sup>

14. **Promotion, repetition, and drop-out rates.** Rwanda has seen a modest increase in the promotion rate, which increased from 64.3 percent in 2022 to 65.1 percent in 2023. However, a greater

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<sup>17</sup> World Bank Data. Prevalence of undernourishment (% of population) – Rwanda. Last accessed 22 January 2025.

<sup>18</sup> Ibid.

<sup>19</sup> WFP. 2021. Rwanda CFSVA. October.

<sup>20</sup> [WFP. 2024. Rwanda CFSVA.](#)

<sup>21</sup> Ibid.

<sup>22</sup> Gender Monitoring Office. 2019. The State of Gender Equality in Rwanda.

<sup>23</sup> Republic of Rwanda. 2018. Rwanda Country Strategic Review of Food and Nutrition Security.

<sup>24</sup> MINAGRI. 2024. Fifth Strategic Plan for Agriculture Transformation (PSTA 5).

<sup>25</sup> Ibid.

<sup>26</sup> NISR. 2022. Main Indicators: 5th Rwanda Population and Housing Census (PHC), Rwanda 2022.

<sup>27</sup> [Ministry of Education. 2018. Education Sector Strategic Plan 2018/19 to 2023/2024.](#)

<sup>28</sup> Republic of Rwanda. 2025. Rwanda Education Statistical Yearbook 2023/2024.

<sup>29</sup> Republic of Rwanda. 2025. Rwanda Statistical Yearbook 2023/2024.

proportion of male students do not meet the requirements for promotion compared to female students. Male students also have higher repetition rates, despite a slight overall decline in repetition from 30.2 percent in 2022 to 29.7 percent in 2023. Additionally, the dropout rate decreased slightly from 5.5 to 5.2 percent in 2023, with male students dropping out at a higher rate compared to female students at 6.1 and 4.3 percent, respectively.<sup>30</sup>

15. **Factors influencing enrollment, attendance and drop-out rates.** Research has demonstrated that household poverty and parent literacy impact both student enrollment and the likelihood of students dropping out of school.<sup>31</sup> Specifically, government stakeholders have noted that parents with low educational attainment may place lower value on education, especially for girls, which can influence parents' decisions to enroll students. Furthermore, in the past, government stakeholders have reported that parents are more likely to withdraw female students if the household is experiencing poverty. However, as demonstrated above, Rwanda has reached near-parity between boys and girls in primary education, and promotion rates for female students are higher than for male students.

16. **Learning environment and quality.** As of 2024, the national target for the student-teacher ratio is 40:1.<sup>32</sup> At the pre-primary level, the ratio rose from 37:1 in 2017 to 58:1 in 2022/2023, improving slightly to 56:1 in 2023/2024. At the primary level, the pupil-teacher ratio has shown more consistent improvement, decreasing from 61:1 in 2017 to 44:1 in 2023/2024.<sup>33</sup> Many primary schools operate on a double-shift system, significantly reducing instructional hours, which are further limited by teacher absenteeism, tardiness, or diversion to non-teaching activities.<sup>34</sup> In 2022, Ministry of Education (MINEDUC) estimated that an average of 86 percent of classrooms in P1-P3 follow the double-shift system, limiting students to a maximum of 20 hours of instruction weekly. At the end of 2019, the MINEDUC changed the language of instruction for lower (P1-P3) and upper primary (P4-P6) from Kinyarwanda to English.<sup>35</sup> This change has brought significant challenges in teaching and learning as only 4 percent of teachers are reported to have intermediate to advanced skills in English.<sup>36</sup>

## WASH

17. As of the end of the 2024 school year, 93.7 percent of schools in the country have handwashing stations.<sup>37</sup> In 2024, MINEDUC reported that 81.8 percent of schools have access to tap water, 65.6 percent have access to safe drinking water, and 88.7 percent harvest rainwater. Most schools (94.8 percent) provide single-sex toilets for students.<sup>38</sup> The average student-to-toilet ratio across pre-primary and primary schools stands at 28:1. Due to increased student enrolment, the recommended student-to-toilet ratio of 25:1 has not been met, though it improved from 39:1 in 2017. Inadequate WASH services disproportionately impact girls, who are primarily responsible for collecting and transporting water to their homes, and limit their time for school work or keep them out of school entirely.<sup>39</sup> The lack of proper WASH facilities further hinders girls' education by limiting access to essential resources for menstrual hygiene management. MINEDUC estimates that menstruation accounts for an average of 50 school days missed a year, negatively affecting girls, especially in the poorest districts.

<sup>30</sup> Republic of Rwanda. 2025. Rwanda Statistical Yearbook 2023/2024.

<sup>31</sup> Nyiransabimana, V., Jarbandhan, D.B., Auriacombe, C.J., 2024. [Key Socio-Economic and Cultural Determinants Influencing Gender Inequality in Education in Developing Countries with Reference to the Case of Rwanda.](#)

<sup>32</sup> Republic of Rwanda. MINEDUC. 2024. [Education Sector Strategic Plan \(ESSP\) 2024-2029.](#)

<sup>33</sup> Republic of Rwanda. 2025. Rwanda Statistical Yearbook 2023/2024.

<sup>34</sup> Republic of Rwanda. MINEDUC. [Foundational Learning Strategy \(2024/25-2028/29\).](#)

<sup>35</sup> Republic of Rwanda. MINEDUC. 2019. [Communiqué: MINEDUC endorses the use of English language as a medium of instruction in lower primary. December.](#)

<sup>36</sup> Republic of Rwanda. MINEDUC. [Foundational Learning Strategy \(2024/25-2028/29\).](#)

<sup>37</sup> Republic of Rwanda. 2025. Rwanda Statistical Yearbook 2023/2024.

<sup>38</sup> Ibid.

<sup>39</sup> UNICEF. 2024. WASH in Rwanda: A Situation Analysis.



## Government policies and priorities relevant to the project

18. **Overall.** The Government of Rwanda is guided by the national development plan *Vision 2050*, which envisions Rwanda transforming from an agrarian to a knowledge-based economy, attaining upper-middle-income country status by 2035 and high-income status by 2050.<sup>40</sup> The NST2 prioritizes quality education for all as a prerequisite for a knowledge-based economy.<sup>41</sup> Other government policies relevant to the project are the Food and Nutrition Policy (2018-2024), which focuses on eliminating chronic malnutrition,<sup>42</sup> and the School Health and Nutrition (2014) policy, which declares that all schoolchildren shall study in a healthy environment in child-friendly schools. The National Family and Nutrition Policy 2024 and ministerial order further demonstrate the Government's commitment to school feeding.<sup>43</sup> The Rwanda 2019-2024 Country Strategic Plan Evaluation E) found that this policy environment is supported by strong ministerial engagement and expanded district-level coordination, including WFP's contributions to district planning processes, training, and systems strengthening.<sup>44</sup> However, the evaluation also identified capacity constraints relevant to the NSFP, including procurement and sustainability pressures linked to rapid scale-up, gaps in capturing results through monitoring and evaluation systems, duplication of monitoring efforts between WFP field offices and cooperating partners, and technical capacity gaps in some areas that have impeded consistent engagement.

19. **Commitments to the well-being of children, girls and students with disabilities.** The Government of Rwanda has committed to ensuring the well-being of children, girls and students with disabilities through the ratification of key instruments and policies.<sup>45</sup> Since ratification of the United Nations Convention on the Rights of the Child (CRC) in January 1991, the Government developed and enacted the Integrated Child Rights Policy (ICRP),<sup>46</sup> which affirms the Government's adherence to the principles stated in the CRC and establishes a comprehensive policy across thematic areas. In 2018, the Government developed the Strategic Plan for the Integrated Child Rights Policy (2019-2024) to address gaps in the policy as identified in the evaluation of the first ICRP (2011-2016).<sup>47</sup> Rwanda ratified the Convention on the Rights of Persons with Disabilities in 2008 and adopted ministerial orders in 2009 to facilitate this population's access to education, employment, healthcare, and mobility.<sup>48</sup> The Government established the National Council of Persons with Disabilities in 2011 to advocate for participation in national development. In 2021, the Government enacted a national policy which promotes education and teacher training that dismantle the social norms and structural barriers affecting student success. District performance contracts (*Imihigo*) now include assessment criteria for reducing disparities between women, men, girls and boys, to enhance accountability in local development planning.<sup>49</sup> Education that supports all learners and nutrition are also emphasized in the Education Sector Strategic Plan (ESSP) (2024-2029) and the National Comprehensive School Feeding Policy (2019).

20. **Education.** The ESSP (2024-2029) will build on progress made under the 2019-2024 plan to strengthen the quality and market relevance of education.<sup>50</sup> The current ESSP outlines key objectives, including ensuring timely enrolment and progression across education levels, enhancing the quality of education with a focus on foundational learning outcomes, expanding access to market-relevant education in basic education, technical and vocational education and training (TVET), and higher education; reducing dropout rates; increasing adult literacy; promoting Information and communication technology use in teaching and learning; and strengthening data systems and accountability mechanisms. The plan also

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<sup>40</sup> [Republic of Rwanda. 2020. Vision 2050.](#)

<sup>41</sup> [Republic of Rwanda. 2024. National Strategy for Transformation \(NST2\) 2024-2029. Abridged Version.](#)

<sup>42</sup> WFP. 2024. Draft Rwanda Country Strategic Plan (2025-2029).

<sup>43</sup> Official Gazette of the Republic of Rwanda. 2023. Official Gazette n° Special of 05/01/2023.

<sup>44</sup> WFP Rwanda. 2024. Evaluation of Rwanda WFP Country Strategic Plan 2019-2024.

<sup>45</sup> [OHCHR. 2025. The Core International Human Rights Instruments and their monitoring bodies.](#)

<sup>46</sup> [Republic of Rwanda. August 2011. National Integrated Child Rights Policy.](#)

<sup>47</sup> Republic of Rwanda. 2018. [Strategic Plan for the Integrated Child Rights Policy.](#)

<sup>48</sup> NISR. 2022. 5<sup>th</sup> Population and Housing Census: Socio-economic Characteristics of Persons with Disabilities.

<sup>49</sup> United Nations Rwanda. 2021. Rwanda Common Country Analysis. March.

<sup>50</sup> MINEDUC. 2024. Education Sector Strategic Plan 2024-2029.

includes a dedicated budget line to address education barriers for girls, including the provision of WASH facilities sensitive to the specific needs of women and men.

21. **School feeding policy and strategy.** In 2019 the Government announced the Comprehensive National School Feeding (NSF) Policy and Strategy, representing the initial framework for development of Rwanda's NSFP. The policy calls for comprehensive, universal pre-, primary and secondary school coverage focusing on WASH and nutrition, plus local procurement of fresh, nutritious, foods to enhance nutrition, dietary diversity, and economic development for rural smallholder farmers through linkage to the reliable NSFP market. For the 2020/2021 school year, the Government began scaling up the coverage of school feeding programs, beginning with a universal subsidy of RWF 56 for each meal in nursery, primary, and secondary day school.<sup>51</sup> A key policy shift was to reduce parents' financial contribution for pre-primary and primary students to 10 percent of the school meal cost, increasing the government subsidy to 90 percent (RWF 135) in the 2023 academic year.<sup>52</sup> Between 2020 and 2024, the number of pre-primary, primary, and secondary students receiving daily meals grew from 874,244 to over 4,475,919 million students, achieving universal coverage.<sup>53,54</sup>

22. With the support of WFP, the Government developed the School Feeding Financing Strategy (2023-2033) to address the financial sustainability of the NSFP.<sup>55</sup> Though the Government increased the budget for the 2022/2023 school year to RWF 78 billion (roughly USD 55 million),<sup>56</sup> the NSFP Financing Strategy forecasts an annual funding gap of USD 84 million<sup>57</sup> to implement school feeding over the next five years.<sup>58</sup> The financial strategy proposes measures to reduce the funding gap, including measures to improve efficiency, generate additional government revenue, and secure additional parent, civil society, and public contributions. In June of 2024, the Government launched the *Dusangire Lunch* (Let's Share the Meal) campaign, to increase public and private contributions.<sup>59</sup> The Government further demonstrated its commitment to reducing the funding gap by increasing the NSFP budget to RWF 94 billion (roughly USD 66.6 million) for the 2024/2025 school year.<sup>60</sup>

23. **School feeding: TWG and SMC.** The Government, supported by WFP's technical assistance, established the National School Feeding Technical Working Group (TWG) in late 2019 to coordinate high-level school feeding stakeholders and investments and align the project with long-term government strategy. WFP co-chairs this working group with MINEDUC. WFP also co-chairs the government-led National School Feeding Steering Committee (NSFSC), which oversees the strategic direction of the NSFP and coordinates programming across Rwanda's 30 districts. WFP Rwanda supported government engagement in the global School Meals Coalition (SMC). Rwanda is part of the global SMC Task Force,<sup>61</sup> the coalition's decision-making body that sets its strategic direction, establishes yearly priorities, guides the Secretariat (which is hosted by WFP), and leads political advocacy.<sup>62</sup> Rwanda's commitments include sustained funding, policy updates, coordination structures, local procurement, international collaboration, and research partnerships.<sup>63</sup> Rwanda played a pivotal role in establishing the regional SMC Network in East

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<sup>51</sup> Republic of Rwanda. MINEDUC. 2021. Rwanda School Feeding Operational Guidelines.

<sup>52</sup> [Republic of Rwanda. MINEDUC. 2023. Education Ministry Calls for Parents' Involvement in School Feeding Programme.](#)

<sup>53</sup> Republic of Rwanda. MINEDUC. 2020/21 Education Statistical Yearbook.

<sup>54</sup> Republic of Rwanda. MINEDUC. 2024. School Census.

<sup>55</sup> MINEDUC. 2024. National School Feeding Programme Financial Strategy.

<sup>56</sup> Using the OANDA RWF to USD exchange rate on 7 April 2025.

<sup>57</sup> Approximately 118.9 billion using the 7 April 2025 exchange rate.

<sup>58</sup> [Government of Rwanda. 2023. Rwanda National School Feeding Programme Financing Strategy.](#)

<sup>59</sup> [The New Times. 2024. Rwanda school feeding scheme pledges now over Rwf300m. September 13, 2024.](#)

<sup>60</sup> [IGIHE. 2025. "School feeding budget in Rwanda reaches Frw94 billion." 7 March.](#) ; Using the OANDA RWF to USD exchange rate on 7 April 2025.

<sup>61</sup> The Task Force currently consists of 12 countries and regional networks: the African Union, Brazil, Finland, France, Guatemala, Honduras, Japan, Kenya, Rwanda, Senegal, Sweden and the USA.

<sup>62</sup> [SMC. Accessed March 2025. School Meals Coalition Webpage: Governance.](#)

<sup>63</sup> [Republic of Rwanda. n/d. Global School Meals Coalition: Nutrition, Health, Education for Every Child, Country Commitment.](#)

Africa and acted as the first chair.<sup>64</sup> The network provides a platform for participating countries to engage in peer-to-peer learning and exchange technical insights.<sup>65</sup>

24. **Smallholder farmer and procurement support.** The Government of Rwanda supports agricultural modernization and food systems through the Fifth Strategic Plan for the Transformation of Agriculture (PSTA5), which prioritizes building resilient and sustainable agri-food systems, aligning with Vision 2050 and the NST2.<sup>66</sup> PSTA5 was designed as a roadmap to addressing the country's food systems challenges such as low agricultural productivity, post-harvest losses, extreme weather shocks, limited access to finance, and low market penetration, building on commitments from the PSTA4. Through the Farm-to-Market Alliance, WFP has supported USDA-backed cooperatives by formalizing traditional savings groups and facilitating farmer-to-school linkages to help farmers shift from subsistence to market-oriented agriculture as well as enhance production, market capacity, and ability to supply the NSFP.<sup>67</sup> In May 2023, the Government introduced the National Disaster Preparedness Plan for Food Security and Nutrition to protect procurement and supply chain management against weather-related shocks.<sup>68</sup> Procurement procedures are outlined in the Rwanda School Feeding Operational Guidelines.<sup>69</sup> In 2024, WFP, MINEDUC, and the Ministry of Local Government (MINALOC) collaborated to review the school feeding operational guidelines to integrate the new procurement modality. The new modality mandates districts to procure non-perishable food items and mandates schools to procure perishable and non-food items, with updated food safety and quality measures.<sup>70</sup>

25. **Capacity building and programme monitoring.** The School Feeding Operational Guidelines highlight the importance of programme monitoring and outline key indicators such as which resource each school has received; how the school used the received resource; what the programme has done; and programme achievements.<sup>71</sup> Responsibilities are delegated to relevant actors including MINEDUC, storekeepers, head teachers, and district authorities. Evidence-generation efforts aim to optimize operational efficiencies and enhance capacity at the district level to coordinate effective implementation of the programme. National-level capacity building will support NSFP integration into policies and strategies, strengthen coordination mechanisms, and finalize secondments to key posts such as in MINEDUC and MINALOC.<sup>72</sup>

26. **Administration.** MINEDUC leads the education sector on policy formulation, planning, coordination, regulation, monitoring and evaluation. MINEDUC works closely with the Rwanda Education Board (REB), which is responsible for national oversight for coordinating and implementing education activities at pre-primary, primary and secondary levels, and with the National Examination and School Inspection Authority (NESA), which monitors the implementation of norms and standards through school inspections and administers comprehensive assessments from level 1 to level 5 in TVET and basic education. District Administrations are responsible for the delivery of district education services. District Development Plans determine district priorities and the allocation of resources. District Education Officers (DEOs) and Sector Education Officers (SEOs) are employed by MINALOC to plan, deliver, and monitor education services in their districts.

### ***Other international assistance in Rwanda relevant to the project***

27. Other ongoing education initiatives in Rwanda include Save the Children's Zero Out of School Project (2023-2027), USDA McGovern-Dole International Food for Education and Child Nutrition Program

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<sup>64</sup> Republic of Rwanda. 2023. Eastern Africa Regional School Meals Coalition Network Launch Meeting Report.

<sup>65</sup> SMC. 2024. Eastern Africa Regional SMC Network Draft Roadmap 2024-2025.

<sup>66</sup> MINAGRI. 2024. Fifth Strategic Plan for Agriculture Transformation (PSTA 5).

<sup>67</sup> Farm to Market Alliance. 2023. Annual Report.

<sup>68</sup> UNICEF. 2023. Rwanda Country Annual Report.

<sup>69</sup> Republic of Rwanda. MINEDUC. 2021. Rwanda School Feeding Operational Guidelines.

<sup>70</sup> WFP. 2024. FY20 McGovern-Dole Semi-annual Performance Report April 2024-September 2024.

<sup>71</sup> Republic of Rwanda. MINEDUC. 2021. Rwanda School Feeding Operational Guidelines.

<sup>72</sup> WFP. 2025. Baseline Study of USDA McGovern Dole Grant for WFP Home-Grown School Feeding in Rwanda from 2025-2029 ToR.

(2020-2025), Japan International Cooperation Agency Project to Strengthen Primary School Mathematics and Science with the use of ICT (JICA PRISM) (2021-2026), United Nations Sustainable Development Cooperation Framework (2025-2029), and JICA Development Policy Loan for the Education Sector.<sup>73</sup> Most recently, the Global Partnership for Education awarded five grants to support government initiatives aimed at transforming the Rwandan education system.<sup>74</sup> These programs aim to enhance literacy, reintegrate student dropouts, strengthen teacher training and access to quality learning materials, support community engagement, improve school feeding programs, and develop monitoring and assessment systems to enhance education outcomes. In addition, several USAID-funded projects were previously active but were halted due to the US Government's stop work order of January 2025. See [Annex 1](#), Table 16 for further details on these initiatives.

### **Other WFP Rwanda Activities**

28. Under its current country strategic plan (CSP), WFP Rwanda has several activities in addition to the FY24 McGovern-Dole project. These focus on supporting refugees and returnees with food and livelihoods McGovern-Dole strategic objective (SO1); strengthening nutrition-sensitive social protection systems (SO2); building national capacity to improve nutrition outcomes (SO3); and enhancing smallholder farmers' access to markets by supporting value chain development, and strengthening capacity in post-harvest handling, food quality, cooperative governance, and institutional procurement, including school feeding (SO4).<sup>75</sup> Under these outcomes, the CSP aims to strengthen food systems accessible to all, social protection and emergency preparedness while promoting nutrition, resilience to extreme weather events, and supporting the participation of women, men, girls, and boys.

## **2. Subject of the baseline**

### **2.1 SUBJECT OF THE BASELINE, THEORY OF CHANGE, ACTIVITIES AND INTENDED OUTPUTS AND OUTCOMES**

29. **Project design.** WFP and partners are implementing a final, five-year (2024-2029) USDA -funded project in Rwanda, with a focus on sustainability and the full transition of project schools into the NSFP.<sup>76</sup> The project builds on the growing momentum of increased government investment in school feeding and expands on the FY15 and FY20 projects, including FY20 achievements in establishing policy, coordination, and operational foundations for the national programme.<sup>77</sup> By the end of the project, the national programme will be strengthened to procure a higher proportion of local food, advance the program's digitization, guarantee adequate and stable funding, improve monitoring and accountability, and leverage schools as platforms for health, nutrition, and education activities. The project includes technical assistance to build government capacity to implement interventions that dismantle social norms and structural barriers affecting the equitable delivery of programming for nutrition, health, literacy, water, sanitation, hygiene, and smallholder farmer support that benefits women, men, girls, and boys, alongside school feeding.

30. The project is heavily focused on sustainability to ensure that all project activities are continued after the project's completion.<sup>78</sup> This final cycle of McGovern-Dole support is designed to place the Government in the lead with WFP and partners providing technical assistance. In FY24, WFP will support the Government via three main pathways:<sup>79</sup>

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<sup>73</sup> [Republic of Rwanda. MINEDUC. 2023. Partnership Compact \(2023-2027\).](#)

<sup>74</sup> The CO provided this information during the inception phase.

<sup>75</sup> [WFP. 2025. Rwanda Country Strategic Plan 2025-2029.](#)

<sup>76</sup> WFP. n.d. FY24 McGovern-Dole Project Proposal: Plan of Operations and Activities.

<sup>77</sup> The FY20 endline and FY24 baseline data collection have been combined to avoid respondent fatigue and streamline the two exercises; there separate reports for each.

<sup>78</sup> WFP. n.d. FY24 McGovern-Dole Project Proposal: Sustainability and Lasting Impact.

<sup>79</sup> WFP. n.d. FY24 McGovern-Dole Project Proposal: Sustainability and Lasting Impact.

- a. Support the NSFP and five districts characterized by high food insecurity, limited market access, and low agricultural productivity by providing complementary commodities from September 2025 to July 2029 while building procurement systems' efficiency to strengthen local food systems with a focus on smallholder farmers and nutrition.<sup>80</sup>
- b. Build capacity at national and district level to coordinate, implement, and monitor school feeding, literacy, WASH and nutrition activities.
- c. Generate evidence to optimize programme operational efficiencies, adopt approaches that address social and structural barriers to equitable participation, and strengthen advocacy for sustainable financing.

31. **Funding.** FY24 of the McGovern-Dole award provides USD 28 million over five years. The first two years of locally procured commodities for school feeding will be supported by confirmed complementary funding from the Novo Nordisk Foundation. After project completion, the districts will be fully Rwandan-Government-resourced. The Government of Rwanda increased its school meals investment to RWF 135 billion (approximately USD 94.2 million) in 2025,<sup>81</sup> but still faces a USD 84 million annual funding gap.<sup>82</sup> To address this, the Government, with WFP and partners, has developed a financing strategy focused on cost efficiencies.<sup>83</sup>

32. **Geographic scope and beneficiary selection.** Activities will be implemented in 72 schools: 32 schools across three districts continuing from FY20 – Burera, Kayanza and Gasabo – as well as 40 schools from two highly food insecure districts that have not yet benefited from McGovern-Dole assistance – Ngororero and Nyamasheke<sup>84</sup> (see historic coverage areas in Figure 1). The Government of Rwanda requested the addition of the latter two districts to FY24 due to their high food insecurity, elevated stunting rates, and low performance on key education, nutrition, and sanitation indicators.<sup>85</sup>

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<sup>80</sup> Schools which also received support in FY20 are projected to transition to the NSFP by September 2028.

<sup>81</sup> [All Africa. 2025. Rwanda Expands School Feeding Programme with 40% Budget Increase. 11 June.](#) Amount reported is per OANDA RWF to USD exchange rate on 11 June 2025.

<sup>82</sup> [Republic of Rwanda. 2023. National School Feeding Programme Financing Strategy. October.](#)

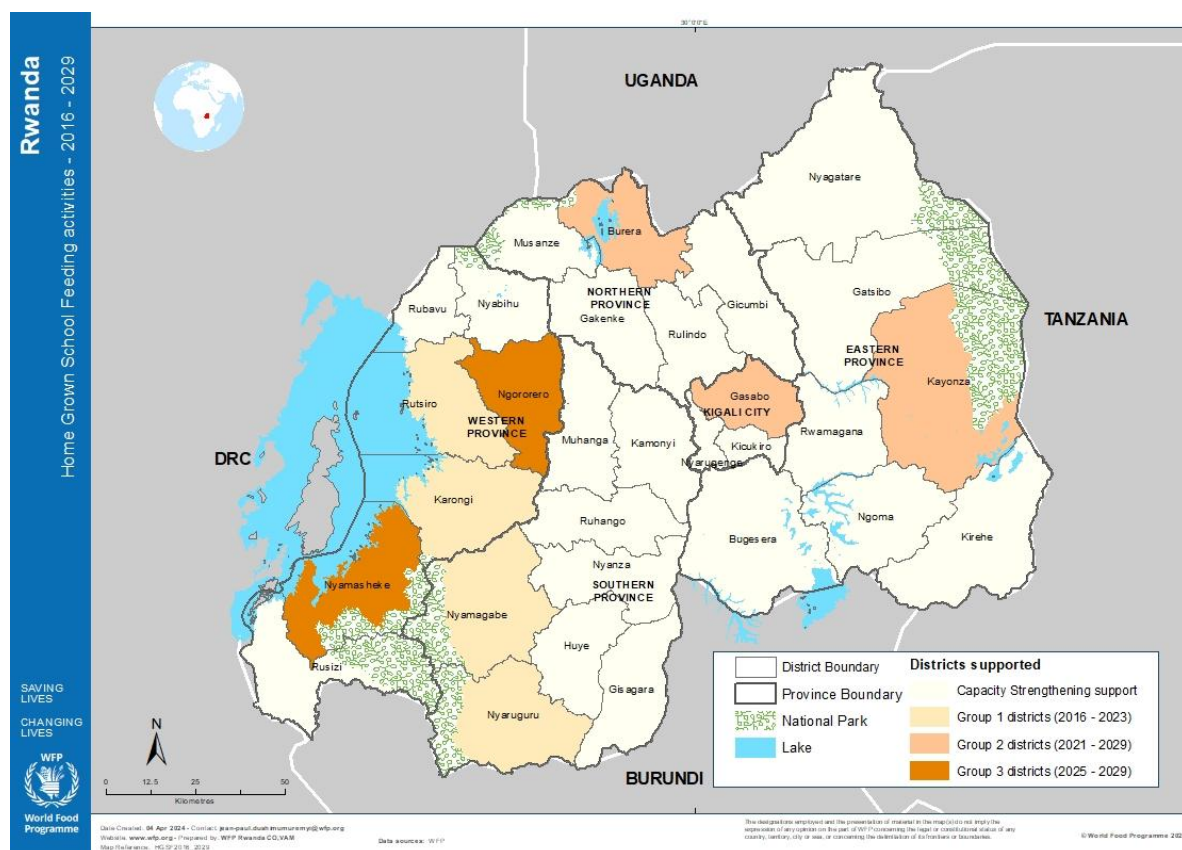
<sup>83</sup> Ibid.

<sup>84</sup> WFP. n.d. FY24 McGovern-Dole Project Proposal: Plan of Operations and Activities.

<sup>85</sup> WFP. n.d. FY24 McGovern-Dole Project Proposal: Introduction and Strategic Analysis.



**Figure 1: Map of project area, 2016-2029**



Source: WFP Rwanda Country Office

33. The project is intended to reach 75,000 students in pre-school to Grade 6 over the life of the project, as well as teachers, education officials, community members, and cooks.<sup>86</sup> The school selection for the FY24 project cycle was conducted with MINEDUC and MINALOC and district-level government using health, nutrition and WASH indicators from the Fifth Population and Housing Census (2022), Demographic and Health Survey (2020), CFSVA (2021), Education Statistics (2023), Human Capital Index report (2020) and Annual District performance report (2021/2022).<sup>87</sup>

34. **Partners.** The project is implemented jointly with the Ministry of Education (MINEDUC), Ministry of Agriculture and Animal Resources (MINAGRI), Ministry of Local Government (MINALOC), Ministry of Trade and Industry (MINICOM), Ministry of Finance and Economic Planning (MINECOFIN), World Vision International (WVI), Gardens for Health International (GHI) and the five target districts.<sup>88</sup> Additionally, WFP and partners will work closely with the Novo Nordisk Foundation, MasterCard Foundation, education sector development partners, the Rwanda Standards Board and other government ministries and authorities.

35. Table 1 presents the project objectives<sup>89</sup> and corresponding implementing partners, marking the main responsible parties for each.

<sup>86</sup> Ibid.

<sup>87</sup> Ibid.

<sup>88</sup> Ibid.

<sup>89</sup> See the results frameworks for McGovern-Dole ([Annex 2](#)) and LRP ([Annex 3](#)) for further reference.



**Table 1: FY24 McGovern-Dole project objectives and partners in Rwanda**

| Project objectives, responsible party (bolded text) and partners                                                                                                                                                                |                                                                                                                                                                   |                                                                                                                                                                                     |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>1. Support the NSFP and five of the most food insecure districts- characterized by limited market access and low agricultural productivity with complementary commodities while building procurement systems efficiency.</b> |                                                                                                                                                                   |                                                                                                                                                                                     |
| <ul style="list-style-type: none"> <li>• <b>WFP (responsible party)</b></li> <li>• MINEDUC</li> </ul>                                                                                                                           | <ul style="list-style-type: none"> <li>• MINALOC</li> <li>• MINAGRI</li> </ul>                                                                                    | <ul style="list-style-type: none"> <li>• Local governments</li> </ul>                                                                                                               |
| <b>2. Provide the necessary infrastructure, tools, and relevant training for schools to safely store, cook, and serve school meals.</b>                                                                                         |                                                                                                                                                                   |                                                                                                                                                                                     |
| <ul style="list-style-type: none"> <li>• <b>WFP (responsible party)</b></li> <li>• MINALOC</li> </ul>                                                                                                                           | <ul style="list-style-type: none"> <li>• MINEDUC</li> <li>• Rwanda Standards Board</li> </ul>                                                                     | <ul style="list-style-type: none"> <li>• Food and Drug Authority</li> </ul>                                                                                                         |
| <b>3. Improve policy framework and financial capacity of school feeding, increase multisectoral capacity and coordination, and capacitate Government to effectively implement and monitor the national programme.</b>           |                                                                                                                                                                   |                                                                                                                                                                                     |
| <ul style="list-style-type: none"> <li>• <b>WFP (responsible party)</b></li> <li>• MINEDUC</li> <li>• MINALOC</li> <li>• MINAGRI</li> </ul>                                                                                     | <ul style="list-style-type: none"> <li>• MINICOM</li> <li>• MINECOFIN</li> <li>• Rwanda Agricultural Board</li> <li>• Rwanda Cooperative Agency</li> </ul>        | <ul style="list-style-type: none"> <li>• Rwanda Standards Board</li> <li>• Food and Drug Authority</li> <li>• Rwanda Public Procurement Authority</li> </ul>                        |
| <b>4. Build capacity of local governments to coordinate, monitor, and implement the national programme in accordance with national guidelines and quality standards.</b>                                                        |                                                                                                                                                                   |                                                                                                                                                                                     |
| <ul style="list-style-type: none"> <li>• <b>WFP (responsible party)</b></li> <li>• MINEDUC</li> <li>• MINALOC</li> <li>• Local governments</li> </ul>                                                                           | <ul style="list-style-type: none"> <li>• Rwanda Public Procurement Authority</li> <li>• Nat'l Examination and School Inspection Authority</li> </ul>              | <ul style="list-style-type: none"> <li>• Rwanda Standards Board</li> <li>• Rwanda Cooperative Agency</li> <li>• Rwanda Agricultural Board</li> </ul>                                |
| <b>5. Sensitize and empower communities to strengthen school feeding at the local level and to advance nutrition, health, and education advocacy for women, men, girls, and boys.</b>                                           |                                                                                                                                                                   |                                                                                                                                                                                     |
| <ul style="list-style-type: none"> <li>• <b>WFP, World Vision, GHI (responsible parties)</b></li> <li>• MINEDUC</li> <li>• MINALOC</li> </ul>                                                                                   | <ul style="list-style-type: none"> <li>• Ministry of Health (MOH)</li> <li>• MININFRA</li> <li>• Local governments</li> <li>• Rwanda Biomedical Centre</li> </ul> | <ul style="list-style-type: none"> <li>• Water &amp; Sanitation Corporation</li> <li>• National Child Development Agency</li> </ul>                                                 |
| <b>6. To build the Government of Rwanda's long-term research capacity and generate evidence needed to improve/sustain the NSFP.</b>                                                                                             |                                                                                                                                                                   |                                                                                                                                                                                     |
| <ul style="list-style-type: none"> <li>• <b>WFP (responsible party)</b></li> <li>• MINEDUC</li> <li>• MINECOFIN</li> </ul>                                                                                                      | <ul style="list-style-type: none"> <li>• MINAGRI</li> <li>• MINICOM</li> </ul>                                                                                    | <ul style="list-style-type: none"> <li>• Nat'l Institute of Statistics of Rwanda</li> <li>• Nat'l Examination and School Inspection Authority</li> </ul>                            |
| <b>7. Improve the learning environment for students, increasing literacy outcomes.</b>                                                                                                                                          |                                                                                                                                                                   |                                                                                                                                                                                     |
| <ul style="list-style-type: none"> <li>• <b>World Vision (responsible party)</b></li> <li>• MINEDUC</li> </ul>                                                                                                                  | <ul style="list-style-type: none"> <li>• Rwanda Education Board</li> </ul>                                                                                        | <ul style="list-style-type: none"> <li>• Other education sector development partners</li> </ul>                                                                                     |
| <b>8. Build the capacity of schools and communities to lead/sustain child nutrition education.</b>                                                                                                                              |                                                                                                                                                                   |                                                                                                                                                                                     |
| <ul style="list-style-type: none"> <li>• <b>GHI (responsible party)</b></li> <li>• MINEDUC</li> </ul>                                                                                                                           | <ul style="list-style-type: none"> <li>• National Child Development Agency</li> </ul>                                                                             | <ul style="list-style-type: none"> <li>• Rwanda Biomedical Centre</li> </ul>                                                                                                        |
| <b>9. Increase awareness and adoption of good health and hygiene practices and improve school infrastructure for handwashing, latrines, and menstrual hygiene rooms.</b>                                                        |                                                                                                                                                                   |                                                                                                                                                                                     |
| <ul style="list-style-type: none"> <li>• <b>World Vision (responsible party)</b></li> <li>• MINEDUC</li> <li>• MOH</li> <li>• MININFRA</li> </ul>                                                                               | <ul style="list-style-type: none"> <li>• MINALOC</li> <li>• Rwanda Biomedical Centre</li> <li>• Rwanda Water &amp; Sanitation Corps.</li> </ul>                   | <ul style="list-style-type: none"> <li>• National Child Development Agency</li> <li>• World Health Organization (WHO)</li> <li>• United Nations Children's Fund (UNICEF)</li> </ul> |
| <b>10. Support smallholder farmers to be able to provide to markets including the NSFP.</b>                                                                                                                                     |                                                                                                                                                                   |                                                                                                                                                                                     |
| <ul style="list-style-type: none"> <li>• <b>WFP (responsible party)</b></li> <li>• MINAGRI</li> <li>• MINICOM</li> </ul>                                                                                                        | <ul style="list-style-type: none"> <li>• Local governments</li> <li>• Rwanda Agricultural Board</li> </ul>                                                        | <ul style="list-style-type: none"> <li>• Rwanda Cooperative Agency</li> </ul>                                                                                                       |

36. **Theory of change.** The Theory of Change (TOC) posits that *if* WFP provides technical assistance to the Government of Rwanda to build the institutional capacity, policy framework and financial support to provide an integrated package of school-based programming, *then* the Government will be equipped to implement a fully functional and sustainable national school feeding programme that provides quality nutritious meals through local purchases from smallholders alongside targeted education, nutrition and

WASH interventions.<sup>90</sup> The result will be children who are better educated, better nourished and better prepared to achieve Rwandan national development goals, and a sustainable programme to benefit education, nutrition, agriculture, food systems and growing local economies. The TOC's assumptions are: 1) continued government commitment to supporting school feeding policies; 2) continued ability of Government, partners, and communities to provide complementary resources; 3) continued government attention to improving teacher retention and student-teacher ratios; 4) government provision of school infrastructure and equipment; 5) effective coordination among stakeholders; 6) trust and confidence in the value of WFP's contributions to the NSFP; and 7) the absence of major economic or natural shocks that would disrupt food supply.

37. The reconstructed TOC is provided in [Annex 2](#). The TOC logic aligns with and reflects the McGovern Dole and local and regional procurement (LRP) Results Frameworks ([Annex 3](#) and [Annex 4](#), respectively). Under the TOC and results frameworks, all project activities are designed to lead to one or more of the three McGovern-Dole Strategic Objectives (SO): SO1 Improved Literacy of school-age children, SO2 Increased use of health, nutrition and dietary practices, and LRP SO1 Improved effectiveness of food assistance through local and regional procurement. These SOs contribute to the wider vision for the project, that girls and boys in Rwanda—especially those who are susceptible to poverty, discrimination, or social exclusion—have access to school meals that build human capital, resilience, and food and nutrition security. As part of this baseline study, the study team supported the WFP school feeding team in finalizing the TOC that could be used to reflect the logical pathways for all three phases of the FY24 McGovern-Dole project in Rwanda. The study team finds the TOC logic to be valid and to reflect the current context and project realities. Greater discussion of the TOC and its assumptions is discussed under Finding 3. The TOC has been used in this baseline study to assess the relevance of the project design, confirm performance indicator selection and inform recommendations for measuring progress at midterm and endline (under Evaluation Question 3).

38. **Activities.** The project aims to strengthen government mechanisms to address gaps in the provision of school meals in food-insecure districts and strengthen the capacity of Government, schools, and communities to plan, coordinate, resource, implement, and monitor the full national caseload.<sup>91</sup> It will support the Rwanda School Feeding Financing Strategy and a modernized local procurement approach to improve access to healthy, diverse school meals and to strengthen resilience in rural economies. The main FY24 activities, in summary, are:<sup>92</sup>

- providing nutritious school meals by providing fortified rice through USDA in-kind donations and locally procured fortified maize meal and beans;
- equipping schools to prepare safe and nutritious meals by providing or repairing relevant school feeding infrastructure and supplies, and by training on food safety, nutrition, procurement, and governance;
- strengthening central government capacity for school feeding and financing planning, institutionalizing relevant training and supporting improvements to the School Data Management System;
- strengthening local government through staff secondments, training and a transition strategy; empowering communities to integrate school feeding into Imihigo performance plans and promote community awareness of school feeding, education, and nutrition, as well as by supporting communities to lead WASH activities;
- advancing the NSFP learning agenda with the help of a Healthy Systems Approach for Better Education Results (SABER) baseline, a targeted capacity strengthening plan and other various assessments; and promoting literacy education;
- promoting nutrition, health, and dietary practices with activities such as school gardens, seed banks and seed multiplication, Nutrition Oversight Committees, and routine growth monitoring;

<sup>90</sup> WFP. n.d. FY24 McGovern-Dole Project Proposal: Introduction and Strategic Analysis.

<sup>91</sup> WFP. n.d. FY24 McGovern-Dole Project Proposal: Introduction and Strategic Analysis.

<sup>92</sup> See [Annex 5](#) for fully detailed descriptions of each planned activity.

- WASH activities such as constructing disability-accessible ventilated improved pit latrines, menstrual hygiene management rooms, and rainwater tanks, and facilitating corresponding training in WASH topics; and
- Strengthening the technical and governance capacity of smallholder farmer cooperatives.

39. **Reducing disparities and enhancing participation.** The project promotes the equal participation of girls, boys, women and men, including students with disabilities, through accessible literacy activities, school facilities, administrator training, and capacity strengthening. The 2021 WFP Assessment found that schools and communities reinforce traditional social norms regarding girls' education, limiting girls' re-entry after dropout and affecting long-term opportunities.<sup>93</sup> These insights informed targeted interventions aimed at addressing disparities between girls and boys and promoting participation, such as sensitizing parents to the importance of girls' education. The project aligns with Rwanda's national strategy to enhance parity in education, school feeding, and agriculture, ensuring more sustainable outcomes.

40. **Previous evaluations and reviews.** The FY15 endline, FY20 baseline and midterm, and WFP Assessment (the latter commissioned in 2021) constituted the analytical work that informed the FY24 design. The FY15 endline recommended WFP develop and present a clear understanding of the existing procurement system to support further development of a national procurement strategy. In response, WFP collaborated with MINEDUC to conduct the 2022 School Feeding Survey and Market Assessment. The results of the assessments led to updates to the NSFP procurement model for the 2023/2024 academic year. The market assessment also informed the NSFP and Financing Strategy, which reduced parents' school feeding contributions. WFP's input to those exercises and subsequent strategies responded to FY20 baseline recommendations for continued support for initiatives that address parent contributions.

41. Other notable findings: the Assessment found that the project design did not incorporate an intentional approach to address disparities between women, men, boys and girls, and recommended actions to reduce barriers that hinder girls' and women's participation in the FY24 McGovern-Dole project. The FY20 baseline indicated that the project needed stronger collaboration and partnership with local leadership (including parents) to ensure that nutrition interventions reach households and communities; it also noted the need for continued support to address challenges related to parent contributions.

42. The FY20 midterm evaluation included eight recommendations to strengthen project implementation and support the Government to implement the NSFP: 1) strengthen support for schools transitioning to the NSFP, 2) continue to strengthen the monitoring system, 3) develop and implement a knowledge management and learning strategy, 4) update the project TOC, 5) strengthen focus on students living with disabilities, 6) conduct small-scale research studies on specific topics raised at midterm, 7) bolster district capacity by exploring the possibility of scaling up the District School Feeding Coordinator model to the national level, and 8) organize an agile school feeding technical support function to provide short-term, high-quality technical consulting services to support the NSFP. The extent to which the FY24 design responds to recommendations and other challenges identified during the FY20 midterm is discussed in greater detail in [Section 4](#). The results of the FY20 endline evaluation, for which data collection was conducted concurrently with this baseline study, are forthcoming.

## 2.2 BASELINE STUDY QUESTIONS AND CRITERIA

43. This baseline report addresses the baseline study questions and Organisation for Economic Co-operation and Development - Development Assistance Committee (OECD-DAC) criteria shown in Table 2, as established in the approved inception report.<sup>94</sup> The study also included collecting data for assigned indicators ([Annex 7](#)) to enable performance and higher-level results analysis at midterm and endline. Baseline results will be used to confirm the relevance of the baseline study questions and indicators to the FY24 McGovern-Dole project in Rwanda and provide context necessary to assess the programme against OECD-DAC criteria.

<sup>93</sup> WFP Rwanda. 2021. Gender Assessment: Home Grown School Feeding Programme. December.

<sup>94</sup> The baseline study questions similarly mirror the questions as they appear in the Terms of Reference. A summary Terms of Reference for the baseline study is presented in [Annex 6](#).

**Table 2: Baseline study questions and associated OECD criteria**

| EQ         | Baseline study questions and sub-questions                                                                                                                                                                                 | Criteria             |
|------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------|
| <b>EQ1</b> | <b>How relevant is the project design in contributing towards a sustainable, effective implementation of the NSFP vis-à-vis the Government's readiness and capacities to manage the NSFP?</b>                              | <b>Relevance</b>     |
| 1.1        | To what extent is the design of capacity strengthening activities aligned with and target the needs and strategic priorities of the Government in managing the NSFP?                                                       | Relevance            |
| 1.2        | In what ways does the project design align and target the specific needs and challenges faced by smallholder farmers (women in particular) in the targeted districts?                                                      | Relevance            |
| <b>EQ2</b> | <b>How coherent are the proposed activities with existing policies and strategies of the Government of Rwanda?</b>                                                                                                         | <b>Coherence</b>     |
| 2.1        | To what extent are the activities integrated and aligned with national strategies and priorities in education, health, nutrition, agriculture, social protection, reducing disparities and inclusion?                      | Coherence            |
| 2.2        | To what extent are the activities aligned with district development plans and initiatives in education, health, nutrition, agriculture, social protection, reducing disparities and inclusion in the targeted districts?   | Coherence            |
| 2.3        | To what extent does the project design comprehensively consider and respond to key areas of government readiness and capacity gaps in managing the NSFP, ensuring coherence with existing frameworks and initiatives?      | Coherence            |
| 2.4        | To what extent does the project align with and support other ongoing or planned interventions, policies, and initiatives in the country or education sector?                                                               | Coherence            |
| <b>EQ3</b> | <b>How will the project's interventions, including capacity strengthening, be measured to determine if they have produced the anticipated results and outcomes?</b>                                                        | <b>Effectiveness</b> |
| 3.1        | Considering the situation analysis at baseline, what are effective ways and approaches to measure the effectiveness of capacity strengthening work in terms of building national capacity in school feeding?               | Effectiveness        |
| 3.2        | What mechanisms or processes are in place to measure how project activities are going to be implemented in the most cost-effective and timely manner, and are there any existing inefficiencies that need to be addressed? | Effectiveness        |

# 3. Study approach and methodology

## 3.1. STUDY APPROACH AND METHODOLOGY

44. The baseline study is the first of three assessments that will be conducted relative to the FY24 McGovern-Dole project, which includes the baseline study (2025), midterm evaluation (2027) and final evaluation (2029).<sup>95</sup> It applied a participatory, mixed-methods approach that was informed by an evaluability assessment and inception mission discussions. The primary data collection methods used included the school survey, an Early Grade Reading Assessment (EGRA) and appended student survey, and qualitative fieldwork. These methods were used to collect data for indicators which required primary data collection by the study team per the performance monitoring plan (PMP). Secondary data (e.g., project monitoring data and reports) were examined by desk review. TANGO's research partner in Rwanda, Ihema Research Ltd., conducted data collection fieldwork (surveys and district- and school-level interviews) between May 19 and June 6, 2025; the international team traveled to Rwanda to join Ihema on a data collection mission May 19-23, focusing on qualitative data collection at the national level.

45. The baseline engaged women, girls, men, and boys from all key stakeholder groups, including female and male smallholder farmers, students, teachers, parents, and committee members. Sampling and data collection methods were designed to ensure broad participation, with separate focus group discussions and same-sex facilitation used where necessary to create safe spaces for open dialogue. Perspectives were recorded and analyzed with disaggregation by sex and stakeholder group, allowing the study to capture and reflect the distinct experiences and priorities of each group in the findings.

46. All inception and data collection activities covered the FY24 baseline study and the FY20 final evaluation. This joint approach was taken to meet the need to finalize baseline findings and reporting before the start of the school year in September, to avoid study fatigue and reduce strain on project participants and stakeholders, and to gain efficiency across the two exercises. The surveys and qualitative work overlapped due to time constraints; hence the results of the quantitative analysis were not available in time to inform specific lines of qualitative inquiry (see Section 3.2). However, both the baseline study team and the WFP school feeding team were largely the same as in previous phases and exercises; this continuity was an advantage in understanding the evolution of the overall project and areas in need of continued attention and follow-up. Moreover, the inception mission was highly productive in defining areas of interest and concern, which informed the finetuning of baseline areas of qualitative inquiry.

47. During the inception phase, TANGO supported WFP to draft a TOC to capture FY15, FY20, and FY24, thus covering the full lifespan of the project (2015-2029). The final TOC as finalized by WFP is included as [Annex 2](#). The baseline methodology includes an examination of the validity of the assumptions and intended pathways of the project TOC vis a vis baseline study finding (discussed under Finding 3). The TOC will also be a theoretical basis going forward, for the midterm and final evaluations.

48. The evaluation matrix ([Annex 9](#)) provides a comprehensive overview of how each baseline study question was assessed and analyzed to ensure a systematic, organized and transparent process. For each question, the matrix details sub-questions, indicators, data collection methods and sources, data analysis and triangulation methods, and quality of evidence. As feasible, each question was addressed through both qualitative and quantitative methods using primary and secondary data to triangulate and enhance data reliability and validity and thus strengthen the evidence base for baseline findings. Summarily speaking, the analytical approach consisted of semi-structured thematic literature review, qualitative iterative analysis, and descriptive statistical analysis. Analysis began as soon as data batches were ready and was layered through real-time, structured sharing and triangulation of findings and insights across methods and team members.

49. The baseline study approach was implemented as described in the baseline inception report with no major adjustments. We note that the secondary data available to the baseline team was expanded by

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<sup>95</sup> See the overall evaluation timeline in [Annex 8](#).



data from the school profile exercise administered in the 40 schools added to the FY24 project, and that the team added qualitative work in “deep dive” schools, as detailed in the next section.

## 3.2. METHODS AND TOOLS

50. As noted in Section 3.1, the baseline study methods are desk review, school survey, and student survey combined with the administration of the EGRA tool, and qualitative data collection activities designed to triangulate quantitative data and respond to key topics of interest (listed in Table 3). The latter includes semi-structured key informant interviews (KIIs) or small-group interviews and focus group discussions (FGDs). The study team also examined existing quantitative project data from WFP and partner monitoring reports and databases, WFP and partner reports and assessments, FY24 school profile data, and documentation from external sources as relevant. As per the agreed performance indicator overview plan ([Annex 7](#)), a significant portion of the quantitative data is sourced from existing WFP and partner reports.<sup>96</sup> This combination of methods allows for situational assessment (with a priority on the new FY24 schools/districts) and a report on baseline values of performance indicators, drawing on a range of sources and stakeholders to respond to the baseline study questions.

51. Table 3 summarizes the data collection tools and type of data collected. The evaluation matrix indicates further which data sources and data collection tools were used to answer the study questions ([Annex 9](#)). All tools were adjusted based on reviewer comments and pre-test results before finalization and deployment.

**Table 3: Description of data collection tools**

| Data collection tool           | Type of data to be collected                                                                                      | Description                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
|--------------------------------|-------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <a href="#">School survey</a>  | <b>McGovern-Dole indicators</b><br><br>Millenium Development Goals (MGD) Standard 2/ MGD 1.3<br><br>MGD Custom 13 | <p>The school survey was administered in all sampled schools on Android devices using the Open Data Kit (ODK) survey platform. This survey collects data on McGovern-Dole indicators, WFP Rwanda custom indicators, and other information relevant to the baseline study questions.</p> <p>The survey was administered as a small group interview with three key informants: 1) head teacher; 2) school feeding focal point; and 3) head/member of School General Assembly Committee (SGAC) (usually a parent). Most respondents were men (men: 69.6 percent; women: 30.4 percent). Questions were answered based on consensus perception, to improve the reliability of responses. The team conducted the survey one time only, with the maximum number of these three respondents that could be arranged.</p> |
| <a href="#">EGRA tool</a>      | <b>McGovern-Dole indicators</b><br><br>MGD Standard 1/ MGD SO 1                                                   | <p>The EGRA was administered in Kinyarwanda to P2 students in all sampled project schools.<sup>97</sup> The EGRA tool aligns with NESA standards and was validated by the World Vision literacy team. The EGRA was administered on Android devices using Tangerine (RTI) data collection software.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| <a href="#">Student survey</a> | <b>McGovern-Dole indicators</b><br><br>MGD 8/ MGD 1.3.5                                                           | <p>The student survey is appended to the EGRA tool and was administered to the same P2 students selected for the EGRA. The survey collects data on students' health and hygiene practices,</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |

<sup>96</sup> [Annex 7: Performance Indicators Overview](#) indicates the method/ approach of data collection or calculation for each McGovern-Dole indicator, as well as who is responsible to collect the data. TANGO is responsible for collecting data on only a subset of indicators.

<sup>97</sup> The decision to administer the EGRA in Kinyarwanda instead of English was made in consultation with World Vision, the literacy lead for the project. Further discussion is included in [Annex 10](#).

| Data collection tool                               | Type of data to be collected                                                                                                                                         | Description                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|----------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                    | MGD Custom 17/<br>MGD 2.1                                                                                                                                            | and on limited questions regarding access to reading materials and literacy support at home.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <a href="#">Interview guides for KIIs and FGDs</a> | Qualitative data to respond to baseline questions (EQs and specific lines of inquiry) and to validate and help interpret all McGovern-Dole and custom indicator data | <p>The topical outlines were based on the FY20 qualitative tools, which were updated to capture information related to the baseline lines of inquiry and study questions specified in the evaluation matrix. Topical outlines were designed for the following stakeholder categories:</p> <ul style="list-style-type: none"> <li>• WFP Kigali and field staff</li> <li>• Government institutions and ministries</li> <li>• Local government (District Education Officials)</li> <li>• Cooperating partners</li> <li>• Donor(s)</li> <li>• United Nations Agency Partner(s)</li> <li>• Schools (head teachers, teachers, students, cooks, storekeepers, SGACs, School Management Committees, School Feeding Committees, School Tender Committees)</li> <li>• Cooperatives</li> </ul> <p>In-person interviews were prioritized and supplemented by remote interviews when necessary.</p> |
| <b>Desk review</b>                                 | Review of secondary data to respond to baseline questions and validate and interpret McGovern-Dole and custom indicator data                                         | Secondary data such as project monitoring data and reports, project documents, and government documents were examined by desk review.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |

52. Beyond the baseline study questions, the following topics were identified as priority areas of interest for both the FY24 baseline and FY20 endline. In this report, findings place greater emphasis on areas which were key themes at baseline. The complete list of interest areas is listed below:

- Progress on capacity strengthening, especially at district level
- Documenting and assessing the cascaded school feeding committee model from national – district – sector – school level
- Support to sustainable school feeding from different district functions (health/safety, procurement, vice mayor) and interdepartmental/interoffice coordination
- School feeding procurement model: central vs district responsibilities; school-level flexibility
- School menus: the merits of standardization vs flexibility in the school menu, options for structural integration into NSFP
- Quality of implementation around food safety and food hygiene practices, e.g., knowledge and practices in kitchens and storerooms: quality, maintenance, use
- WASH infrastructure: quality, maintenance, use; water access and availability
- Linkage of school feeding and school gardens to strengthening agricultural food systems
- WFP Rwanda's contributions to international school feeding fora
- Corporate learning, especially around country capacity strengthening (CCS) good practices; documenting lessons for WFP global and the Government of Rwanda (primary focus in endline)
- WFP positioning in a changing environment
- Government readiness to support schools' transition to the NSFP

53. Baseline data collection adhered to the plan outlined in the TOR, with no identified limitations that would impact baseline findings. The FY24 school survey and EGRA/student survey were administered in a random sample of 23 project-supported schools in all five FY24 intervention districts. This sample was designed to be statistically representative of all project schools.<sup>98</sup> This “panel” school sample will remain the same in the midterm and endline evaluations. At each sampled school, the data collection team 1) administered the school survey to targeted informants and 2) administered the EGRA/student survey to a random sample of 20 students per school. Of the 460 total Grade 2 students sampled, 235 were boys and 225 were girls a roughly even split (51.1 percent boys and 48.9 percent girls). The EGRA content was updated since its last administration to ensure students had no previous exposure to the material. It will be updated at midterm and again at endline for the same reason, maintaining a comparable skill level across the three exercises. The full survey sampling methodology, including sample size calculations, is elaborated in [Annex 10](#).

54. Informants for qualitative data collection were purposively selected to ensure equitable and proportional representation of women, girls, men and boys from different stakeholder groups. The study team interviewed 67 key informants (46M, 21F) including WFP Rwanda staff, school-based staff, local government, central government, cooperating partners and cooperative members. While the team attempted to interview a proportional number of men and women, the key informants available in the formal leadership and technical positions targeted by the study team were predominantly men, reflecting existing imbalances between men and women at these levels. This resulted in fewer women being represented among KIs. However, this was partially mitigated by the inclusion of FGDs, which engaged a wider set of stakeholders (see paragraph below). Additionally, focused inquiry was made into the specific challenges faced by women smallholder farmers and their perceptions of how the project could address these barriers.

55. The team conducted FGDs at nine “deep dive” schools WFP purposively selected as good examples for the focus areas WFP wanted to explore. This sample included schools participating in FY20 only (n=2), FY20 and FY24 (n=3), and schools without McGovern-Dole interventions in either phase, for comparison and context (n=5).<sup>99</sup> The selection considered interests such as presence of a school garden; presence of livestock; good use of local procurement/ contract with a cooperative to supply vegetables; and exemplars of the parent contribution, food safety measures, and provision of a diversified meal and nutritious meal (milk, porridge, fruits). One comparison school was unique in that it used a centralized cooking modality through participation in a program with Solid Africa, a social enterprise that partners with MINEDUC to deliver cooked food, while the other schools were selected as an example of “typical” government-supported school.<sup>100</sup> The deep dive sample also opportunistically included an FGD with P5 students in Nyamasheke, i.e., simply because time was available after conducting the EGRA at that school. Deep dive data collection included questions to collect the unique perspectives and needs of girls, boys and students with disabilities. The FGDs were held with school feeding and tender committees, P5 students, head teachers and teachers, and cooks; overall these involved 49 FGD participants (26M, 23F) from four of the five FY24 project districts. See [Annex 11](#) for a detailed summary of the KIs and FGDs conducted.

### 3.3. LIMITATIONS

56. While limitations associated with individual indicators might normally be discussed in this section, given that a key purpose of this baseline study is to comment on the appropriateness of indicator selection and associated data collection and analysis approaches, observations related to specific indicators are discussed in the findings section.

57. **Simultaneous data collection for FY20 endline and FY24 baseline.** As previously stated, data collection activities for the FY20 endline evaluation were conducted concurrently with data collection for the

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<sup>98</sup> As described in [Annex 10](#), the sample size was selected to detect anticipated changes in the key indicators identified in Annex 10, Table 19 with a 95 percent confidence level.

<sup>99</sup> Recall that data collection was a joint exercise covering the FY20 endline and FY24 baseline, hence the qualitative samples spanned schools/communities participating in the FY20 and/or FY24 project.

<sup>100</sup> “Typical” government-supported schools were selected by WFP and district School Feeding Coordinator based on their interpretation of what constituted average implementation and quality of school feeding activities, i.e., not a top-performing school and not a low-performing school.

FY24 baseline study. The decision to conduct data collection simultaneously for both exercises served to reduce respondent fatigue and increase efficiency to meet reporting deadlines. However, this timing decision meant that the FY24 project design did not benefit from the final learnings of the FY20 evaluation before baseline activities began. While this was not a limitation of the baseline study or data quality per se, it does limit the extent to which baseline results reflect adaptation based on prior project performance.

58. **Verification through school records.** During the inception phase, and in consultation with the CO, it was decided that the study team would ask for school administrators' perceptions about certain indicators (e.g., student attendance) but not verify this information through school records review. WFP monitoring exercises already include a records review; thus, the study team was able to gain efficiencies by not also reviewing school records. However, a limitation of estimating attendance based on teachers' responses without verification with official school records is that the data are not accurate and student attendance values in the baseline report are, therefore, not robust. WFP's first monitoring exercise in FY24 will be a more accurate representation of student attendance at baseline.

59. **Limited engagement of people with disabilities.** It was not within the scope of this study to include study activities specifically targeting students, parents/caregivers, or stakeholders with disabilities beyond what might surface in the sampling approach agreed at inception. The literacy partner did not have an operational definition of disability for project monitoring purposes and was not collecting disability data; the study team is thus unable to comment on how well students with disabilities are represented in the project; it is possible that the perspectives of people with disabilities are underrepresented in the study findings. This is also partly due to the nature of the qualitative activities conducted: the study team primarily interviewed WFP staff and stakeholders in specific roles and conducted interviews within the school community (i.e., teachers, administrators, students), where participation of people with disabilities may be limited. We have included findings on disability themes as possible within this limited scope and taking advantage of the opportunities that arose.

### 3.4. QUALITY ASSURANCE

60. A Quality Assurance (QA) manager/advisor with extensive WFP experience guided the team on quality elements at all stages of the study process. In the inception stage, this process included comprehensive orientation and training of all team members. Training covered study objectives, subject, and scope; roles and expectations of team members; study protocols and procedures; ethical considerations; and TANGO and WFP quality standards and QA processes. Study-specific elements such as topical outlines, respondent selection, informed consent (including for minors); and the school survey and EGRA/student survey tools were also covered during team training. The TANGO team leader, technical staff, and Ihema principals all had roles in the inception phase relevant to their areas of expertise and experience; e.g., the data analyst and local firm tested the survey tools to identify and correct any technical issues and adjusted quantitative and qualitative tools and translations per internal review and feedback from the WFP school feeding team. The team leader, QA manager and data analyst participated in an in-person inception mission that was critical to understanding baseline study priorities, identifying any evaluability issues, setting expectations for the study and refining the approach accordingly – steps designed to optimize the reliability and validity of the data collected.

61. During data collection, the baseline team and WFP staff communicated regularly for planning, logistics, document and information sharing and progress reporting. The field team submitted survey data regularly to the data analyst for quality monitoring; similarly, the TANGO team reviewed notes of field interviews and provided feedback as needed to address any quality issues. The team leader conducted a debriefing at the end of the international team's data collection mission, thus starting the validation process for preliminary findings. As the data collection phase progressed into the analysis phase, remote conversations continued, to clarify questions about the data examined and emerging findings. The analysis and reporting process involved triangulation of data from all sources, following the evaluation matrix. The TANGO QA manager was closely involved in the analysis and reporting phase, consulting with the team on emerging points.

62. The QA followed the processes, templates and quality assurance checklists established by the WFP Decentralized Evaluation Quality Assurance System (DEQAS). The TANGO QA manager monitored and advised on adherence to internal and DEQAS standards throughout the study process and reviewed and provided feedback on all report drafts (and subsequent revisions) before submission to WFP. The inception

report and baseline study report drafts underwent an iterative series of reviews by the WFP evaluation manager, WFP Rwanda school feeding team, and WFP regional staff. The inception report was reviewed by ERG members including the USDA staff, who will also review this baseline study report before it is considered final. Subsequent to each review round, the study team has revised the reports in response to comments and updated them in consideration of any new information received.

### 3.5. ETHICAL CONSIDERATIONS

63. The baseline study team certifies that the baseline study has conformed to WFP ethical standards and norms and the [2020 United Nations Evaluation Group \(UNEG\) Ethical Guidelines](#). TANGO International, Inc. takes responsibility for safeguarding and ensuring ethics at all stages of the evaluation cycle. This includes, but is not limited to, ensuring informed consent, protecting the 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 study results in no harm to participants or their communities.

64. TANGO assisted the CO to prepare the application for a “survey visa” required by the National Institute of Statistics of Rwanda (NISR). The survey visa is a written authorization granted on request by the NISR to anyone wishing to undertake a statistical survey, stating that the methods to be used are standards and lead to the production of high-quality statistical data. WFP submitted the application, which was approved in advance of the start of data collection.

65. [Annex 10](#) provides more details on the ethical considerations and safeguards relevant to this baseline study.

## 4. Baseline findings and discussion

66. This section presents the results of the baseline data collection and analysis and findings related to each evaluation question (EQ) and sub-question, organized by OECD-DAC criteria. Baseline values for each performance indicator and a reflection on the proposed targets are included below and in [Annex 12](#). The findings presented in this report are intended to establish the situation at baseline and to be used for comparison when evaluating the FY24 project at midterm and endline.

### 4.1 RELEVANCE

***EQ 1. How relevant is the project design in contributing towards a sustainable, effective implementation of the National School Feeding Programme (NSFP) vis-à-vis the Government’s readiness and capacities to manage the National School Feeding Programme?***

**EQ 1.1 To what extent is the design of capacity strengthening activities aligned with and target the needs and strategic priorities of the government in managing the NSFP?**

#### **Finding 1**

The FY24 project design is appropriately aligned to government priorities and ambitions, and targets important gaps.

67. The design of the FY24 project is highly relevant and responsive to Rwanda’s policy landscape, as well as the Government’s demonstrated readiness and appetite for scaling the NSFP. The Government has demonstrated strong ownership and commitment to school feeding through strengthened school feeding strategies (e.g., School Feeding Strategy and Financing Strategy), continued and increasing financial investment, sustained universal school meal coverage, and participation in regional and global learning exchanges. Looking forward, the Government has expressed a clear vision and goal for the NSFP: a high-quality NSFP reflecting increased focus on food safety and quality, nutritional school meals, and further finetuning of the procurement model to support smallholders and increase efficiency. The FY24 project is designed to support the Government in both achieving the vision for the NSFP and sustaining implementation, through continued support to strengthen policy coherence, government capacity, and implementation quality. Regional evidence highlights that successful Home-Grown School Feeding (HGSF)

implementation and sustainability depend on robust intersectoral coordination, stable funding, and strong political commitment, areas that the FY24 design seeks to strengthen in Rwanda.<sup>101</sup>

68. **Policy coherence.** The FY24 project's focus on policy coherence is highly relevant to respond to gaps identified during the FY20 midterm, and to ensure adequate support for and sustainability of the NSFP.<sup>102</sup> The World Bank's SABER framework, which is based on research and global evidence, lists a strong national political and regulatory framework as essential to ensuring a school feeding program's sustainability and quality of implementation. While a lack of cross-sector policy coherence was identified as a gap during the FY20 midterm,<sup>103</sup> the FY24 project is intentionally designed around the SABER Framework and is designed to address school feeding policy, including coherence. Project activities will include 1) validation and implementation of the updated National School Feeding Strategy, 2) advocacy for a school feeding law, 3) advocacy and support for further integration of school feeding in sectoral strategies, and 4) promotion and validation of the National Literacy Policy.<sup>104</sup> An assessment of the FY24 project activities' alignment with the current national policy framework is discussed in detail in [Section 4.2: Coherence](#).

69. **Government capacity.** The Government of Rwanda faces several capacity gaps that affect its ability to manage and implement the NSFP. These include limitations in institutional coordination, monitoring and evaluation systems, district-level resourcing, and community engagement. The FY24 project has been deliberately designed to respond to each of these areas through a comprehensive package of interventions at the national, district, and community levels. Similar to challenges seen in other HGSF contexts, institutional readiness in procurement, storage, and food safety remains a critical factor for sustainability, requiring targeted capacity building alongside policy and financial commitments.<sup>105</sup>

70. **Institutional coordination.** Institutional coordination is a critical component of the Government of Rwanda's capacity to effectively implement and sustain the NSFP. While coordination across sectors has historically required significant support from external actors, both WFP and stakeholders at national and district levels noted that existing mechanisms, especially the National School Feeding Steering Committee and the School Feeding Technical Working Group, are generally functioning well at baseline. External stakeholders involved in these platforms reported that coordination among participating entities was prioritized to avoid duplication of efforts in the education sector. However, informants also identified areas for improvement. The School Feeding Steering Committee, which is intended to meet quarterly, was reported to convene less frequently in practice, though partner engagement remains strong. Stakeholders emphasized the need for greater clarity and visibility of activities across the sector, to enhance alignment and efficiency. Findings from other HGSF programs highlight that decentralized operating models often struggle with cross-sector coordination and standardization, reinforcing the need to maintain and strengthen Rwanda's coordination platforms.<sup>106</sup> In addition to maintaining these structures, WFP plans to ensure that national coordination platforms, particularly the School Meals Coalition, are leveraged for south-south learning exchanges, allowing Rwanda to showcase its NSFP progress and learn from global best practices.<sup>107</sup>

71. Despite relative strength at the national level, coordination challenges are more pronounced at the district level. In particular, district-level school feeding committees were reported to meet irregularly and with less consistency, especially in newly added districts that have not yet received a seconded District School Feeding Coordinator. WFP staff and district stakeholders agreed that the appointment of these coordinators is likely to improve committee functionality by providing a dedicated focal point to organize meetings and facilitate stakeholder engagement. This is particularly important given that district staff often manage competing priorities and carry heavy workloads, which limits their capacity to consistently support

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<sup>101</sup> WFP. 2025. Summary of Evidence: Home Grown School Feeding.

<sup>102</sup> [World Bank Group. 2016. Education Global Practice: SABER School Health and School Feeding.](#)

<sup>103</sup> [WFP Rwanda. 2024. Midterm Evaluation: USDA McGovern-Dole Grant for WFP HGSF Project in Rwanda \(2020 to 2025\). June.](#) Note: At this writing, the FY20 endline analysis and reporting is not yet finalized.

<sup>104</sup> WFP Rwanda. n.d. Sustainable School Feeding Programme, Fiscal Year 2025-2029 Work Plan (FFE-696-2024/005-00).

<sup>105</sup> WFP. 2025. Summary of Evidence: Home Grown School Feeding.

<sup>106</sup> WFP. 2025. Summary of Evidence: Home Grown School Feeding.

<sup>107</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. p. 4.



school feeding activities. Stakeholders also emphasized the need for clearer staff roles, stronger planning, and increased training to address these challenges. The FY24 project's plan to place District School Feeding Coordinators in all districts, and eventually transition these roles to government ownership.<sup>108</sup>

72. **Monitoring and evaluation of the NSFP.** The FY24 project's focus on building M&E capacity responds to findings of the FY20 midterm evaluation, which revealed that the NSFP lacked a comprehensive M&E framework and that government capacity to monitor program implementation was underdeveloped.<sup>109</sup> While progress has been noted, particularly in the use of the School Data Management System (SDMS) and improvements in data quality, government staff note these systems are not yet fully embedded in routine planning or adaptive management processes.

73. District stakeholder interviews indicate that capacity remains uneven across districts, and that the systematic use of data for decision-making is still limited. In general, informants noted greater capacity gaps in schools not previously supported by McGovern-Dole, raising concerns about challenges for schools in newly added districts. District staff widely suggested that strengthening monitoring should be a priority in FY24, stating that poor hygiene, weak committee performance, and inadequate facilities go unnoticed when M&E is insufficient. FY24 activities, including support for the first joint Government-WFP evaluation of the NSFP, SDMS training at the district level, and integration of school feeding indicators into *imihigo* (district performance contracts), are designed to institutionalize evidence-based management.<sup>110</sup> These efforts reflect good alignment with government priorities around innovation and digitization and represent important steps toward a more sustainable M&E system. This aligns with regional evidence that limited systematic tracking of market participation, nutritional standards, and local economic linkages can constrain the ability of HGSF programs to demonstrate and sustain impact.<sup>111</sup> However, until data are more consistently used to inform program adjustments and accountability at all levels, M&E capacity must still be considered to be developing rather than fully sufficient.

74. **Human resource capacity.** A key area of weakness affecting the Government's readiness to implement the NSFP is limited human resource capacity at district level. This constraint was strongly emphasized during both the FY20 midterm evaluation and FY24 baseline consultations.<sup>112</sup> While some training needs remain, such as additional training on monitoring, stakeholders agreed that the primary issue is insufficient staffing, rather than technical knowledge alone. District and national officials are often overextended, with staff managing multiple sectors and lacking the time or mandate to focus exclusively on school feeding.

75. The inclusion of seconded District School Feeding Coordinators to all districts under FY24 is a well-targeted response to this gap.<sup>113</sup> These coordinators are widely viewed as essential for effective local-level implementation and coordination of the NSFP. However, their long-term sustainability is uncertain. Although the project design includes a commitment to developing a phased transition plan to move these roles under government responsibility within two years, this plan has not yet been finalized. The absence of a clear and costed roadmap raises concerns about whether the Government will be able to maintain this critical function independently in the medium term. Despite uncertainty around the sustainability of district coordinators, MINEDUC has shared plans to strengthen human resourcing at the national level. MINEDUC has indicated that the ministry will add a new directorate for School Health and Wellness, to include 12 full-time staff, including a Director General as well as nutrition and food safety and quality (FSQ) specialists and coordination manager.<sup>114</sup>

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<sup>108</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. p. 6.

<sup>109</sup> [WFP Rwanda. 2024. Midterm Evaluation: USDA McGovern-Dole Grant for WFP HGSF Project in Rwanda \(2020 to 2025\). June. pp. 54, 56](#)

<sup>110</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. p. 6.

<sup>111</sup> WFP. 2025. Summary of Evidence: Home Grown School Feeding.

<sup>112</sup> [WFP Rwanda. 2024. Midterm Evaluation: USDA McGovern-Dole Grant for WFP HGSF Project in Rwanda \(2020 to 2025\). June.](#)

<sup>113</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. pg 6.

<sup>114</sup> WFP Rwanda. 2024. Semi-annual performance report narrative. April – Sept 2024.

76. **Community engagement.** Community engagement in the NSFP remains uneven, particularly in relation to parent contributions and overall community ownership. Stakeholder interviews with district staff and head teachers indicated that greater efforts are needed to encourage support and contributions from parents, as parents are perceived to largely rely on contributions from the Government. This was reported to be especially evident in differences between McGovern-Dole and NSFP schools, with some parents in NSFP schools believing that the Government covers all costs and are therefore not contributing. Low contributions are not only linked to community attitudes, but School Feeding Committees and cooks also highlighted that some parents are unable to contribute due to poverty, family conflict, or other challenging circumstances. The resulting lower contributions from parents were seen to impact the quality of school meals, as it was reported that some schools go into debt in anticipation of contributions, while those with higher contributors are able to provide more variety in the food served. Teachers also reported that delays in parent contributions such as firewood make it difficult to provide school meals.

77. While the FY24 project includes activities to strengthen community participation, such as training community leaders, supporting School General Assembly Committees, and promoting behavior change through radio messaging and community dialogues,<sup>115</sup> government capacity to lead and sustain community engagement efforts remains limited. At baseline, community sensitization was largely driven by WFP and its partners, with district and school officials acknowledging that without external support, mobilization efforts tend to be ad hoc and under-resourced. This suggests that while the policy framework supports community involvement, the operational capacity to engage, inform, and motivate parents and caregivers consistently is still developing. Interviews with district stakeholders described ongoing efforts to mobilize parents through community outreach (*inteko z'abaturatione*), churches, and School Feeding Committees, as well as meetings with head teachers. Reported strategies include awareness campaigns, recognition of parental contributions at meetings, and encouraging in-kind contributions through farming and gardening. Additional project activities to address community engagement, especially parent contributions, are discussed under [EQ 2.4](#).

78. **Scaling the NSFP.** The Government of Rwanda has demonstrated a strong and growing appetite to scale the NSFP, as evidenced by increased financial commitments and policy-level engagement. At baseline, government stakeholders identified school feeding as a top funding priority. In June 2025, the Government announced a planned 40 percent increase in the national school feeding budget, from RWF 94 billion in FY2024/2025 to RWF 135 billion in FY2025/2026 (approximately USD 94.2 million).<sup>116 117</sup> This substantial budget increase reflects clear political commitment to expand and institutionalize the NSFP as a key national program. Regional findings also point to the need for a systematic food systems strategy and consistent support to agricultural value chains if scaling is to translate into sustained benefits for smallholder farmers and local markets.<sup>118</sup>

79. Despite this momentum, challenges remain that could hinder the full realization of this scale-up. Stakeholder interviews with district-level staff, School Feeding Committees, and teachers reported persistent variability in parent contributions, ongoing inflationary pressures affecting school purchasing power, and a continued funding gap outlined in the School Feeding Financing Strategy.<sup>119</sup> Informants noted that often when parents were not able to contribute cash, they were encouraged to make in-kind contributions such as vegetables, work in the school garden, and firewood. In response, FY24 includes targeted support to strengthen the financing case for school feeding. This includes conducting Local Economy-Wide Impact Evaluations (LEWIEs) and Value for Money studies, which aim to provide evidence of school feeding's broader economic and social impact to advocate for additional investment from both government and development partners.<sup>120</sup>

80. Importantly, while the Government has expressed a strong commitment to assuming full ownership of the NSFP, the development of a detailed and costed transition strategy is necessary to ensure

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<sup>115</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. pg 7-9.

<sup>116</sup> [All Africa. 2025. Rwanda Expands School Feeding Programme with 40% Budget Increase. 11 June.](#)

<sup>117</sup> Using the OANDA RWF to USD exchange rate on 11 June 2025.

<sup>118</sup> WFP. 2025. Summary of Evidence: Home Grown School Feeding.

<sup>119</sup> Republic of Rwanda. 2024. National School Feeding Programme Financing Strategy.

<sup>120</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. pg 10.

sustainability, particularly in the context of scaling. The FY24 project includes the development of such a strategy in Year 2, with planned support for incorporating NSFP costs into national and district budgets, infrastructure maintenance planning, and the handover of tools and systems.<sup>121</sup> Additionally, the FY24 design includes a set of five graduation milestones.<sup>122</sup> These efforts are aligned with the WFP Country Strategic Plan (2025–2029), which envisions a shift away from direct WFP implementation, toward technical assistance and government-led implementation.

## Finding 2

The FY24 project design appropriately places increased focus on the quality of school feeding implementation, including nutritional quality and safety of meals, which is aligned with Government goals for the NSFP.

81. Now that the NSFP has reached universal coverage in Rwanda, stakeholders across government, WFP, and partner organizations emphasized that the project's next phase must focus on improving and sustaining quality across all schools. Moreover, the increased focus on implementation quality will allow the project to better meet students' specific nutritional and health needs. The FY24 project design is well-positioned to support this shift, with targeted interventions that respond to the Government's focus on the nutritional quality of meals and food safety and quality.

82. **Nutritional quality of meals.** At baseline, informants from Government, WFP, and schools noted persistent differences in meal quality between project-supported and non-project schools, particularly in nutritional content. This is especially true when considering the variability in schools' ability to incorporate fruits, vegetables, and sources of protein such as eggs or dried fish, which are predominantly sourced using parents' contributions. Observations from field visits and interviews with school staff highlighted that the nutritional quality of meals remains a concern, despite recent progress. Improving the nutritional quality of meals is a priority within the FY24 design. WFP is supporting the Government to explore feasible improvements to the school meal menu within existing NSFP resources. A study finalized in April 2025 assessed the potential for integrating animal-source foods into school meals, examining the operational and financial implications.<sup>123</sup> WFP will continue to support fortification efforts, including biofortification of beans to increase iron content, and is exploring options such as the use of fortified whole-grain maize meal, though technical and market constraints remain.<sup>124</sup> WFP staff also noted that stakeholders are exploring the possibility of expanding fortification at the district level. National food system data show that maize is widely produced and is a key staple in Rwanda, with recent productivity gains from improved seed and fertilizer use. Persistent challenges in post-harvest handling, quality, and processing capacity limit the supply of fortified maize for the NSFP. Addressing these constraints is central to sustaining improvements in meal quality at a national scale.<sup>125</sup> These efforts reflect an important and appropriate evolution in program design—from basic food provision to more nutritious, balanced school meals.

83. **Food safety and quality.** The FY24 project also includes a strengthened focus on FSQ, a critical issue given the scale of the program and recent food safety incidents.<sup>126</sup> Government and WFP stakeholders agreed that now that the NSFP is fully scaled, the focus must shift toward ensuring that meals are safe and meet basic quality standards. In response, FSQ has been integrated into the School Feeding Operational Guidelines,<sup>127</sup> and the project will provide training and food quality testing kits to school and

<sup>121</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. pg 7.

<sup>122</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Sustainability and Lasting Impact. pg 2-3.

<sup>123</sup> WFP. 2025. Technical Report: Integrating animal source foods in Rwanda school meals.

<sup>124</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. p. 1.

<sup>125</sup> WFP Rwanda. 2024. Rwanda Food System Model: Catalyzing Good Food Through School Feeding Programmes & Institutional Procurement – Developmental Evaluation.inclusio

<sup>126</sup> Stakeholders reported that at least one student had died due to improper handling of milk served at a government-supported school.

<sup>127</sup> [Republic of Rwanda. MINEDUC. 2021. Rwanda School Feeding Operational Guidelines.](#) During the inception phase, the CO shared that the revised Operational Guidelines, which are not yet approved, have increased focus on FSQ. These guidelines are undergoing further revisions.

district staff.<sup>128</sup> WFP will support the Rwanda Standards Board and Rwanda Public Procurement Authority in developing food commodity specifications and disseminating a standardized FSQ handbook for district-level use, and, with NESA, support FSQ inspections in schools.

84. To further institutionalize quality control, the project design includes training and certification pathways for cooks, developed in partnership with the Rwanda TVET Board and Rwanda Basic Education Board.<sup>129</sup> WFP will train sector inspectors and agronomists to assess food quality at both school and cooperative levels and supply each district with moisture meters to support on-site monitoring during school visits. District staff cited several challenges that could affect the institutionalization of quality control including weak recordkeeping of food stocks and usage, poor storage conditions that risk food safety and waste, and insufficient training, particularly cooks who were reported to not be adequately trained in hygiene even after receiving food storage items from WFP such as pallets. Inadequate infrastructure such as cooking pots and lack of water access was reported to further constrain safe food preparation. When asked about the Government's ability to enforce quality and safety standards, government stakeholders did not share a clear plan to ensure compliance.

### Finding 3

In FY24, the WFP Rwanda McGovern-Dole project now has an updated Theory of Change, developed through a participatory process and spanning all three project phases, to guide decision making.

85. As part of the baseline exercise, the project's Theory of Change (TOC) was revised and finalized to guide the full lifespan of the McGovern-Dole project in Rwanda – from 2015 through 2029. The baseline study team reviewed multiple iterations of the TOC and facilitated a collaborative TOC validation workshop with the CO. This process allowed for an in-depth discussion of logical pathways, identification of gaps, and a critical review of underlying assumptions. The study team found the finalized TOC, presented in [Annex 2](#), to be a valid and accurate representation of the project's design, the baseline context, and anticipated outcomes. It reflects a well-structured logic that is both grounded in current realities and flexible enough to guide future course correction. However, based on baseline study findings, the following assumptions could be added or expanded:

- In addition to government commitment, the central and local government has the technical capacity to manage procurement, logistics, monitoring and integration of education, WASH and nutrition components.
- Policies and guidance are not only in place but also enforced.
- Education, WASH, health and agriculture sector plans are increasingly aligned, and remain aligned, to ensure integrated implementation.

86. The TOC is accompanied by a robust results framework and clearly defined milestones, which enhance its utility for project planning and performance monitoring. Importantly, it served as the central framework during the baseline study to assess the relevance of the FY24 design and ensure alignment between project components and outcome-level indicators. The baseline team also confirmed its appropriateness for use as a theoretical framework in the planned midline and endline evaluations to assess progress and results.

87. Strategically, the revised TOC aligns closely with the McGovern-Dole and LRP Results Frameworks, clearly articulating the pathways through which school feeding contributes to three overarching outcomes: (1) improved education and nutritional status of children, (2) increased adoption of positive health and dietary practices, and (3) more efficient local food procurement. WFP stakeholders emphasized the importance of making these pathways explicit, not only for internal alignment, but to strengthen communication with government partners and the broader development community. As the TOC highlights, school feeding is not simply a mechanism for feeding children; rather, it is a strategic investment in human capital development, national education outcomes, and local economic growth. While the TOC was revised and validated in partnership with cooperating partners, it has not yet been validated by government stakeholders. Government validation would further ensure alignment with national school

<sup>128</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. p. 5, 7.

<sup>129</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. p. 5, 7.

feeding policies and goals, ensure government ownership and commitment, and confirm the logic and assumptions.

#### EQ 1.2 In what ways does the project design align and target the specific needs and challenges faced by smallholder farmers (women in particular) in the targeted districts?

##### Finding 4

The project is well-aligned with smallholder capacity needs to address barriers to market participation.

88. The FY24 project design demonstrates a strong degree of relevance to smallholder farmers' needs through activities designed to address barriers to market participation at both the local and systems levels. However, while the project is well-positioned to strengthen smallholder capacity, addressing broader market systems challenges falls outside of the project's scope. These broader challenges, while accounted for within the scope of the project, will require support from other national actors to bring about system-level change.

89. **Smallholder capacity.** At baseline, the FY24 project is strategically positioned to build on lessons from FY20 by further integrating smallholder farmers into Rwanda's school feeding market. As WFP staff have noted, many of the targeted cooperatives are "starting from behind," and sustained investment in cooperative capacity is needed to ensure cooperative members are prepared to effectively engage in school feeding procurement. The Rwanda CSP evaluation similarly found that WFP support strengthened cooperative financing and management through governance and financial management training, while partnerships with local actors and demonstration of good agricultural practices expanded reach and accelerated adoption, indicating that sustained capacity-building is necessary to enable market participation.<sup>130</sup> The FY24 project attempts to address capacity gaps by promoting market transparency and improving procurement readiness.<sup>131</sup> Planned interventions include technical training on Good Agricultural Practices, weather-smart agriculture practices, post-harvest handling, cooperative governance, and financial literacy. Under complementary funding from the Novo Nordisk Foundation and the Danish Ministry of Foreign Affairs, the project will also support conservation and regenerative agriculture. These trainings are delivered through government structures to foster sustainability and national ownership. Additional support includes revising agricultural training manuals to integrate weather-smart practices and implementing standardized linkage sessions to foster dialogue between schools, cooperatives, and districts. This approach aligns with national food system goals around local procurement, rural development, and extreme weather resilience.

90. **Market system challenges.** Broader market system challenges partially outside WFP's scope continue to hinder smallholder engagement. For example, issues such as delayed payments from schools—frequently cited by smallholder farmers as a key deterrent—lie beyond the control of the project's design or timeline. Indirectly, WFP plans to address payment delays through support to refine the procurement model, including centralized procurement.<sup>132</sup> Centralized procurement is expected to ease the administrative load on districts and improve coordination, leading to faster payment processing. However, WFP staff noted that Rwanda's smallholder farmers tend to be risk averse, and even one negative experience, such as a delayed payment, can discourage future participation in school markets. This behavioral dynamic means that restoring trust and ensuring repeated engagement with school procurement processes will require sustained time, consistent follow-through, and additional support well beyond initial linkage efforts or training sessions.

91. Schools represent a potential stable market for smallholder farmers; however, limited and inconsistent purchasing volumes undermine their commercial viability. Schools typically purchase less than half a metric ton per season from any given cooperative, which disincentivizes bulk production and increases per-unit transaction costs.<sup>133</sup> In contrast, other markets such as factories were reported to purchase produce in much larger volumes, often in tons. For cooperatives capable of selling in larger

<sup>130</sup> WFP Rwanda. 2024. Evaluation of Rwanda WFP Country Strategic Plan 2019-2024.

<sup>131</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. p. 14-15.

<sup>132</sup> Centralized procurement is discussed in greater detail in Finding 5.

<sup>133</sup> WFP Rwanda. 2025. School Feeding Readiness Assessment for Farmer Organizations.



volumes to private markets, such as prisons, military academies, and other private buyers such as Minimex, AIF, and EAX, the school feeding market may appear less viable in both financial and logistical terms. While cooperatives noted that all markets pay the same price due to regulated pricing, schools are valued for purchasing large quantities at once and straightforward payment processes, which allow farmers to receive a substantial sum in a single transaction that they can reinvest into their farming activities. However, informants noted that some markets, particularly in the private sector, are not well-regulated, exposing farmers to the risk of delayed or non-payment. Informants also highlighted that schools primarily purchase vegetables, while cooperatives also grow beans and maize, which limits the volume they can sell to schools compared to other markets. Additionally, procurement practices—such as bundling maize, beans, and other commodities such as sugar and cooking oil into a single lot—disadvantage smaller cooperatives that cannot fulfill multi-commodity contracts. Larger vendors are more likely to meet these procurement demands, and farmers noted that the tendering process at the district level favors these vendors, resulting in missed opportunities for smaller cooperatives. In FY24, WFP will work with MINICOM and the Rwandan Cooperative Agency to encourage cooperatives to form unions, which will enable them to aggregate their produce and better market their products to the NSFP.

92. Broader issues such as weather variability, pest outbreaks, and environmental degradation (e.g., poor soil quality and limited irrigation infrastructure) further constrain productivity and reliability of supply. These environmental and institutional challenges are macro-level deterrents that undermine the predictability of smallholder participation in formal food supply chains. Cooperatives noted that drought makes vegetable planting during the summer months challenging, yet vegetables are the primary crops supplied to schools. For many farmers, barriers such as high input costs, limited access to irrigation, poor post-harvest infrastructure, and extreme weather shocks (e.g., floods, droughts, pests) reduce productivity and undermine consistent participation in institutional markets. While the FY24 project includes training and linkage sessions to address some of these barriers, wider market and production challenges require broader policy and systemic interventions beyond the scope of the project.

#### Finding 5

The FY24 project design does not yet specify how WFP will support Government decision-making to evaluate and select among different procurement models.

93. The FY24 project design includes emphasis on support for the new procurement guidelines, including further refining of the procurement model. Project activities will include training on new procurement guidelines, digitization of the procurement process, and incorporation of procurement into district and national plans and frameworks.<sup>134</sup> Additionally, the project design states that lessons will be incorporated into future revisions of the procurement model.

94. WFP and government staff emphasized the success of a centralized procurement modality, which resulted in significant cost savings of approximately USD 1.5 million in term one of 2025 for rice procurement. Moreover, centralized procurement is expected to generate additional savings as other commodities are incorporated. However, the FY24 design does not yet explicitly consider how the project will support the Government in weighing procurement options. For example, the current project design does not elaborate how the project will support the Government in evaluating the evidence for various models (i.e., local, district and centralized). Given that procurement reform was identified as an area of progress in FY20, the current FY24 project presents an opportunity to help the Government identify the most appropriate procurement approach in different contexts, to optimize benefits to smallholder farmers.

#### Finding 6

Increased access to resources and services, as well as activities to address social norms, would ease barriers commonly faced by women smallholders.

95. The baseline context analysis revealed that women smallholder farmers in Rwanda continue to face barriers that constrain their full participation in agricultural markets, including those linked to the NSFP. These barriers fall into two overarching categories: limited access to agricultural resources and services, and restrictive social and cultural norms that diminish women's agency and visibility in agricultural value chains.

<sup>134</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Introduction and Strategic Analysis. p. 21-23.



96. **Limited access to resources and services.** Women smallholders face structural disadvantages that hinder their ability to engage equitably in agricultural markets. Government and sector data show persistent gaps in access to finance, technologies, and extension services. Cooperative interviews support this, stating that while women generally do not face challenges accessing agricultural inputs, their primary barrier is limited knowledge of financial services and technology. Women were reported to face challenges in accessing loans due to lack of collateral, as typically husbands use property to secure loans. They also noted a distrust that women will repay loans, reflecting persistent stereotypes. Informants shared that women farmers in cooperatives could more easily access loans, as cooperatives are trusted to provide statements to banks on behalf of members. Savings groups also provide women with funds to purchase agricultural inputs, which was noted by stakeholders as an important opportunity to expand and improve their farming practice. Further, as of 2024, only 0.7 percent of women farmers had access to agricultural insurance, compared to 1.1 percent of men.<sup>135</sup> Interviews with cooperatives revealed perceptions that women are generally less likely to purchase insurance due to lower prioritization of farming as a business and being inadequately informed of coverage limitations and potential payouts, leading to frustration and reluctance to renew coverage. Women are 21 percent less likely than men to own a mobile phone.<sup>136</sup> Informants noted that this restricts women's access to market information, mobile finance, and agricultural inputs delivered through digital platforms. They reported that many women without phones or the knowledge to use them often rely on intermediaries to place orders, exposing them to additional costs and the risk of exploitation in exchange for assistance.

97. Another challenge that emerged in stakeholder interviews, particularly for women heading female-only households, is the physically demanding nature of certain agricultural tasks. This often forces them to hire extra labor, adding to their production costs, to carry farm inputs and harvests to and from the field. For instance, it was noted that during the maize season, spraying pesticides requires lifting back-mounted pumps, which can cause injuries if handled alone.

98. **Social norms.** Compounding these material constraints are social norms that continue to marginalize women from key agricultural processes. Women are underrepresented in cooperative governance structures, limiting their influence over price negotiations, collective marketing strategies, and input procurement.<sup>137</sup> Women also remain underrepresented in formal agricultural employment and extension services, particularly in influential roles such as extension workers and Farm Field School facilitators. Additionally, women's lower average educational attainment—despite national gains in schooling for both girls and boys—translates into gaps in technical knowledge, confidence, and participation in agricultural trainings. Their heavy burden of unpaid care work, deeply embedded in Rwanda's patriarchal social structure, also inhibits active involvement in cooperative meetings and other time-intensive activities. Informants noted that women's responsibilities in the household, such as childcare, reduce the time women can devote to farming. Access to Early Childhood Development (ECD) services was cited as important for allowing women to dedicate more time to farming and fully explore available opportunities. These disparities are often exacerbated by power dynamics at the household level, which limit women's control over productive assets and the proceeds from agricultural sales. These dynamics affect not only women's agricultural productivity but their food security and nutritional outcomes; notably, 42.0 percent of female-headed households are classified as poor, compared to 25.7 percent of male-headed households.<sup>138</sup>

99. However, while the FY24 design includes commitments to ensuring the participation of women smallholders at a strategic level, project activities are not designed to address the specific structural and social barriers that women face as agricultural producers. Rather, WFP staff shared that community-based activities to more generally address disparities between women and men, boys and girls are planned. Using complementary funding, WFP plans to contract a specialized organization to lead community-level work on transforming harmful social norms, including through SBCC, sensitization to the needs of both women and

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<sup>135</sup> Republic of Rwanda Ministry of Agricultural & Animal Resources. 2024. Fifth Strategic Plan for Agriculture Transformation (PSTA 5). p. 81.

<sup>136</sup> Republic of Rwanda Ministry of Agricultural & Animal Resources. 2024. Fifth Strategic Plan for Agriculture Transformation (PSTA 5). p. 84.

<sup>137</sup> [Republic of Rwanda. 2019. Gender and Youth Mainstreaming Strategy. pg 19.](#)

<sup>138</sup> Republic of Rwanda. NISR. 2024. National Gender Statistics Report 2024.

men, and positive male engagement.<sup>139</sup> Additionally, WFP plans to continue working with government counterparts to promote planning sensitive to the needs of women, men, girls, and boys within the NSFP, including through the development of facilities accessible to all participants, capacity building for local implementers, and monitoring frameworks disaggregated by sex. These activities are appropriate to ensure the full participation of women in the project and are an appropriate response to recommendations raised in the FY20 midterm, though they do not fully address the specific needs of women smallholder farmers.

## 4.2 COHERENCE

### *EQ 2. How coherent are the proposed activities with existing policies and strategies of the Government of Rwanda?*

EQ 2.1 To what extent are the activities integrated and aligned with national strategies and priorities in education, health, nutrition, agriculture and social protection?

#### Finding 7

FY24 activities are highly aligned with national strategies in education, health, nutrition, agriculture, and social protection.

100. **Alignment with national education strategies.** The study team's review of the FY24 project design vis a vis national education policies found that the McGovern-Dole strategic objective of "improved education and nutritional status" is aligned with national priorities in education outlined in the Education Sector Strategic Plan (2024-2029), the National Comprehensive School Feeding Policy (2023-2032) and Rwanda's long-term development frameworks. This finding is also supported by interviews with government staff, who confirmed the project's alignment with educational priorities and noted that school meals provision is a key input to achieving education goals.

101. The Government of Rwanda recognizes education as a key driver of social transformation in Vision 2050 and the NST2, which calls for universal access to education.<sup>140, 141</sup> Elements of the FY24 project that support the vision of improved access to education are the provision of school meals, which is proven to promote school enrollment and attendance.<sup>142</sup> Additional relevant project activities include sensitization of parents and community members on the importance of supporting children's learning at home and in the community, and involvement in school activities with a focus on the barriers that affect girls' access to quality education.<sup>143</sup> The project's adoption of the USAID pre-primary framework and Universal Design for Learning approaches reflects the intent to meet the needs of diverse students and learners with disabilities, making education more universally accessible.<sup>144</sup> Stakeholder interviews confirmed the project's alignment to the needs of students with a disability, noting that these students face more distinct challenges such as requiring trained teachers, improved infrastructure, and access to assistive devices.

102. District staff also noted that past project cycles have improved attendance among children with disabilities, supporting their access to school meals, though challenges remain. Interviews with district staff and schoolteachers indicated that community perceptions discourage parents from sending children with disabilities to school, while a lack of resources such as wheelchairs prevents some students from attending. Some respondents shared that attendance was improved in schools where children had access to wheelchairs. In one case, a child with a physical disability was previously unable to access parts of the school, but new facilities have since been built to enable his participation. This improved accessibility allows students with disabilities to access school meals.

103. In addition to improving access to education, the Government prioritizes expanding access to *quality* education at all levels, with a focus on improving foundational learning outcomes, integrating

<sup>139</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Introduction and Strategic Analysis. pg 24-25.

<sup>140</sup> [Republic of Rwanda. 2020. Vision 2050.](#)

<sup>141</sup> Republic of Rwanda. 2024. Five Years Government Programme: National Strategy for Transformation (NST2) 2024-2029.

<sup>142</sup> As outlined in the project's theory of change and results frameworks, in Annexes 2, 3 and 4, and evidenced by research (e.g., [SMC. 2025. School meals are multisectoral game changers.](#))

<sup>143</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Sustainability and Lasting Impact. p. 5.

<sup>144</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. p. 11.

information and communications technology (ICT), and strengthening governance in the education sector.<sup>145</sup> Review of the project proposal and interviews with WFP and central government stakeholders indicate that the FY24 McGovern-Dole project is highly aligned with the objective of improving learning outcomes: the project addresses foundational learning outcomes in literacy through the provision of reading materials, implementation of remedial learning strategies such as the Reading Buddy model, and training for pre-primary and primary teachers on the use of English as a medium of instruction to improve student literacy.<sup>146</sup>

104. The FY24 project is directly and specifically aligned with the 2023-2032 National Comprehensive School Feeding Policy, which establishes school feeding as a means to support learning and school attendance by ensuring all children receive adequate and nutritious meals.<sup>147</sup> The Policy specifically emphasizes priorities to improve learning ability, attendance, enrollment, and cognition, which the nutritious school meals provided by the project are intended to promote.

105. **Alignment with national health and nutrition strategies.** The FY24 design reflects strong alignment with government health and nutrition priorities when assessed against the National School Health Policy, Health Sector Strategic Plan V, PSTA5, NST2, and Vision 2050. The National School Health Policy, PSTA5, NST2 and Vision 2050 outline the Government's goals to prioritize school meals and strengthen health systems to improve child nutrition, support learning, and reduce stunting.<sup>148, 149, 150, 151</sup> The study team's review of proposed activities found that the project is highly coherent with these goals: FY24 activities include child growth monitoring, nutrition education, WASH, and hygiene promotion.<sup>152</sup> Examples of Gardens for Health activities which contribute to Government priorities to improve child nutrition and reduce stunting include biannual growth monitoring for pre-primary school children and nutrition messaging during the annual Maternal and Child Health Week. Teachers, community health workers, and students will be trained using the Little Doctor model and will subsequently support monitoring and deliver nutrition messages. School gardens, cooking demonstrations, and biannual school competitions aim to strengthen students' nutritional practices and nutrition-sensitive agriculture knowledge.

106. The Health Sector Strategic Plan V further explains the Government's strategy to reduce child mortality, stunting, and malnutrition through interventions that are sensitive to nutrition, disability, and social participation.<sup>153</sup> Qualitative data highlighted specific needs, noting that without menstrual hygiene support, girls often miss school. Teachers also shared that toilets are not suitable for the needs of students with disabilities, but even when they are, there are not trained staff available to help these students. Proposal documents and discussions with WFP and partners reveal that, in addition to coherence with the strategy itself, the project is designed to address the needs of girls and students with disabilities as well. Examples of World Vision activities planned to address both health and social participation issues that impact learning, include menstrual hygiene interventions, tailored hygiene education for both girls and boys, and improved WASH infrastructure.<sup>154</sup> The project will also incorporate targeted outreach through *Umuganda*,<sup>155</sup> village meetings, and parent engagement activities to promote behavior change at the household level and reinforce health and nutrition behaviors that align with national goals.

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<sup>145</sup> [Republic of Rwanda. 2024. National Strategy for Transformation \(NST2\) 2024-2029. Abridged Version.](#)

<sup>146</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. p. 11.

<sup>147</sup> [Republic of Rwanda. 2019. National Comprehensive School Feeding Policy.](#)

<sup>148</sup> [Republic of Rwanda. MINEDUC. 2014. National School Health Policy.](#)

<sup>149</sup> MINAGRI. 2024. Fifth Strategic Plan for Agriculture Transformation (PSTA 5).

<sup>150</sup> Republic of Rwanda. 2024. Five Years Government Programme: National Strategy for Transformation (NST2) 2024-2029. p. 29.

<sup>151</sup> [Republic of Rwanda. 2020. Vision 2050.](#)

<sup>152</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities.

<sup>153</sup> Republic of Rwanda. 2024. Health Sector Strategic Plan V. p. 8.

<sup>154</sup> Ibid.

<sup>155</sup> Umuganda is a national holiday in Rwanda which takes place every month for mandatory nationwide community service.

107. **Alignment with national agriculture strategies.** Baseline study findings indicate that the FY24 design demonstrates a strategic and responsive contribution to the Government's priorities in the agriculture sector, particularly those identified in the PSTA5. FY24 activities are aligned with key PSTA5 focus areas such as extreme weather resilience, inclusive markets, and efficiency and effectiveness in agri-systems.<sup>156</sup> These priorities are also reflected in Vision 2050, which emphasizes interventions that are responsive to both women and men and target extreme weather resilience.<sup>157</sup> The NST2 outlines plans to transform the agriculture sector by enhancing productivity, promoting sustainability, and improving market orientation.<sup>158</sup> Qualitative data from cooperative interviews reinforces the relevance of these priorities, highlighting persistent challenges facing women smallholders, overall smallholder capacity, and market systems.

108. As previously described (Finding 4), the FY24 project will respond to capacity gaps in the agricultural sector by collaborating with MINAGRI to revise national manuals on agricultural practices and post-harvest management.<sup>159</sup> With MINICOM, WFP will conduct national and district-level training in cooperative governance, financial management, and market readiness to improve participation in institutional procurement, as well as train farmers on agricultural best practices.

109. **Alignment with national social protection strategies.** The 2024-2029 Social Protection Sector Strategic Plan's sets three overarching objectives: to protect those in poverty, promote sustainable graduation from poverty, and prevent individuals and households from falling into poverty. These objectives are supported by a series of eight strategic priorities.<sup>160</sup> The FY24 project is aligned with the first strategic priority: create an enabling environment that empowers households to sustainability graduate out of poverty. The project (and the NSFP) provides meals to students, which frees household resources for other expenses and needs. Furthermore, the National Comprehensive School Feeding Policy explicitly notes that school feeding is recognized as an effective, targeted safety net by the social protection sector.<sup>161</sup>

110. The FY24 design demonstrates alignment with national social protection goals outlined in the NST2, particularly those focused on enhancing graduation from poverty and strengthening resilience among susceptible populations.<sup>162</sup> Moreover, it is also consistent with Vision 2050, which further reinforces these goals by emphasizing the need for expansion of social protection programs to increase coverage among susceptible populations.<sup>163</sup> The responsiveness of the FY24 McGovern-Dole project to these goals is reflected in its key objective to increase student attendance and enrollment, which it deems necessary for increasing human capital development.<sup>164</sup> WFP will also engage smallholder farmers to strengthen linkages to schools and train smallholders on agricultural best practices, thereby strengthening resilience through market diversification and improved agricultural strategies.

## EQ 2.2. To what extent are the activities aligned with district development plans and initiatives in education, health, nutrition, agriculture and social protection in the targeted districts?

### Finding 8

FY24 project activities align generally with district performance contracts (imihigo), though district imihigo do not yet include specific school feeding indicators.

111. A review of district development strategies in Burera, Kayonza, Ngororero, Nyamasheke and the City of Kigali (which includes Gasabo), indicated that the FY24 project design is overall aligned with local

<sup>156</sup> MINAGRI. 2024. Fifth Strategic Plan for Agriculture Transformation (PSTA 5). p. 50.

<sup>157</sup> [Republic of Rwanda. 2020. Vision 2050. p. 19.](#)

<sup>158</sup> Republic of Rwanda. 2024. Five Years Government Programme: National Strategy for Transformation (NST2) 2024-2029. p. 13.

<sup>159</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities.

<sup>160</sup> [Republic of Rwanda. MINALOC. 2014. 2024-2029 Social Protection Sector Strategic Plan \(SP-SSP\).](#)

<sup>161</sup> [Republic of Rwanda. 2019. National Comprehensive School Feeding Policy.](#)

<sup>162</sup> Republic of Rwanda. 2024. Five Years Government Programme: National Strategy for Transformation (NST2) 2024-2029.

<sup>163</sup> [Republic of Rwanda. 2020. Vision 2050. p. 48.](#)

<sup>164</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities.

priorities across education, health and nutrition, agriculture, and social protection.<sup>165</sup> The district development strategies strongly align with the Vision 2050 strategy and share priorities across sectors. They are also aligned with the NST2 while reflecting the strengths and needs of each district, enabling districts to effectively work towards these priorities. The *imihigo* for these four districts include targets in each of these sectors, reinforcing project design coherence with district development plans. As shown in Table 4, FY24 activities are closely linked to district development goals and, ultimately, national strategies.

**Table 4: Alignment of FY24 activities with district priorities and national strategies**

| Sector                      | District Priorities                                                                                       | <i>Imihigo</i> Indicators                                                                                                                                  | Relevant National Strategies                                                                                                                   | FY24 Activity Alignment                                                                                                                                                                            |
|-----------------------------|-----------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Education</b>            | Enhance quality and access to pre-primary and primary education; improve student retention and attendance | Increased number of students enrolled in primary, secondary, TVET, and higher education programs<br>Improved performance of students<br>Increased literacy | Vision 2050, NST2, Education Sector Strategic Plan (2024-2029), National Comprehensive School Feeding Policy, National School Feeding Strategy | Activities support improved attendance and retention through school meals and learning support                                                                                                     |
| <b>Health and Nutrition</b> | Reduce malnutrition and improve maternal and child health; enhancing WASH and hygiene services            | Maternal, child, and infant mortality reduced<br>Prevalence of malnutrition among CU5 reduced<br>Increased access to health services                       | Vision 2050, NST2, National School Health Policy, Health Sector Strategic Plan V, PSTA5                                                        | Project includes nutrition education, school gardens, school meals, and WASH support                                                                                                               |
| <b>Agriculture</b>          | Strengthen smallholder farmer capacity; improve market access                                             | Increased productivity, quality, and sustainability of crop production<br>Irrigated area increased                                                         | Vision 2050, NST2, PSTA5                                                                                                                       | Project will link farmers to schools, provide technical training, and support post-harvest handling                                                                                                |
| <b>Social Protection</b>    | Support susceptible children's access to education and promote the inclusion of marginalized groups       | Increased access to social security and income support programs                                                                                            | Vision 2050, NST2, National Social Protection Strategy                                                                                         | Provision of school meals for children susceptible to poverty, discrimination, and/or social exclusion; training on accessible education practices; construction of accessible WASH infrastructure |

112. While project activities align with district development goals, *imihigo* do not yet include specific school feeding indicators or targets. District and school officials believed that, until school feeding indicators are included in *imihigo*, school feeding will receive insufficient human and financial resourcing from local government. FY24 project activities respond to this appropriately by supporting districts to add school feeding indicators and targets to the district performance contracts.<sup>166</sup> Those interviewed believe that parent contribution rates, in particular, would significantly increase once targets are introduced to *imihigo*. Key informants noted that parents and caregivers do not currently understand the importance of making school feeding contributions, as students will receive a meal whether contributions have been paid or not. WFP and government staff noted that parent contributions were higher overall in project schools, in

<sup>165</sup> Republic of Rwanda. 2018. District Development Strategies (2017-2024) for Burera, Kayanza, Ngororero, Nyamasheke and City of Kigali.

<sup>166</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities.



part because WFP had sensitized parents from the outset to the importance of making parent contributions, though there is still variability across schools.

113. Several district informants felt that parent contributions should be targeted in a similar manner to other social protection schemes in Rwanda, like the Community Based Health Insurance scheme or the long-term savings scheme, *Ejo Heza*.<sup>167, 168</sup> Community members must pay a small contribution to benefit from these schemes. District *imihigo* have annual targets, activities, and budgeted resources to increase coverage under these schemes. For example, in the Nyamasheke *imihigo* for 2023-2024 (the most recent *imihigo* publicly available), there is an indicator for the “percentage of people covered under Community Based Health Insurance Scheme (CBHI),” with an annual target of 100 percent.<sup>169</sup> The district activities identified to achieve this target included community mobilization through quarterly campaigns, monitoring and reporting, and partnering with NGOs to assist susceptible individuals with their contribution.

114. Though stakeholders, including central and local government and WFP staff, frequently cited parent contributions as a key component that should be added to *imihigo*, FY24 proposal documents state plans to incorporate performance indicators on coverage, local procurement, use of the SDMS, and training provisions as well.<sup>170</sup> The final indicators to be included in *imihigo* will be decided in collaboration with MINALOC and NESAC. Given the districts’ heavy focus on achieving the targets outlined in *imihigo*, the inclusion of specific school feeding indicators will ensure that school feeding remains a priority at the district-level and receives the necessary support to maintain a high quality of implementation.

### EQ 2.3 To what extent does the project design comprehensively consider and respond to key areas of government readiness and capacity gaps in managing the NSFP, ensuring coherence with existing frameworks and initiatives?

#### Finding 9

FY24 project activities target key gaps in government capacity that are also recognized in existing frameworks and initiatives, such as the NST2, School Feeding Strategy, and the National Comprehensive School Feeding Policy.

115. The project design responds to key government capacity gaps identified in the FY20 midterm evaluation and that were reinforced by stakeholder interviews (Finding 1). The baseline study team identified four areas where the project is responsive to these gaps and well aligned with national frameworks: 1) policy coherence, 2) monitoring and evaluation, 3) procurement, and 4) sustainable financing. These areas, discussed in detail below, closely reflect priorities outlined in the National School Feeding Policy, which emphasizes the need for stronger coordination, financial management, procurement systems, and accountability mechanisms across the NSFP.<sup>171</sup>

116. **Cross-sector policy coherence.** As discussed in Finding 1, the FY24 project design appropriately responds to the gap in cross-sector policy coherence. The proposed project activities (e.g., support integration of school feeding into sectoral strategies) align with national frameworks including the NST2, the School Feeding Operational Guidelines, and the National Food and Nutrition Policy.<sup>172, 173, 174</sup> Each of these frameworks emphasizes multi-sectoral collaboration across education, agriculture, and health. For example, the National School Feeding Policy highlights the importance of coordinated efforts based on comparative advantage to strengthen efficiency and consistency across sectors.<sup>175</sup>

<sup>167</sup> [Rwanda Social Security Board. 2025. CBHI Scheme. Accessed July 2025](#)

<sup>168</sup> *Ejo Heza* is a voluntary long-term saving scheme established by the Government for both salaried and unsalaried Rwandans ([Rwanda Social Security Board. 2025. EjoHeza. Accessed July 2025](#)).

<sup>169</sup> Republic of Rwanda. 2018. Nyamasheke District Development Strategy 2013-2024.

<sup>170</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. p. 5.

<sup>171</sup> Republic of Rwanda. 2019. National Comprehensive School Feeding Policy.

<sup>172</sup> Republic of Rwanda. 2024. Five Years Government Programme: National Strategy for Transformation (NST2) 2024-2029.

<sup>173</sup> Republic of Rwanda. 2021. School Feeding Operational Guidelines.

<sup>174</sup> Republic of Rwanda. 2014. National Food and Nutrition Policy.

<sup>175</sup> Republic of Rwanda. 2019. National Comprehensive School Feeding Policy.



117. **Monitoring and coordination.** Planned monitoring support activities (discussed in Finding 1) are also well aligned with national frameworks: the National School Feeding Policy commits to performance-oriented monitoring focused on service coverage, quality, and sustainability, and calls for integrating monitoring data into existing education information systems.<sup>176</sup> The emphasis on institutional arrangements and routine data use is also consistent with the SABER framework and national strategic priorities under the School Feeding Strategy and NST2.<sup>177, 178</sup> Overall, the baseline reveals strong alignment between the project’s design and national direction, which increases the likelihood that these improvements in monitoring will be sustained beyond the life of the project.

118. **Procurement.** The FY24 project design presents a coherent response to procurement-related capacity gaps by focusing on strengthening farmer cooperative governance and facilitating linkages between suppliers, districts, and schools (discussed under [EQ 1.2](#)). Interviews with farmers and cooperatives confirmed these gaps and highlighted that the project interventions addressed them through training, with many stating improved agricultural practices and improved access to tools and markets. These efforts are consistent with national strategies to enhance cost-efficiency and inclusive procurement and align with Pillar 4 of the SABER framework, which emphasizes institutional capacity and local sourcing.<sup>179</sup> Further, the National School Feeding Policy highlights the need for capacity building in food production, post-harvest handling, and food quality and safety, to create a stable and predictable market for smallholders.<sup>180</sup>

119. **Financing.** Stakeholders interviewed at baseline indicated that financing remains a constraint to the sustainability of the NSFP. Baseline interviews suggested that the current budget does not adequately provide for operational costs like inspections, making it difficult to monitor food quality, kitchen hygiene, or garden use. The FY24 project design presents a coherent response to these financing capacity gaps and aligns with national frameworks. Project activities such as the planned LEWIE and Value for Money studies, which are intended to generate evidence and encourage increased financing, align closely with the National School Feeding Policy, which identifies sustainable financing and community participation as guiding principles.<sup>181</sup> The School Feeding Strategy also emphasizes improved financial management and accountability at the school level.<sup>182</sup> These efforts reflect strong alignment with national frameworks and demonstrate a deliberate focus on strengthening the financial systems required to sustain the NSFP.

#### EQ 2.4 To what extent does the project align with and support other ongoing or planned interventions, policies, and initiatives in the country or education sector?

##### Finding 10

The McGovern-Dole project and NSFP are increasingly aligned with sector leading practice through Rwanda’s participation in the Global and East African regional chapter of the School Meals Coalition.

120. The WFP Rwanda school feeding project demonstrates strong coherence with the objectives of both the Global and East African chapters of the School Meals Coalition. At the global level, the Coalition promotes school meals as a platform to improve education, nutrition, social protection, and local economies.<sup>183</sup> The FY24 McGovern-Dole project in Rwanda aligns with these goals through its integrated approach—providing nutritious, locally sourced meals, supporting smallholder farmers, and enhancing student attendance and learning outcomes. The project also reflects the Coalition’s emphasis on country ownership and sustainability by working in close partnership with the Government of Rwanda and contributing to the institutionalization of the NSFP.

<sup>176</sup> Republic of Rwanda. 2019. National Comprehensive School Feeding Policy.

<sup>177</sup> Republic of Rwanda. 2024. National School Feeding Strategy 2023-2032.

<sup>178</sup> Republic of Rwanda. 2024. Five Years Government Programme: National Strategy for Transformation (NST2) 2024-2029.

<sup>179</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Sustainability and Lasting Impact.

<sup>180</sup> Republic of Rwanda. 2019. National Comprehensive School Feeding Policy.

<sup>181</sup> Republic of Rwanda. 2019. National Comprehensive School Feeding Policy.

<sup>182</sup> Republic of Rwanda. 2024. National School Feeding Strategy 2023-2032.

<sup>183</sup> [School Meals Coalition. 2024. School Meals Coalition: Operational principles in 2024.](#)

121. Regionally, the Coalition's East African chapter prioritizes strengthening school feeding systems through policy alignment, capacity building, and peer learning.<sup>184</sup> WFP Rwanda contributes meaningfully by supporting national guidelines, training government staff to provide further training in schools, and helping scale the program across districts. Moreover, the NSFP's engagement in South-South exchanges, through WFP support, position Rwanda as a model for regional best practices. While the FY24 McGovern-Dole project aligns well with the Coalition's strategic pillars, continued emphasis on full government ownership, robust monitoring, and cross-sector integration will further ensure its contribution and long-term impact.

#### Finding 11

The FY24 project complements other education, literacy, WASH and agriculture initiatives in Rwanda. However, the suspension of USAID-funded literacy projects has left significant gaps in literacy and education support to project districts.

122. **Education and literacy.** FY24 project activities complement other education and literacy initiatives in Rwanda, including Save the Children's Zero Out of School Project (2023-2027), JICA PRISM (2021-2026), and JICA Development Policy Loan for the Education Sector, as well as European Commission and UNICEF projects and programs funded by the Global Partnership for Education grants.<sup>185, 186, 187</sup> These programs aim to enhance literacy, reintegrate student dropouts, strengthen teacher training and access to quality learning materials, support community engagement, and develop monitoring and assessment systems to enhance education outcomes, objectives which all align with the FY24 McGovern-Dole project design. While USAID literacy initiatives were being implemented at the time of the FY24 design, and there had been planned complementarity of activities, USAID-funded initiatives have since been discontinued.<sup>188</sup> Table in [Annex 1](#) outlines these complementary initiatives and their relation to the FY24 project.

123. Interviews with external education sector stakeholders revealed that shifting donor priorities and funding constraints are sector wide. Key informants suggested there had been little to no coordination or discussion to determine how the sector would respond to these shifts; WFP and external stakeholders reflected that many organizations were forced to adjust their own initiatives and are not equipped to fill the gap left by the USAID literacy projects that were discontinued.

124. **WASH programming.** UNICEF and World Vision programming in Rwanda support the FY24 McGovern-Dole Project through complementary WASH initiatives in schools and communities, creating healthier environments that enhance nutrition and learning outcomes. UNICEF supports the Government's goal of universal WASH access among ten districts, including Nyamasheke, through weather resilient infrastructure, hygiene promotion, and menstrual hygiene management, addressing key participation barriers, particularly for adolescent girls.<sup>189</sup> World Vision operates in 13 districts, comprising McGovern-Dole targeted districts of Kayonza and Gasabo, delivering safe water systems, sanitation facilities, and the WASH UP! Curriculum in schools to strengthen hygiene practices and support safe food preparation.<sup>190</sup> Together, these efforts enhance the nutritional and educational outcomes targeted by WFP.

125. **Smallholder support.** The FY24 project is highly aligned with and complementary to ongoing initiatives to support smallholder farmers in Rwanda implemented by WFP and national partners. The FY24 McGovern-Dole project serves as a model for linking rural communities to markets and strengthening local food systems, complementing WFP's wider efforts to improve procurement, supply chains, and farmer market access. Interviews with cooperatives from the FY20 districts confirmed this by noting improved

<sup>184</sup> Easter Africa Regional SMC Network. 2023. Draft Roadmap 2024 -2025.

<sup>185</sup> [Republic of Rwanda. MINEDUC. 2023. Partnership Compact \(2023-2027\).](#)

<sup>186</sup> [UNICEF Rwanda. 2025. Programme: Education. Accessed July 2025.](#)

<sup>187</sup> The CO provided this information during the inception phase.

<sup>188</sup> In January 2025, funding for the USAID literacy projects was suspended. USAID literacy initiatives were ultimately discontinued in March/April of 2025. According to FY24 implementing partners, following the notice that these programs would not resume, WFP and World Vision convened to discuss options to fill the gaps left by the discontinuation of these projects. However, WFP and World Vision staff also noted that partners were limited in their response, given budget constraints. At baseline, WFP staff noted that discussions were ongoing on how to best respond to these changes.

<sup>189</sup> UNICEF. 2024. Water, Sanitation and Hygiene (WASH) Rwanda: A Situational Analysis.

<sup>190</sup> World Vision. 2020. Water, Sanitation, and Hygiene: Rwanda Capacity Statement.

market linkages and agricultural practices as a result of project interventions. These connections are reinforced through WFP's participation in the Farm to Market Alliance (FtMA), which helps smallholders transition to commercial agriculture by improving market access, finance, technology, and post-harvest handling.<sup>191</sup> In Rwanda, FtMA is active in 25 out of 30 districts and has engaged 127,409 from 475 Farmer Service Centres (FCS's).<sup>192</sup> FtMA partners include the International Finance Corporation, University of California-Santa Cruz, United Nations Capital Development Fund, and the One-Acre Fund.

126. Initiatives such as Africa Improved Foods strengthen value chains by sourcing the nutrient-rich maize and soy from smallholders, directly supporting the FY24 McGovern-Dole project goals of safe, diverse, and nutritious meals.<sup>193</sup> Excellence in Agronomy aligns with these efforts by improving yields, soil health, and weather resilience, ensuring a more reliable and sustainable local supply base.<sup>194</sup> Complementary initiatives such as Hello Tractor, which expands access to mechanization, and Digital Paygo, which facilitates virtual market platforms and financial inclusion, further reinforce the enabling environment for local procurement and resilient school feeding supply chains.<sup>195,196</sup> These initiatives integrate school feeding with market-oriented resilience, capacity strengthening, and multi-sector programs aligned with national policies in education, social protection, and nutrition.

#### **Finding 12**

The project is well-aligned with the 2025-2029 United Nations Sustainable Development Cooperation Framework, contributing to social and economic transformation priorities.

127. The FY24 McGovern-Dole Project in Rwanda closely aligns with coordinated United Nations programming goals outlined in the 2025-2029 United Nations Sustainable Development Cooperation Framework (UNSDCF), particularly under the Social Transformation and Economic Transformation priorities.<sup>197</sup> Through its focus on school feeding, literacy improvement, and nutrition, the FY24 project directly supports Outcome 2, which aims to empower susceptible populations with resilient, and quality social services, and Output 2.2, which targets improved dietary diversity, child nutrition, and educational outcomes. By sourcing food locally and strengthening smallholder farmer linkages to markets, the project also contributes to Outcome 1 on competitive, diversified, and resilient economic growth, reinforcing Output 1.2 on expanding sustainable productive resources and market-oriented agriculture. These contributions complement national policies in education, nutrition, and social protection, ensuring that the FY24 McGovern-Dole project operates as an integrated driver of both human capital development and economic transformation in Rwanda. This framework is complemented by several United Nations initiatives as stated in Finding 11, including UNICEF's school WASH and education programming and WFP's Farm to Market Alliance.

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<sup>191</sup> [WFP. 2025. Farm to Market Alliance. Accessed August 2025.](#)

<sup>192</sup> [Farm to Market Alliance. 2022. Rwanda: Overview.](#)

<sup>193</sup> Farm to Market Alliance. 2022. Africa Improved Foods (AIF).

<sup>194</sup> Farm to Market Alliance. 2022. Excellence in Agronomy (EIA).

<sup>195</sup> Farm to Market Alliance. 2022. Hello Tractor.

<sup>196</sup> Farm to Market Alliance. 2022. Digital PAYGO.

<sup>197</sup> UNCT Rwanda. 2025. Cooperation Framework 2025-2029 Results Framework.

## 4.3 EFFECTIVENESS

### ***EQ 3. How will the project's interventions, including capacity strengthening, be measured to determine if they have produced the anticipated results and outcomes?***

EQ 3.1 Considering the situation analysis at baseline, what are effective ways and approaches to measure the effectiveness of capacity strengthening work in terms of building national capacity in school feeding?

#### **Finding 13**

To guide national-level activities and support, the FY24 project design appropriately plans for the use of the Healthy SABER framework.

128. At baseline, the FY24 project had not yet implemented a standardized framework to measure progress in national capacity strengthening. However, the FY24 project design demonstrates a strong commitment to adopting a structured and participatory approach to monitoring institutional development and performance.<sup>198</sup> Central to this commitment is the planned rollout of the Healthy Systems Approach for Better Education Results (Healthy SABER) in Year 2, in collaboration with the Government of Rwanda and the World Bank.

129. The SABER framework is a globally recognized, government-led self-assessment tool that enables countries to evaluate the status and performance of their school health and nutrition systems across five key domains: policy and regulatory frameworks, financial capacity, institutional capacity and coordination, program design and implementation, and community participation.<sup>199</sup> By applying this structured methodology, the project will support the Government of Rwanda to identify system-wide strengths and gaps, benchmarked against international best practices. The participatory nature of the SABER process, featuring validation and dissemination workshops at national and provincial levels, ensures stakeholder engagement and strengthens national ownership of the results.

130. Importantly, the findings from the SABER baseline assessment will directly inform the development of a targeted Country Capacity Strengthening plan, which will serve as a roadmap for improving system performance and building institutional resilience.<sup>200</sup> WFP has committed to supporting the Government throughout this process, including recruiting a technical consultant to translate assessment findings into actionable strategies. This dual approach—combining assessment with a structured improvement plan—marks a significant step forward in institutionalizing school feeding within national systems.

#### **Finding 14**

The current design does not yet include specific, tiered food safety and quality benchmarks, to guide the direct implementation of school feeding and district-level monitoring.

131. While the FY24 project's emphasis on quality is appropriate (Finding 2), the current design does not yet include specific, tiered quality benchmarks to account for varied capacities across schools. The Rwanda School Feeding Operational Guidelines (2021) provide a comprehensive and well-structured foundation for promoting quality within the NSFP, especially in areas such as nutritional standards, food safety, hygiene, and standardized procurement.<sup>201</sup> The guidelines clearly define nutrient requirements by school level and student type (day, full-day, or boarding), specify inclusion of core food groups, and incorporate tools such as nutrient composition tables and cost thresholds. Likewise, detailed food safety protocols are outlined, covering topics like food reception and storage to kitchen hygiene, cook behavior, and infrastructure requirements. These instructions are further supported by standard menus, portion sizes, and checklists, helping ensure consistency across schools. Key informants indicated that the operational guidelines were recently revised and now have an increased focus on FSQ; these revised guidelines are undergoing final review.

<sup>198</sup> WFP Rwanda. 2024. Project Proposal: Sustainability and Lasting Impact. p. 3-5.

<sup>199</sup> [World Bank Group. 2025. Systems Approach for Better Education Results \(SABER\). Accessed July 2025.](#)

<sup>200</sup> WFP Rwanda. n.d. FY2025 Project Proposal: Plan of Operations and Activities. p. 9.

<sup>201</sup> [Republic of Rwanda. MINEDUC. 2021. Rwanda School Feeding Operational Guidelines.](#)

132. Despite this solid technical foundation, challenges in operationalizing these standards consistently across school contexts persist. While WFP staff noted that food safety and quality are generally “good enough” by national standards, they also acknowledged that where issues arise (e.g., improper storage or preparation), schools are typically aware they are not meeting expectations. This indicates a basic level of awareness and knowledge of the standards among school actors. However, government counterparts offered a more cautious view. Government stakeholders emphasized that food safety and quality remain significant challenges, especially in government-supported schools. Respondents from FY20 districts specifically noted a need for improved food storage and expanded access to water to address food safety concerns. Issues such as storing non-food items (e.g., cement or sand) in the same storerooms as food due to space limitations, inconsistencies in checking the moisture content of transported food, and inadequate food handling were cited. Government staff also noted that the Government is still learning how to manage highly perishable foods within the supply chain.

133. These issues are compounded by high staff turnover, particularly among cooks, which creates a continued need for refresher trainings, according to government staff. FY20 district staff reported that not all staff receive adequate training, leading to inconsistent implementation and highlighting this capacity gap. While there is some training infrastructure in place, the frequency and scope of capacity-building efforts may not be sufficient to ensure consistent application of standards over time.

134. One key gap in the project design is the absence of clear, quantifiable benchmarks and definitions of what constitutes “quality.” While the 2021 operational guidelines contain detailed technical content, they do not include a consolidated framework outlining concrete and quantifiable minimum standards, progressive targets, or benchmarks for implementation quality of different service domains.<sup>202</sup> For example, the guidelines say that kitchens “must be away from potential sources of infection, such as latrines and garbage sites,” but does not provide a measurable, minimum distance. Furthermore, while the operational guidelines recognize that establishing quality infrastructure is costly and can only be achieved over time, the guidelines do not clarify distinctions between basic, improved, and optimal service levels. The absence of such benchmarks makes it difficult to assess progress or provide structured feedback for improvement. There is also a lack of defined quality assurance mechanisms and clear procedures for using monitoring data to enforce compliance or improve practice.

135. Given these gaps, WFP staff emphasized the importance of setting standards that are practical, as well as aspirational “platinum standards.” Staff noted that minimum, practical standards will ensure a basic level of implementation quality, while higher standards, for schools with better resourcing, will help to further improve the quality of school feeding in Rwanda, and establish Rwandan schools as “centers of excellence” for global and regional best practice.

**EQ 3.2 What mechanisms or processes are in place to measure how project activities are going to be implemented in the most cost-effective and timely manner, and are there any existing inefficiencies that need to be addressed?**

**Finding 15**

The FY24 risk register clearly identifies and describes internal and external risks and is a good starting point to further refine risk management strategies.

136. The 2025 Risk Register for the WFP Rwanda McGovern-Dole FY24 Project provides a useful foundation for risk-informed planning and demonstrates clear attention to key external and internal threats that could impact project outcomes.<sup>203</sup> It comprehensively identifies strategic and contextual risks, including funding shortfalls, donor restrictions, staffing shortages, monitoring and reporting gaps, supply chain disruptions, economic shocks such as inflation, and natural disasters. These risks are clearly articulated and categorized, with corresponding mitigation strategies such as policy advocacy, resource mobilization, and integration with government priorities. This reflects strong awareness of the macro-level vulnerabilities facing the program and indicates a proactive approach to preserving strategic alignment and financial continuity.

<sup>202</sup> Republic of Rwanda. MINEDUC. 2021. [Rwanda School Feeding Operational Guidelines](#).

<sup>203</sup> WFP Rwanda. 2025. 2025 Risk Register for WFP CO School Feeding, USDA funds.

137. In terms of usability, each risk entry includes a detailed description, along with both existing and proposed mitigation measures.<sup>204</sup> Impact and likelihood are rated using a numeric scale, with residual risk scores calculated to support prioritization. The register also assigns responsibilities to relevant functional teams and outlines resource needs, which is a good practice for accountability. Additionally, WFP staff note that the risk register is integrated with project monitoring and reviewed and updated annually. However, all but one mitigation timeline is listed as “continuous,” which limits the ability to monitor progress or hold actors to specific deadlines.

#### Finding 16

There is further room to optimize the monitoring system through improved communication with partners on the timing and use of monitoring data, and enhanced knowledge management.

138. The approved Performance Monitoring Plan (PMP) provides a comprehensive framework to track project performance at multiple levels—process, output, and outcome—by specifying appropriate indicators, data collection methods and tools, data sources, frequency of data collection, and clear roles and responsibilities for WFP and its cooperating partners. This clarity ensures a shared understanding of who will collect and report which data, when, and how. Complementing the PMP, the approved project evaluation plan outlines a rigorous evaluation design, including baseline, midterm, endline, and longitudinal studies. Together, these documents form a strong foundation for performance management and learning. Furthermore, project monitoring and evaluation efforts are embedded within WFP’s established corporate monitoring and evaluation system, ensuring adherence to corporate standards and minimum requirements, reflecting the integration of school feeding within the WFP Country Strategic Plan.

139. While the project monitoring system has strong foundational elements, there is further room to optimize communication with partners on the timing and use of monitoring data and structured knowledge management. Current M&E processes for the project rely on multiple layers of data collection and verification, including monthly remote school reporting, joint quarterly monitoring visits with cooperating partners, and a semi-annual survey conducted by WFP to validate monitoring data.<sup>205</sup> These systems provide a broad structure for tracking progress and ensuring data quality. However, several gaps and inefficiencies reduce the overall effectiveness and responsiveness of the current monitoring framework.

140. WFP staff identified delayed and inconsistent access to implementing partner information as a key limitation. Although WFP receives quarterly and semi-annual reports from partners, key informants noted that messaging related to strategic and operational adaptive management is not conveyed in a manner that is actionable. This restricts WFP’s ability to engage in real-time validation or feedback, particularly when the timing of partner reporting (e.g., close to when reports are due) leaves little room for reflection by the M&E and School Feeding teams. WFP staff also noted that clearer expectations around the M&E roles and responsibilities of cooperating partners are needed to ensure consistency and alignment in data collection practices.

141. WFP staff shared that partner agreements and budgets include minimal reference to monitoring and evaluation. Staff indicated that earlier involvement of the M&E team during partner onboarding could strengthen partners’ understanding of data requirements and improve data quality. Additionally, WFP acknowledged that knowledge management and learning systems have not improved significantly since the midterm evaluation of FY20, despite recommendations to strengthen these areas. Although a Knowledge Management Officer is now in place, knowledge management processes—particularly those related to documentation, process tracing, and learning from implementation—are still being developed.

142. Efforts are underway to address these inefficiencies. The M&E team has developed a new M&E strategy for the new CSP (2025-2029), which explicitly integrates knowledge management as a core component.<sup>206</sup> This includes plans to improve process mapping, documenting what activities were implemented, who was involved, and the results achieved. The team is also actively identifying gaps in the

<sup>204</sup> WFP Rwanda. 2025. 2025 Risk Register for WFP CO School Feeding, USDA funds.

<sup>205</sup> For example, WFP submits semi-annual reports for the Oct – March and April –September reporting periods.

<sup>206</sup> WFP Rwanda. 2025. DRAFT: Monitoring and Evaluation (M&E) Strategy 2025-2029.



current corporate M&E system (i.e., WFP's corporate results framework), including activities that are not adequately captured by existing indicators.

### Performance target review

143. A main objective of this baseline study is to confirm the indicator selection and targets proposed in the FY24 award agreement, establish baseline values for all performance indicators, and revisit project targets considering baseline findings. This section discusses all performance indicators with a non-zero baseline value. [Annex 7](#) reflects the project's performance monitoring plan and outlines the planned data source, data collection methods and approach, disaggregation and planned timing of data collection for each indicator over the course of the project.<sup>207</sup> [Annex 12](#) presents the study team's assessment of the suitability of the proposed LOP targets and data collection methods.

144. It should be noted that disaggregation by school group (schools continuing from the FY20 project or "Group 2 schools," and schools newly added at the time of the FY24 project – "Group 3") was not planned for the baseline study. The decision not to disaggregate findings by group was well rationalized over the course of data collection. First, key informants noted that, now that the NSFP has been implemented for a number of years (and with the continued support to strengthen government capacity from WFP), the implementation and management of the NSFP has significantly improved. Furthermore, multiple stakeholders gave examples of how best practices had been taken up by non-project schools, indicating a spillover effect. As such, qualitative data revealed few common differentiations across the two school groups, other than a consensus that Group 2 schools are generally better organized and capacitated than Group 3 schools.

## STRATEGIC OBJECTIVE 1: Improved Education and Nutritional Status

145. **MGD STANDARD 1: IMPROVED STUDENT LITERACY** This result is measured by the McGovern-Dole Standard indicator: the percentage 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. All testing material was in Kinyarwanda. Students' ability to demonstrate reading and comprehension is assessed by either a student's oral fluency (correctly-read words per minute) or ability to correctly answer a set of reading comprehension questions. In Rwanda, the project uses reading comprehension rather than oral fluency.

146. Table 5 presents the EGRA results relevant to this standard at baseline (BL). Over 70 percent of students (25.8 + 44.8 = 70.6 percent) understand the meaning of what they have read, measured by answering at least three out of five questions correctly, the NESA benchmark. There was no statistically meaningful difference between males and females on the comprehension measure, except for at the lowest range (i.e., below expectations), where girls outperformed boys (represented in the significance, or "sig." column).

147. For oral fluency, female students performed significantly better than male students on the reading measure (55.1 and 37.4 percent, respectively), which resulted in significantly more female students able to completely read the story than male students (girls: 82.2; boys: 70.6 percent) (more detailed CWPM results are reported in Table 8). Students reported improved learning after eating school meals and noted that meals also encouraged higher attendance. For those students who performed poorly, informants attributed poor results to absenteeism, overcrowding in schools, and insufficient teacher training.

**Table 5: Performance on reading and understanding a short text, P2 students**

| Task                                     | % of students |      |      |        |      |
|------------------------------------------|---------------|------|------|--------|------|
|                                          | All           | Male |      | Female |      |
|                                          | BL            | BL   | Sig. | BL     | Sig. |
| Completely read aloud a short story      | 76.3          | 70.6 |      | 82.2   | ***  |
| Reads the story at a rate $\geq$ 25 CWPM | 46.1          | 37.4 |      | 55.1   | ***  |
| <i>Reading Comprehension Questions</i>   |               |      |      |        |      |

<sup>207</sup> Table 3 in Section 3.2 shows the baseline data collection tools used for each indicator.

| Task                                                                                                                                                                                            | % of students |            |      |            |      |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|------------|------|------------|------|
|                                                                                                                                                                                                 | All           | Male       |      | Female     |      |
|                                                                                                                                                                                                 | BL            | BL         | Sig. | BL         | Sig. |
| Below expectations (0 correct)                                                                                                                                                                  | 20.2          | 23.8       | *    | 16.4       |      |
| Does not meet expectations (1 correct or 20%)                                                                                                                                                   | 4.7           | 5.9        |      | 3.6        |      |
| Partially meets expectations (2 correct or 40%)                                                                                                                                                 | 4.3           | 2.9        |      | 5.8        |      |
| Meets Expectations (3-4 correct or 60-80%)                                                                                                                                                      | 25.8          | 25.9       |      | 25.8       |      |
| Exceeds Expectations (5 correct or 100%)                                                                                                                                                        | 44.8          | 41.3       |      | 48.4       |      |
| <i>Can comprehend the story (at least three out of five questions right)</i>                                                                                                                    | 70.7          | 67.3       |      | 74.2       |      |
| <b>n</b>                                                                                                                                                                                        | <b>460</b>    | <b>235</b> |      | <b>225</b> |      |
| Difference between male and female students tested for statistical significance (sig.) at <10% (*), <5% (**) and <1% (***). <i>Green italics</i> = NESA benchmark<br>Source: FY24 baseline EGRA |               |            |      |            |      |

148. The results in Table 6 demonstrate that P2 students are equally adept at listening comprehension as they are at understanding passages they have read aloud themselves, with almost 90 percent (26.9 + 63.0 = 89.9 percent) answering three or more questions correctly and 63.0 percent answering all five questions correctly. At the highest level of reading comprehension, boys outperform girls, with 67.7 percent of boys answering all five questions correctly compared to 58.2 percent of girls. Stakeholder feedback from FY20 districts attributed improved learning outcomes to school meals, with students and teachers reporting increased concentration and performance.

**Table 6: Listening comprehension questions, P2 students**

| # questions answered correctly<br>(out of 5)                                                                                                                                                | % of students |            |      |            |      |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|------------|------|------------|------|
|                                                                                                                                                                                             | All           | Male       |      | Female     |      |
|                                                                                                                                                                                             | BL            | BL         | Sig. | BL         | Sig. |
| 0 correct                                                                                                                                                                                   | 1.5           | 0.4        |      | 2.6        | *    |
| 1 correct                                                                                                                                                                                   | 3.0           | 2.9        |      | 3.1        |      |
| 2 correct                                                                                                                                                                                   | 5.4           | 3.8        |      | 7.1        |      |
| <i>3-4 correct (NESA benchmark)</i>                                                                                                                                                         | 26.9          | 25.1       |      | 28.9       |      |
| 5 correct                                                                                                                                                                                   | 63.0          | 67.7       | **   | 58.2       |      |
| <b>n</b>                                                                                                                                                                                    | <b>460</b>    | <b>235</b> |      | <b>225</b> |      |
| Difference between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***).<br><i>Green italics</i> = NESA benchmark<br>Source: FY24 baseline EGRA |               |            |      |            |      |

149. Table 7 reports P2 student performance on additional reading tasks on the EGRA. Girls performed significantly better than boys on all measures, correctly reading aloud 6.4 more letters/sounds (from a list of 100), 4.6 more syllables (also from a list of 100) and 2.9 more familiar words (from a list of 50) than boys. In reading aloud a 40-word text, at the minute mark girls correctly read 4.5 more words than boys. Girls also performed better than boys at the three-minute mark, on average reading 3.3 more words by the end of the timed exercise, compared to boys. No NESA performance standard applies to these tasks.

**Table 7: Performance on reading tasks, P2 students**

| Task                                                                                                                                               | Avg # correct responses |            |      |            |      |
|----------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------|------------|------|------------|------|
|                                                                                                                                                    | All                     | Male       |      | Female     |      |
|                                                                                                                                                    | BL                      | BL         | Sig. | BL         | Sig. |
| Reading letters/sounds (out of 100)                                                                                                                | 52.6                    | 49.5       |      | 55.9       | ***  |
| Reading syllables (out of 100)                                                                                                                     | 35.0                    | 32.8       |      | 37.4       | **   |
| Familiar words (out of 50)                                                                                                                         | 19.0                    | 17.6       |      | 20.5       | ***  |
| # words read aloud correctly in a 40-word text/ story: 60 seconds                                                                                  | 21.3                    | 19.1       |      | 23.6       | ***  |
| # words read aloud correctly in a 40-word text/ story: 180 seconds                                                                                 | 31.5                    | 29.9       |      | 33.2       | **   |
| <b>n</b>                                                                                                                                           | <b>460</b>              | <b>235</b> |      | <b>225</b> |      |
| Difference between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***).<br>Source: FY24 baseline EGRA |                         |            |      |            |      |

Table 8 reports students' ability to read aloud, as measured by how many words they accurately read aloud in one minute. Over 46 percent (31.5 + 14.6 = 46.1 percent) of P2 students meet expectations, reading 25 or more correct words, with 14.6 percent exceeding expectations. The difference between girls' and boys' performance is statistically significant in all CWPM ranges, with boys outperforming girls in the lower ranges but girls outperforming boys in reading at or above NESB benchmarks (55.1 percent of girls versus 37.5 percent of boys). Stakeholder interviews with students and teachers highlighted the positive effect of school meals on students' performance. Students reported missing fewer days of school, improved focus after meals, and increased motivation to study and perform well in lessons.

**Table 8: Performance on correct-words-per-minute task (60 seconds), P2 students**

| # correct words per minute (CWPM)                                                                                    | % of students |            |      |            |      |
|----------------------------------------------------------------------------------------------------------------------|---------------|------------|------|------------|------|
|                                                                                                                      | All           | Male       |      | Female     |      |
|                                                                                                                      | BL            | BL         | Sig. | BL         | Sig. |
| Below expectations (0 CWPM)                                                                                          | 16.7          | 19.6       | *    | 13.8       |      |
| Does not meet expectations (1 to 9 CWPM)                                                                             | 4.5           | 6.8        | **   | 2.2        |      |
| Partially meets expectations (10 to 24 CWPM)                                                                         | 32.6          | 36.2       | *    | 28.9       |      |
| Meets expectations (25 to 35 CWPM)                                                                                   | 31.5          | 26.0       |      | 37.3       | ***  |
| Exceeds expectations (36+ CWPM)                                                                                      | 14.6          | 11.5       |      | 17.8       | **   |
| <b>n</b>                                                                                                             | <b>460</b>    | <b>235</b> |      | <b>225</b> |      |
| Difference between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***). |               |            |      |            |      |

150. In assessing the appropriateness of the proposed LOP target, we note that performance on reading tasks has increased since the FY20 midterm evaluation and already meets the proposed LOP target of 70 percent. We recommend WFP and partners reexamine the target based on the actual baseline value and the project activity plan and adjust the target. The baseline study team would suggest an LOP target of 78 percent, which would demonstrate a 10 percent increase.

151. **MGD STANDARD 2: IMPROVED STUDENT ATTENDANCE** This result is measured by the McGovern-Dole Standard indicator: *the average attendance rate of male and female students attending USDA-supported schools*. The baseline finding for the overall attendance rate for the 2024-2025 school year, as reported by teachers in sampled schools, is 93.7 percent (see Table 9). This is higher than the estimated baseline value of 87.0 percent and approaches the proposed LOP target of 95.0 percent. The high attendance rate finding might be partly due to the inclusion of FY24 schools that participated in previous phases; those schools might be

expected to have a higher attendance due to their experience with the project. Feedback from teachers and students who were included in the previous phase confirmed improved attendance as a result of their participation in the project. However, we also note that data for this indicator were collected by directly asking the school survey respondent at each school (head teacher or assistant teacher). The school survey did not plan for the enumerator to verify this information from school records, but to record the verbal response of the respondent, who might not refer to school records to respond to the question. Because the validity of this data point is not robust, there is limited basis for commenting on whether the LOP baseline estimate and LOP target in the award agreement are realistic. To ensure an accurate assessment of this indicator, the baseline study team recommends biannual monitoring conducted by project staff, as indicated in the PMP. See [Section 5.2](#) for the methodological lesson and future recommendation regarding this indicator.

**Table 9: Average attendance rate (2024-2025 school year)**

| Pre-Primary or Primary                 | % of students |      |        |
|----------------------------------------|---------------|------|--------|
|                                        | All           | Male | Female |
| Pre-primary                            | 93.3          | 91.4 | 95.2   |
| Primary                                | 94.2          | 94.0 | 94.3   |
| <b>Total (pre-primary and primary)</b> | 93.7          | 92.7 | 94.8   |
| <b>n</b>                               | <b>23</b>     |      |        |

Source: FY24 baseline school survey

152. **MGD STANDARD 9: INCREASED STUDENT ENROLLMENT** This result is measured by the McGovern-Dole Standard indicator: *the number of students enrolled in schools receiving USDA assistance*. At baseline, student enrollment in the 32 project schools continuing from FY20 was 61,752 (31,354 boys and 30,398 girls) (see Table 10).<sup>208</sup> The actual baseline value is similar to the estimated baseline value included in the award agreement (60,000) and the baseline study team finds the proposed LOP target of 75,000 appropriate based on the trajectory in FY20. However, it should be noted that the endline value will reflect enrollment after the transition of Group 2 schools. We also note that the annual enrolment target is 60,000 whereas 75,000 is the LOP target number of unique beneficiaries.

**Table 10: Student enrollment in the 2024-2025 school year**

| Pre-Primary or Primary                 | Number of students |        |        |
|----------------------------------------|--------------------|--------|--------|
|                                        | All                | Male   | Female |
| Pre-primary                            | 9,578              | 4,840  | 4,738  |
| Primary                                | 52,174             | 26,514 | 25,660 |
| <b>Total (pre-primary and primary)</b> | 61,752             | 31,354 | 30,398 |
| <b>n</b>                               | <b>72</b>          |        |        |

Source: WFP Rwanda MGD FY20 Semi Annual Report Oct 24 - Mar 25; WFP Rwanda 2025 school profiling data

153. **MGD CUSTOM 3: IMPROVED ATTENTIVENESS** This result is measured by the McGovern-Dole Standard indicator: *the percentage of schools where teachers report higher concentration by children during the day*. Higher concentration in the classroom refers to a learner's ability to sustain focus for extended periods with minimal distractions, leading to effective learning.<sup>209</sup> It is characterized by the following:

- *Sustained attention*: The learner can stay engaged in a task for an appropriate duration (based on age).
- *Task completion*: The learner follows through with assignments without frequent loss of focus.

<sup>208</sup> These values come from WFP monitoring data conducted in March 2025 as well as the school profiling exercise in new FY24 schools. It was not within the scope of the study for the study team to verify enrollment data.

<sup>209</sup> WFP Rwanda. 2025. Performance Monitoring Plan (PMP) for the FY24 McGovern-Dole Project.

- *Active participation*: The learner responds to teacher prompts, asks relevant questions, and interacts with peers meaningfully.
- *Reduced distractibility*: The learner shows fewer off-task behaviors (e.g., looking away, excessive fidgeting, talking about unrelated topics).

154. In the past, the school survey collected data based on a less nuanced definition of attentiveness: the relevant FY20 endline survey question (asked separately for male/female students) was “*What percentage of enrolled male/female students can be identified as attentive by their teachers in the **2024-2025 school year?***” This was used as a proxy for student concentration/attentiveness as defined by McGovern-Dole and was based on teachers’ perceptions. There are methodological issues with the precision of definitions used as well as with the validity of perception-based data that are not triangulated against school records.

155. While attentiveness data were not collected for the baseline, given the need for a reference point the study team has used values from the FY24 endline evaluation to estimate a baseline value. Assuming a zero value for student attentiveness in newly added FY24 schools, and given the FY20 endline value of 90.8 percent, we can use the average of these values (45 percent) as a starting point for estimating an appropriate FY24 baseline value.

156. Given that the midterm and endline data collection activities will also collect information from the newly added project schools in Ngororero and Nyamasheke, the study team finds the LOP target of 90 percent to be suitable. Many participants in P5 FGDs reported that school meals helped them concentrate and stay attentive in class, further supporting the suitability of the LOP target. However, the study team notes that the methodology and data collection techniques proposed for this indicator could be improved by collecting information on each aspect related to attentiveness/concentration listed above. Additional details regarding the suitability of the collection and analysis methods outlined in the PMP are included in [Annex 12](#).

157. **MGD CUSTOM 6: IMPROVED LITERACY INSTRUCTIONAL MATERIALS** This result is measured by the McGovern-Dole Standard indicator: *the count of the number of schools with improved literacy instructional materials as a result of USDA assistance*. The 32 schools continuing from FY20 reported improved instructional materials at baseline.

158. **MGD CUSTOM 8: INCREASED COMMUNITY UNDERSTANDING OF THE BENEFITS OF EDUCATION** This result is measured by the McGovern-Dole Standard indicator: *the percentage of students supported by their parents with schoolwork at home*. Table 11 presents the results to student survey questions about the learning environment at home. Over 75 percent of students receive help from their parents or relatives. The actual baseline value exceeds the estimated value of 60 percent and approaches the proposed LOP target of 80 percent. Given the encouraging baseline situation, the study team recommends that WFP and partners consider adjusting the LOP target upward.

159. While a solid majority of students report they have adequate time to study/complete their homework (95.2 percent) and read (84.4 percent), only about half receive home reading materials from their school. Qualitative data from continuing FY20 districts revealed that this was especially a challenge for students from low-income families, as informants indicated that these students often do not have school materials. There are no statistically significant differences between boys and girls. The study team analyzed data on the reasons students gave for not having time for home study/ homework but do not report the quantitative results because of the small sample size (n=23), therefore those findings are not statistically robust. The main reasons students gave were that they have too much work or no time. Stakeholder interviews with teachers and students indicated that both boys and girls were pulled away from school activities, with girls often taking on household duties such as cooking and childcare and boys seeking work outside of school, limiting their time dedicated to study or do homework.

**Table 11: Home learning environment, P2 students**

| Question                                                                                                                                                                                            | % of students who responded YES |            |      |            |      |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------|------------|------|------------|------|
|                                                                                                                                                                                                     | All                             | Male       |      | Female     |      |
|                                                                                                                                                                                                     | BL                              | BL         | Sig. | BL         | Sig. |
| Do you usually have enough time to study and complete your homework?                                                                                                                                | 95.2                            | 94.9       |      | 95.5       |      |
| Do you get time to read at home?                                                                                                                                                                    | 84.4                            | 82.6       |      | 86.2       |      |
| <i>Do your parents/relatives ever help you with your schoolwork/reading?</i>                                                                                                                        | 75.2                            | 74.6       |      | 75.9       |      |
| During the last week, did the school provide you with reading materials to read outside of school?                                                                                                  | 51.1                            | 48.7       |      | 53.6       |      |
| <b>n</b>                                                                                                                                                                                            | <b>460</b>                      | <b>236</b> |      | <b>224</b> |      |
| Difference between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***).<br><i>Green italics</i> = MGD Custom Indicator 8<br>Source: FY24 baseline EGRA |                                 |            |      |            |      |

160. Table 12 shows student survey results to questions about the kind of help and support students receive from their parents or relatives outside of school. The most common support is homework help (86.1 percent), followed by parents' reading to them. About a quarter of students get family help revising their schoolwork, have a reading area, and have family support to buy school materials. Informants reported parental attitudes and limited support from parents leading to students not achieving educational outcomes. There are no statistically significant differences between boys and girls.

**Table 12: Types of parental/family help received (multiple response), P2 students**

| What do your parents/relatives do to help you?                                                                                                     | % of students responded yes |            |      |            |      |
|----------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------|------------|------|------------|------|
|                                                                                                                                                    | All                         | Male       |      | Female     |      |
|                                                                                                                                                    | BL                          | BL         | Sig. | BL         | Sig. |
| Help with homework                                                                                                                                 | 86.1                        | 85.8       |      | 86.4       |      |
| Read for me                                                                                                                                        | 46.5                        | 44.3       |      | 48.8       |      |
| Help me revise my schoolwork                                                                                                                       | 26.0                        | 26.7       |      | 25.3       |      |
| Create a reading area                                                                                                                              | 23.7                        | 22.7       |      | 24.7       |      |
| Buy school materials                                                                                                                               | 22.2                        | 19.9       |      | 24.7       |      |
| Give me time to do schoolwork                                                                                                                      | 15.0                        | 13.6       |      | 16.4       |      |
| Remind me to go and do schoolwork                                                                                                                  | 10.7                        | 9.7        |      | 11.8       |      |
| Allow me to go to community library                                                                                                                | 0.5                         | 0.5        |      | 0.5        |      |
| Parents visit school and talk to teachers                                                                                                          | 0.5                         | 0.5        |      | 0.5        |      |
| Other (specify)                                                                                                                                    | 1.1                         | 0.5        |      | 1.7        |      |
| <b>n</b>                                                                                                                                           | <b>346</b>                  | <b>176</b> |      | <b>224</b> |      |
| Difference between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***).<br>Source: FY24 baseline EGRA |                             |            |      |            |      |

161. **MGD CUSTOM 13: INCREASED AWARENESS OF LOCAL PERSPECTIVES THAT LIMIT GIRLS' ACCESS TO EDUCATION** This result is measured by the McGovern-Dole Standard indicator: *the percentage of community members who think that people in their community find education for girls not particularly valuable or necessary compared to boys*. Per the PMP, "community members" for this indicator include various categories of people engaged in the project at schools, excluding students and including school committee members,



cooks, storekeepers, SGAC, teachers, and headmasters/ teachers; these categories are consistent with the stakeholders interviewed for the baseline school survey.

162. The survey finds that 33.7 percent of respondents believe that people in their community think it is more important to educate boys than girls. However, we note that in addition to the question designed specifically to address the McGovern Dole indicator, the survey also asked, “*What percentage of people in the community do you think value boys’ education?*” and the same question about girls’ education. When asked in this style, 75.6 percent of respondents felt that community members value boys’ education and 73.3 percent felt that they value girls’ education.

163. Observations from head teachers interviewed do suggest that there are obstacles to girls’ school attendance, such as girls’ household duties and parents’ not providing menstrual hygiene supplies for girls, which discourages them from going to school. This suggests a differential valuation of boys’ and girls’ education. However, given that about three-quarters of respondents perceive educational value for both sexes, perhaps this signals a shift on societal norms. While survey results give some sense of community perceptions, qualitative methods would be better suited to inform an in-depth understanding of this issue.

164. Another limitation to the data collection approach for this indicator relates to the derivation of the baseline value from the school survey of 23 respondents, who may not accurately reflect the perception of the community at large: relying on a small sample of single or small-group respondent perspectives to represent the community perspective may lead to biased results, especially in this case where the information is solicited second-hand, e.g., the teacher respondent provides their perception of community members’ views. This challenge also suggests that qualitative methods would be a useful supplement to obtaining a better understanding of community perceptions.

165. Methodological challenges notwithstanding, as this indicator is currently approached, given the analysis above we suspect that the valuation of boys’ and girls’ education is more balanced than initially thought: the estimated baseline value was 100 percent, suggesting a dramatically higher valuation of boys’ education, versus the actual survey finding of 33.7 percent, a more moderate difference. We therefore recommend the LOP target be adjusted from 80 percent to 5-10 percent, to reflect about a 20 -30 percent reduction from the actual baseline finding.

## STRATEGIC OBJECTIVE 2: Increased Use of Health and Dietary Practices

166. **MGD STANDARD 27: INCREASED ACCESS TO CLEAN WATER** This result is measured by the McGovern-Dole Standard indicator: *the number of schools using an improved water source*. In WFP annual monitoring data, this indicator value is determined by asking the school administrator 1) to identify the main source of water for the school, 2) whether the water is normally available from the identified source(s) and 3) whether water was unavailable from the identified source(s) in the past two weeks for a day or longer. The most recent monitoring data indicate that all 32 project schools continuing from FY20 are using an improved water source.<sup>210</sup> According to the school profiling data, an additional 34 of the 40 newly added schools in FY24 reported connection through the Water and Sanitation Corporation (WASAC). Triangulation with KIIs and FGDs indicates that these schools generally do meet the improved source criteria, although respondents highlighted some problems with irregular water availability. This suggests that 66 of the 72 project schools can reasonably be considered to have access to an improved water source at baseline, in line with the award agreement. No change to the LOP target of 72 (all schools) is recommended.

167. **MGD STANDARD 28: INCREASED ACCESS TO SANITATION SERVICES** This result is measured by the McGovern-Dole Standard indicator: *the number of schools with improved sanitation facilities, defined as facilities that meet the Millenium Development Goals’ (MDG) definition of improved sanitation standards*.<sup>211</sup> The indicator definition includes the specification that separate improved facilities must be available to girls and boys to be considered adequate. At baseline, all 32 continuing FY20 project schools had improved sanitation facilities.<sup>212</sup> In addition, half (20 out of 40) new FY24 project schools reported girls’ sanitation

<sup>210</sup> WFP Rwanda. 2025. WFP Rwanda MGD FY20 Semi Annual Report Oct 24 - Mar 25.

<sup>211</sup> Per the 2019 USDA Food Assistance Indicators and Definitions handbook, improved sanitation is defined as 1) flush or pour/flush facilities connected to a piped sewer system, septic system or pit latrine, 2) pit latrine with a slab, 3) composting toilets, 4) ventilated improved pit latrines.

<sup>212</sup> WFP Rwanda. 2025. WFP Rwanda MGD FY20 Semi Annual Report Oct 24 - Mar 25.

rooms.<sup>213</sup> The LOP target of 72 (all schools) is appropriate. However, we note that the school profiling data reporting document is not explicit as to whether it is documenting “improved sanitation facilities;” it reports only on the presence of “girls’ rooms.” The reporting document could be improved by specifying how “girls’ rooms” is defined. Stakeholder interviews from continuing FY20 districts revealed challenges in sanitation facilities, particularly for girl students. Informants noted that inadequate menstruation hygiene management hinders girls’ ability to attend classes as some girls’ room lacks essential items such as sanitary pads.

168. **MGD CUSTOM 16: INCREASED KNOWLEDGE OF NUTRITION** This result is measured by the McGovern-Dole Custom indicator: *the number of school gardens established and maintained. At baseline, all 32 continuing FY20 project schools had established school nutrition gardens.*<sup>214</sup> An additional 28 of the 40 new FY24 schools reported having a school garden at baseline, for a total of 60 schools with school gardens at baseline.<sup>215</sup> The LOP target of 72 is appropriate, indicating that all schools will have established a school garden by the end of the FY24 project.

169. **MGD CUSTOM 17: IMPROVED KNOWLEDGE OF HEALTH AND HYGIENE PRACTICES** This result is measured by the McGovern-Dole Custom indicator: *the percentage of students who can mention at least three health and hygiene practices.* Table 13 presents the responses students volunteered when asked to identify health and hygiene practices. Nearly half of students (43.0 percent) were able to name at least three practices. Over half of students cited handwashing before eating and after using the toilet, and 71.9 percent identified other hygiene practices like taking baths. Teachers reported that trainings on WASH practices have improved students’ hygiene, with students confirming this by noting that they now practice washing their hands before eating. However, district staff shared concerns about limited funds and support to maintain hygiene activities, stating that activities such as handwashing have dropped after support ended.

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<sup>213</sup> WFP Rwanda. 2025. School profiling data.

<sup>214</sup> WFP Rwanda. 2025. March 2025 Monitoring Data.

<sup>215</sup> WFP Rwanda. 2025. School profiling data.

**Table 13: Health and hygiene practices identified, P2 students**

| Which health/hygiene practice(s) are you aware of?                                                                                                 | % of students |            |      |            |      |
|----------------------------------------------------------------------------------------------------------------------------------------------------|---------------|------------|------|------------|------|
|                                                                                                                                                    | All           | Male       |      | Female     |      |
|                                                                                                                                                    | BL            | BL         | Sig. | BL         | Sig. |
| Taking a bath                                                                                                                                      | 71.9          | 72.0       |      | 71.9       |      |
| Handwashing before eating                                                                                                                          | 52.8          | 51.3       |      | 54.5       |      |
| Handwashing with soap and water after visiting toilet                                                                                              | 50.4          | 48.3       |      | 52.7       |      |
| Wash clothes                                                                                                                                       | 23.0          | 25.4       |      | 20.5       |      |
| Uses clean water                                                                                                                                   | 21.1          | 20.7       |      | 21.4       |      |
| Eating a balanced diet                                                                                                                             | 8.0           | 8.9        |      | 7.1        |      |
| Other (specify)                                                                                                                                    | 3.9           | 3.8        |      | 4.0        |      |
| Did not know any                                                                                                                                   | 3.9           | 5.5        | *    | 2.2        |      |
| Avoiding open defecation (going to toilet in bush)                                                                                                 | 3.4           | 3.3        |      | 3.6        |      |
| Brushing teeth                                                                                                                                     | 1.5           | 2.5        | *    | 0.4        |      |
| Percent of students that can IDENTIFY at least 3 health and hygiene practices                                                                      | 43.0          | 41.5       |      | 44.6       |      |
| <b>n</b>                                                                                                                                           | <b>460</b>    | <b>236</b> |      | <b>224</b> |      |
| Difference between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***).<br>Source: FY24 baseline EGRA |               |            |      |            |      |

170. As shown in the previous table (Table 13), 43.0 percent of students can identify at least three health/hygiene practices; however, as shown in Table 14 results, there is a gap between awareness and use: only about one quarter of students (23.9 percent) *use* at least three health/hygiene practices. The most common health and hygiene behaviors reported as actually practiced are handwashing before eating and after using the toilet, and personal hygiene practices like taking baths. Stakeholder feedback from students confirmed this, with many reporting that they had adopted these practices after participation in the project.

**Table 14: Health and hygiene practices practiced, P2 students**

| Which health/hygiene practice(s) do you practice?     | % of students |      |      |        |      |
|-------------------------------------------------------|---------------|------|------|--------|------|
|                                                       | All           | Male |      | Female |      |
|                                                       | BL            | BL   | Sig. | BL     | Sig. |
| Taking a bath                                         | 59.3          | 56.8 |      | 62.0   |      |
| Handwashing before eating                             | 48.9          | 47.9 |      | 50.0   |      |
| Handwashing with soap and water after visiting toilet | 46.5          | 43.2 |      | 50.0   |      |
| Uses clean water                                      | 15.4          | 15.3 |      | 15.6   |      |
| Wash clothes                                          | 14.6          | 13.6 |      | 15.6   |      |
| Eating a balanced diet                                | 5.8           | 6.4  |      | 5.4    |      |
| None                                                  | 4.1           | 5.5  |      | 2.7    |      |
| Other (specify)                                       | 3.4           | 4.2  |      | 2.6    |      |
| Brushing teeth                                        | 1.5           | 2.5  | *    | 0.4    |      |

| Which health/hygiene practice(s) do you practice?                                                                                                  | % of students |            |      |            |
|----------------------------------------------------------------------------------------------------------------------------------------------------|---------------|------------|------|------------|
|                                                                                                                                                    | All           | Male       |      | Female     |
|                                                                                                                                                    | BL            | BL         | Sig. | BL Sig.    |
| Avoiding open defecation (going to toilet in bush)                                                                                                 | 1.3           | 1.3        |      | 1.3        |
| Percent of students that regularly PRACTICE at least 3 health and hygiene practices                                                                | 23.9          | 22.0       |      | 25.9       |
| <b>n</b>                                                                                                                                           | <b>460</b>    | <b>236</b> |      | <b>224</b> |
| Difference between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***).<br>Source: FY24 baseline EGRA |               |            |      |            |

#### LRP STRATEGIC OUTCOME: Improved Effectiveness of Food Assistance through Local and Regional Procurement

171. **LRP STANDARD 7: INCREASED AGRICULTURAL PRODUCTIVITY** This result is measured by the LRP Standard indicator: *the value of annual sales of farms and firms receiving USDA assistance*. Per March 2025 monitoring data, this value was USD 329,913, consisting of USD 247,771 of annual maize sales and USD 82,142 annual bean sales.<sup>216</sup> This is greater than the estimated baseline value of USD 297,500. However, due to the previous indicator trajectory, the baseline study team does not recommend increasing the proposed LOP target.

172. **LRP STANDARD 8: INCREASED ACCESS TO MARKETS TO SELL AGRICULTURAL PRODUCE** This result is measured by the LRP Standard indicator: *the volume of commodities sold by farms and firms receiving USDA assistance*. Per March 2025 monitoring data, the volume of commodities sold by farms and firms at baseline was 853 MT.<sup>217</sup> Of the total, 753 MT were maize, and 100 MT were beans. The March 2025 value is less than the estimated baseline volume of sales (1,000 MT); given the previous trajectory, the baseline study team finds the LOP target of 6,624 MT to be ambitious, but appropriate.

<sup>216</sup> WFP Rwanda. 2025. WFP Rwanda MGD FY20 Semi Annual Report Oct 24 - Mar 25.

<sup>217</sup> Ibid.

# 5. Conclusions and lessons

## 5.1 CONCLUSIONS

173. *Note:* For ease of use, conclusions have also been arranged by technical area in [Annex 13](#).

### Relevance

**Conclusion:** The FY24 project design is relevant to respond to dynamic and evolving government policy, government readiness and government appetite for scaling. However, the FY24 project alone cannot address systemic market challenges that continue to hinder smallholder farmers' participation in the NSFP, making the further refinement of the procurement model an important opportunity to strengthen benefits to smallholders. Moreover, planned activities do not directly respond to specific barriers faced by women smallholders.

174. **Capacity strengthening.** The FY24 project is highly relevant to ensuring the sustainable and effective implementation of the NSFP. The Government of Rwanda has articulated a clear and ambitious vision for the NSFP and has demonstrated strong political will and commitment to realizing this vision through increasing financial investment and growing technical capacity. The FY24 project is well-designed to support this trajectory by directly addressing key capacity gaps identified in the previous project cycle and at baseline. The FY24 design provides comprehensive support across national and sub-national levels through a mix of policy support and institutional strengthening of monitoring, human resourcing and community engagement. While certain sustainability risks remain (particularly regarding financing and district coordinator roles), the design demonstrates a comprehensive and well-targeted approach to supporting government ownership and effective management of the NSFP. As transition planning begins, there is a need to carefully consider what will be feasible given the current context and financial constraints; for example, if the Government believes that School Feeding District Coordinators cannot be feasibly sustained after the project ends, WFP and the Government should begin exploring options to ensure district capacity is sufficient now.

175. **Focus on quality.** Now that the Government and project partners have effectively scaled the NSFP, it follows that the focus should turn to enhancing the quality of the program. The Government has highlighted the nutritional quality of meals and food safety and quality as two areas of focus, which responds to students' nutritional and health needs. The FY24 project is designed to meet the Government in addressing these priorities; WFP will assist the Government in exploring options to maximize the nutritional value of the school meal menu with existing NSFP resources and will support the enhancement of FSQ through training and cook certification. The theory of change, newly developed as part of this study, and accompanying results frameworks are well-structured and appropriate for project planning and performance monitoring.

176. **Smallholder farmer support.** The FY24 project design appropriately continues support to strengthen smallholder farmer capacity and increase linkages between smallholders and schools. Still, challenges inherent to the market system will likely continue to hinder smallholder farmers' engagement in the NSFP. While the project is designed to help mitigate systemic challenges and prepare smallholders to participate in the market, it would not be appropriate, nor within the scope of the project to try to address some of these systemic issues directly; broader support, long-term engagement and additional resourcing will be necessary to drive solutions to market-system challenges.

177. The project appropriately plans to continue support to the Government to refine the procurement model. However, at baseline, smallholder farmers do not consistently benefit from current procurement procedures. The FY24 phase presents an opportunity for WFP and the Government to further explore the optimal procurement approach to maximize benefits to smallholder farmers and schools. This can be done through specific studies to determine the cost-effectiveness of different models and explore the most efficient approach in different contexts.

178. **Support to women smallholders.** In addition to general challenges facing all smallholders, women smallholder farmers consistently encounter additional barriers such as limited access to finance, technologies, and market information, and barriers resulting from the perceived role of women in society.

To ensure women smallholder farmers benefit from project activities, WFP intends to use complementary funding to conduct community-based activities that address general barriers to women project participants, though they are not specific to women smallholders.

## Coherence

**Conclusion:** Overall, the FY24 McGovern-Dole project is strongly aligned with national, district, and sectoral strategies, as well as leading practices and complementary initiatives, positioning the NSFP as a model within Rwanda and internationally. However, gaps in community-level literacy activities pose a risk to literacy outcomes in project schools if not adequately addressed.

179. **Alignment with national and district strategies and priorities.** Overall, the proposed project activities are highly aligned with existing government policies and strategies at central and district levels as well as across sectors. The FY24 project reflects a deliberate effort to ensure coherence with national development, education, health, nutrition agriculture and social protection strategies and priorities outlined in numerous policies, guidelines and strategic documents. These strategies also highlight specific considerations for girls and students with disabilities, which the project is designed to address through activities such as tailored hygiene education for both boys and girls and accessible WASH infrastructure. At the district level, project activities are aligned with local priorities and *imihigo* indicators across these sectors, as well. However, district performance contracts do not yet include specific school feeding indicators, which stakeholders noted was a key barrier to further community engagement. Going forward, the FY24 project plans to ensure that district *imihigo* are aligned with the NSFP; the project will support districts to add school feeding indicators and targets to district performance contracts. The addition of school feeding-specific indicators will increase the sustainability of the NSFP.

180. **Alignment with other interventions and initiatives.** The project design also demonstrates high alignment with sector leading practice and other initiatives in Rwanda. The Government of Rwanda's participation in both the Global and East African chapters of the School Meals Coalition, through WFP's support, ensures Rwanda both benefits from the exchange of best practices as well as positions the NSFP as a model for other countries. Project activities align with wider United Nations efforts to support the Government in meeting its objectives. The FY24 McGovern-Dole project is also designed to complement other ongoing or planned initiatives in Rwanda, including programming to improve education and WASH outcomes and strengthen smallholder farmer capacity. However, this planned coherence with USAID literacy initiatives now presents a gap in support to project districts, as USAID-funded initiatives have since been discontinued. While WFP and World Vision are still working to identify solutions to find additional support, this unexpected gap in project design may threaten project outcomes, specifically in literacy if sufficient mitigating measures are not identified.

## Effectiveness

**Conclusion:** The FY24 McGovern-Dole project has laid a strong foundation for capacity strengthening and performance management through adoption of the SABER framework, a comprehensive PMP, and robust monitoring systems. Further improvement could be made through the adoption of quality benchmarks for FSQ capacity and time-bound risk mitigation measures, as well as strengthening monitoring systems to enhance the project's adaptive management.

181. **Measuring capacity strengthening.** While there has been no use of a standardized framework to measure government capacity to date (i.e., in previous phases), the FY24 McGovern-Dole project appropriately plans for the use of the World Bank's Healthy SABER framework to monitor progress and performance. An important step in this process will be the SABER baseline and endline assessments.

182. While the project plans to use the SABER framework to evaluate government capacity across the five policy goals, the FY24 project has not yet established quality benchmarks to measure FSQ capacity. While the NSFP operational guidelines include a comprehensive foundation and a robust technical foundation, stakeholders note the difficulty in operationalizing these guidelines in various school contexts. The project design does not yet account for the various levels of "quality" and would benefit from explicit, tiered benchmarks and targets to outline what minimum, standard and optimal implementation involves. The addition of such benchmarks would facilitate monitoring and evaluation and provide additional clarity to schools on acceptable versus excellent standards.



183. **M&E mechanisms and processes.** The FY24 project has established several mechanisms to support cost-effective and timely implementation, including a comprehensive PMP, detailed risk register and foundational monitoring systems. The 2025 Risk Register serves as a tool for risk-informed planning, offering a comprehensive and structured overview of potential internal and external threats, along with mitigation strategies and assigned responsibilities. However, its potential to inform real-time decision-making is limited by the absence of time-bound mitigation timelines.

184. The project's PMP and evaluation plan provide a robust, well-structured framework for tracking results, supporting learning, and ensuring accountability. Together, they establish clear indicators, roles, and methodologies within WFP's corporate monitoring and evaluation system, reinforcing the integration of school feeding into the Country Strategic Plan and ensuring performance management meets both corporate standards and national priorities. The project's monitoring system includes multiple data collection and validation layers—such as monthly reporting, joint monitoring visits, and semi-annual surveys—which provide a solid structure for assessing progress. Furthermore, efforts are underway to strengthen knowledge management practices, including the development of a new M&E strategy for 2025–2029 that prioritizes knowledge management and process documentation. While foundational mechanisms are in place, the timeliness and utility of partner reporting and partners' accountability for M&E need to be addressed to ensure the project is implemented in the most cost-effective and timely manner. Strengthening these systems would enhance the project's ability to adaptively manage resources and improve accountability for results.

185. **Performance target review.** A main objective of this study is to set baseline values for performance indicators and to confirm the LOP targets proposed in the FY24 award agreement. These baseline values will be used as a reference point for midterm and endline analysis, to evaluate progress and impact. The study team has made several recommendations for adjustments to LOP targets based on actual baseline data and analysis of the current context and previous indicator trends: the team finds that 8 of the 52 LOP targets warrant adjustment based on existing data and/or a need for further information to make an informed decision.

186. **Proposed midterm and endline evaluation questions.** Based on baseline findings and conclusions, the study team proposes the following questions be considered for the midterm and endline evaluations.

**Table 15: Proposed midterm and endline evaluation questions**

| OECD-DAC Criteria | Proposed midterm evaluation questions                                                                                                                                                                                                                                                                                                                      | Proposed endline evaluation questions                                                                                                                                                                                                                                                                                                                                                                             |
|-------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Relevance</b>  | <p><b>EQ1.</b> To what extent does the project remain aligned with the Government of Rwanda's evolving priorities for the NSFP, particularly in relation to quality improvement, food safety, and nutrition?</p> <p><b>EQ2.</b> How well does the project address the priority capacity gaps identified at baseline and respond to contextual changes?</p> | <p><b>EQ1.</b> To what extent did the project contribute to addressing the most critical capacity gaps at national and sub-national levels to support the sustainable implementation of the NSFP?</p> <p><b>EQ2.</b> How effectively did the project adapt to contextual shifts (e.g., financing constraints, donor withdrawal) while maintaining alignment with national needs and stakeholder expectations?</p> |
| <b>Coherence</b>  | <p><b>EQ3.</b> How well is the project aligned with national and district-level policies, priorities, and performance frameworks (e.g., NST2, Imihigo)?</p> <p><b>EQ4.</b> How successful was the project in filling gaps left by discontinued initiatives, and what lessons can be drawn for future donor and partner coordination?</p>                   | <p><b>EQ3.</b> To what extent did the project foster coherence across sectors (education, nutrition, agriculture, social protection) and levels of government in the implementation of the NSFP?</p> <p><b>EQ4.</b> How successful was the project in filling gaps left by discontinued initiatives,</p>                                                                                                          |

| OECD-DAC Criteria     | Proposed midterm evaluation questions                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Proposed endline evaluation questions                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|-----------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | and what lessons can be drawn for future donor and partner coordination?                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| <b>Effectiveness</b>  | <p><b>EQ5.</b> To what extent has the project achieved progress toward life-of-project targets and expected outcomes?</p> <p><b>EQ6.</b> How effectively is the SABER framework being applied to assess and monitor government capacity, and what preliminary insights have been generated?</p>                                                                                                                                                                                                                                                                                                                                                              | <p><b>EQ5.</b> To what extent were planned outcomes achieved across the project's key result areas (e.g., capacity strengthening, quality improvement, smallholder linkages)?</p> <p><b>EQ6.</b> How effectively did the SABER framework and other monitoring tools capture improvements in institutional capacity and inform adaptive management?</p>                                                                                                                                                                                                                                                                                                                                          |
| <b>Efficiency</b>     | <p><b>EQ7.</b> How efficient are the current mechanisms for financial management, including budget execution and tracking of expenditures by component?</p> <p><b>EQ8.</b> What are the main operational bottlenecks affecting cost-effectiveness and timeliness, particularly in relation to M&amp;E processes and partner coordination?</p>                                                                                                                                                                                                                                                                                                                | <p><b>EQ7.</b> To what extent did the project achieve cost efficiency in the delivery of its interventions, considering financial inputs relative to outputs across components?</p> <p><b>EQ8.</b> How did improvements (or persistent gaps) in financial tracking, cost-efficiency analysis, and M&amp;E systems affect the project's overall efficiency?</p>                                                                                                                                                                                                                                                                                                                                  |
| <b>Impact</b>         | <p><b>EQ9.</b> What early signs suggest that the project is contributing to systemic improvements in the NSFP, particularly in areas such as government capacity, school meal quality, and smallholder engagement?</p> <p><b>EQ10.</b> Are there any unintended effects—positive or negative—emerging in the implementation of FY24?</p>                                                                                                                                                                                                                                                                                                                     | <p><b>EQ9.</b> What measurable impact has the project had on strengthening national systems for school feeding, including planning, delivery, and monitoring capacities?</p> <p><b>EQ10.</b> To what extent did the project contribute to improved outcomes for key stakeholders, including students, smallholder farmers (especially women), and district authorities?</p>                                                                                                                                                                                                                                                                                                                     |
| <b>Sustainability</b> | <p><b>EQ11.</b> What measures are in place to ensure sustainability of project-supported functions (e.g., district coordinators, FSQ training, monitoring systems) beyond the project's end?</p> <p><b>EQ12.</b> How realistic are government plans to absorb and maintain key school feeding roles and activities in the current financial environment?</p> <p><b>EQ13.</b> To what extent has the implementation of the FY24 project to date facilitated the readiness for the handover to the NSFP to the Government and integration of project schools into the NSFP at the end of the project timeframe? What is the demonstrated national and sub-</p> | <p><b>EQ11.</b> To what extent has the project contributed to the institutional and financial sustainability of the NSFP?</p> <p><b>EQ12.</b> What structures or capacities are now in place to ensure continued delivery of school feeding services without external support?</p> <p><b>EQ13.</b> What is the demonstrated national and sub-national government capacity to manage the NSFP in Rwanda at endline?</p> <p><b>EQ14.</b> What is the demonstrated capacity of smallholder farmers and cooperatives to supply the NSFP at endline?</p> <p><b>EQ15.</b> What are the key institutions (i.e. international, national, provincial/district and local stakeholders) and governance</p> |

| OECD-DAC Criteria | Proposed midterm evaluation questions                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Proposed endline evaluation questions                                                                                                                                                                                                                           |
|-------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                   | <p>national government capacity to manage the NSFP in Rwanda?</p> <p><b>EQ14.</b> What is the demonstrated capacity of smallholder farmers and cooperatives to supply the NSFP at midterm?</p> <p><b>EQ15.</b> What are the key institutions (i.e. international, national, provincial/district and local stakeholders) and governance structures required to effectively deliver, implement, and sustain school meal interventions? What relationship structures among these institutions yield the most successful and effective school meal programs? (<i>USDA Learning Agenda Question</i>)</p> | <p>structures required to effectively deliver, implement, and sustain school meal interventions? What relationship structures among these institutions yield the most successful and effective school meal programs? (<i>USDA Learning Agenda Question</i>)</p> |

## 5.2 LESSONS

187. **Government validation of theory of change.** Validating the theory of change with government stakeholders presents a strategic opportunity to strengthen the project's relevance and alignment with national school feeding policies and goals. While the theory of change has already been revised and validated with cooperating partners, the next step of engaging government counterparts will help ensure full integration with policy priorities, reflect institutional realities, and reinforce shared ownership. Proactively undertaking this process now can build momentum for sustainability, enhance cross-sector coordination, and position the project for a smoother transition to government leadership.

188. **District-disaggregated data.** District-disaggregated information is limited from national data sources, which constrained the ability to conduct robust district-level contextual analysis. While the primary qualitative data collected was rich in detail, it was primarily focused on school-level variations and did not provide sufficient granularity to capture differences across districts. For the FY24 midterm and endline evaluations, it is recommended that the evaluation design incorporate targeted qualitative sampling and data collection strategies that deliberately capture district-level variations. This could include structuring qualitative tools to probe explicitly for district-level perspectives and contextual factors, allowing for further exploration of these themes. Such measures would strengthen the evidence base for differences between continuing districts and districts newly added in FY24.

189. **There is space to improve the validity of attendance data.** The attendance estimates given by school survey respondents have limited validity because they are not systematically corroborated by physical records; moreover, they may reflect an upward bias due to the inclusion of schools with previous project experience. Quantitative attendance data could also be supplemented and partially triangulated by asking students questions about their attendance, and attendance questions could be directed to classroom teachers, who have closer knowledge and better recall of attendance trends in their own classrooms compared to head teachers in administrative roles.

190. **A school survey has limitations for assessing community perceptions.** The accuracy of quantitative findings regarding community views on education is limited because this perception-based information is collected only from teachers – and from a small number of respondents/small-group interviews (n=23). While these data still have value, more accurate data could be obtained by asking parents and other community members directly, in a sample of households from the communities surrounding the schools. Per prioritization discussions and resources permitting, it is worth considering including a parent survey at midterm and endline to provide more realistic data, at least from those two survey rounds. However, we note the discussion and final decision during the baseline study inception phase to not include a parent survey. Hence a simpler and perhaps more cost-effective route would be to assess this indicator using qualitative data, which would also have the advantage of capturing more in-depth nuances

of community perceptions. Nevertheless, the qualitative data alone will not provide sufficient information to quantify the indicator value for reporting in the PMP.

191. **Study timing.** The overlapping timing of the endline evaluation of the FY20 project and the baseline study for the successor FY24 project is atypical. The two exercises would normally be scheduled some months apart but in this case, with the end of the school year fast approaching, there was a joint inception mission for both exercises and a single data collection mission as well. Within and extending from that mission, baseline data collection for FY24 schools was sequenced, analyzed, and reported on first, and endline data collection for FY20 schools was sequenced, analyzed, and reported on thereafter. This schedule allowed WFP to meet donor requirements for a completed FY24 baseline report before FY24 activities commence in September 2025. This joint approach also enabled efficiencies, such as a reduced burden on stakeholders and streamlined travel and data collection for the study team. However, the implications of the near-simultaneous endline and baseline timing are that the FY24 project design did not benefit from the final learnings of the FY20 final evaluation, nor was the most recent information (to appear later in the endline analysis and reporting) fully available to design the baseline study approach. While reporting on the two exercises can be sequenced to meet donor requirements, we would advise an earlier start on WFP's evaluation planning process – including and especially all administrative aspects – to enable a more logical (and less compressed) roll-out of endline and baseline processes, particularly timely analysis. In this way, the findings of one exercise can better inform both the design of the subsequent project and its evaluation.

# Annex 1. Supplemental tables

**Table 16: Complementary education and literacy initiatives in Rwanda**

| Other education and literacy initiatives                                      | Key objectives                                                                                                                                                                                                      | Complementarity to the FY24 project                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|-------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Save the Children's Zero Out of School Project (2023-2027)<sup>1</sup></b> | <p>Improve enrollment and retention in primary school, especially for children with disabilities.</p> <p>Strengthen community engagement, policies, and systems to identify and support out-of-school children.</p> | Complements the FY24 project by addressing financial, physical, structural, and social barriers preventing children from enrolling or remaining in school.                                                                                                                                                                                                                                                                                                                   |
| <b>JICA PRISM (2021-2026)<sup>2</sup></b>                                     | <p>Improve the quality of math and science lessons at the primary level to ensure equitable access to quality education.</p>                                                                                        | Complements the FY24 project's objective to improve student literacy outcomes.                                                                                                                                                                                                                                                                                                                                                                                               |
| <b>JICA Development Policy Loan for the Education Sector<sup>3</sup></b>      | <p>Finance digital transformation in the education sector to ensure equitable access to quality education.</p>                                                                                                      | Supports the FY24 project's objective to improve teachers' instruction through financial support to develop and implement Government Policies to strengthen Teacher Training Colleges (TTC).                                                                                                                                                                                                                                                                                 |
| <b>European Commission<sup>4</sup></b>                                        | <p>Improve access to and quality of early education development by constructing pre-primary classrooms in Rwanda.</p>                                                                                               | The FY24 project activities contribute to the European Commission's objective through the provision of school meals to encourage enrollment for pre-primary students.                                                                                                                                                                                                                                                                                                        |
| <b>UNICEF education initiatives<sup>5</sup></b>                               | <p>Ensure a functional governance system, increase access to education, improve quality of education, and increase equitable education outcomes for boys and girls.</p>                                             | <p>Complements the FY24 project's objectives to improve education outcomes through teacher trainings, community engagement, and the provision of teaching materials and infrastructure.</p> <p>Both WFP and World Vision staff noted that FY24 activities were designed to avoid duplication of any activity implemented by the USAID projects, as USAID project implementation had been expected to continue into FY24. USAID initiatives have since been discontinued.</p> |

| Other education and literacy initiatives          | Key objectives                                                                                                                                                                                                                     | Complementarity to the FY24 project                                                                                                                                                                                                                                                                                                                                                                                                                    |
|---------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>USAID literacy initiatives<sup>6 7 8</sup></b> | <p>Promote home and community literacy (Uburezi Iwacu);</p> <p>Strengthen literacy in early grades and teacher training (Tunoze Gusoma);</p> <p>Expand access to books, reading materials, and education (Ibitabo Kuri Twese).</p> | <p>Designed to complement the FY24 project's literacy goals, USAID projects were discontinued in 2025, creating funding constraints and gaps in literacy support.</p> <p>Both WFP and World Vision staff noted that FY24 activities were designed to avoid duplication of any activity implemented by the USAID projects, as USAID project implementation had been expected to continue into FY24. USAID initiatives have since been discontinued.</p> |

[Save the Children. n.d. Zero Out-of-School Children Project in Rwanda.](#)

<sup>2</sup> [JICA. n.d. JICA Intervention in Education Sector of Rwanda.](#)

<sup>3</sup> [JICA. n.d. JICA Intervention in Education Sector of Rwanda.](#)

<sup>4</sup> [European Commission. 2025. International Partnerships: Republic of Rwanda.](#)

<sup>5</sup> [UNICEF Rwanda. 2025. Programme: Education. Accessed July 2025.](#)

<sup>6</sup> USAID Rwanda. n.d. Uburezi Iwacu: Homes and Communities Fact Sheet.

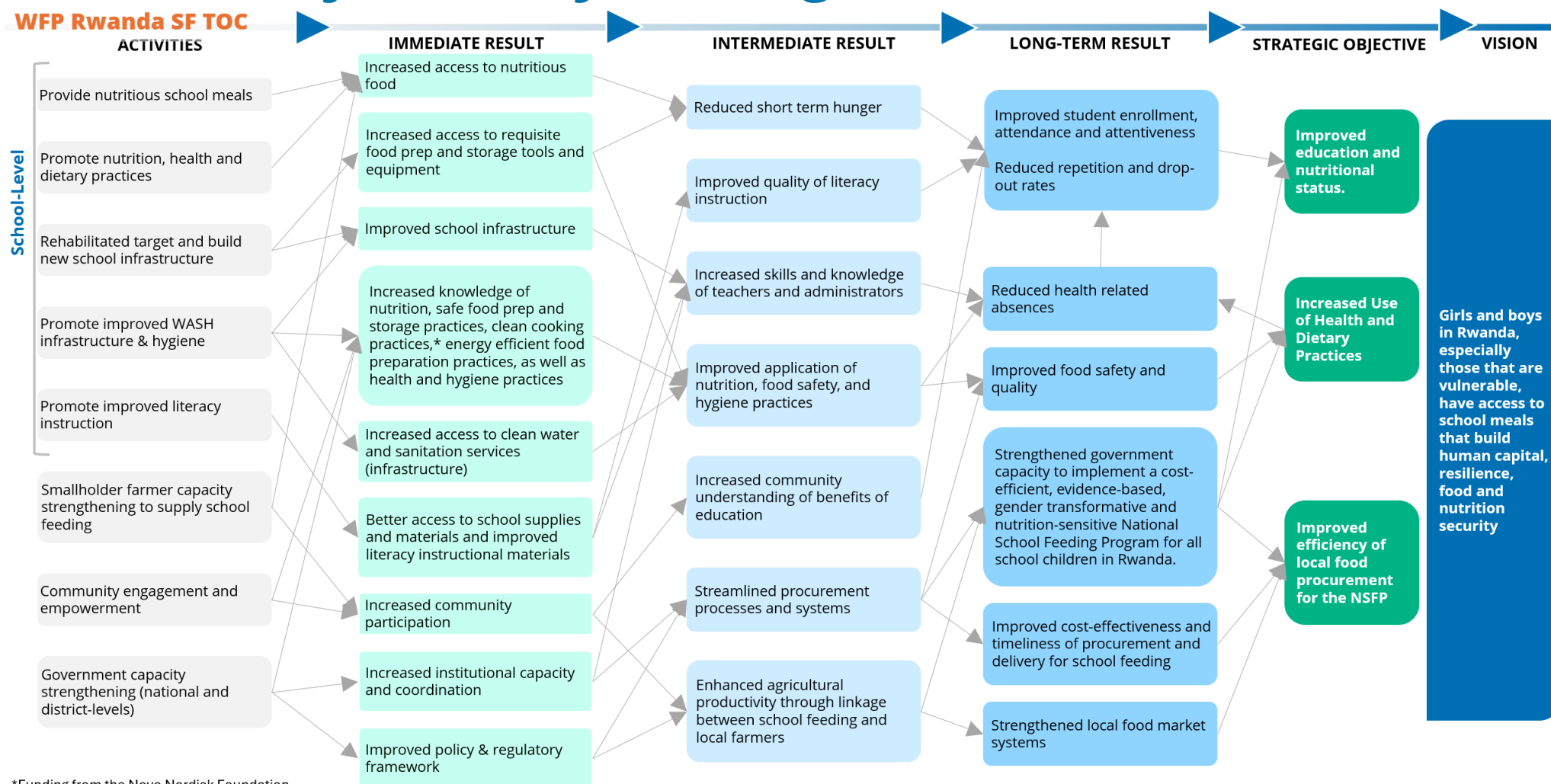
<sup>7</sup> USAID Rwanda. 2024. Tunoze Gusoma: Schools and Systems Fact Sheet. January.

<sup>8</sup> USAID Rwanda. 2024. Ibitabo Kuri Twese: Teaching and Learning Materials Market Systems Development Fact Sheet. January.



# Annex 2. Project theory of change

## WFP Rwanda SF TOC



\*Funding from the Novo Nordisk Foundation

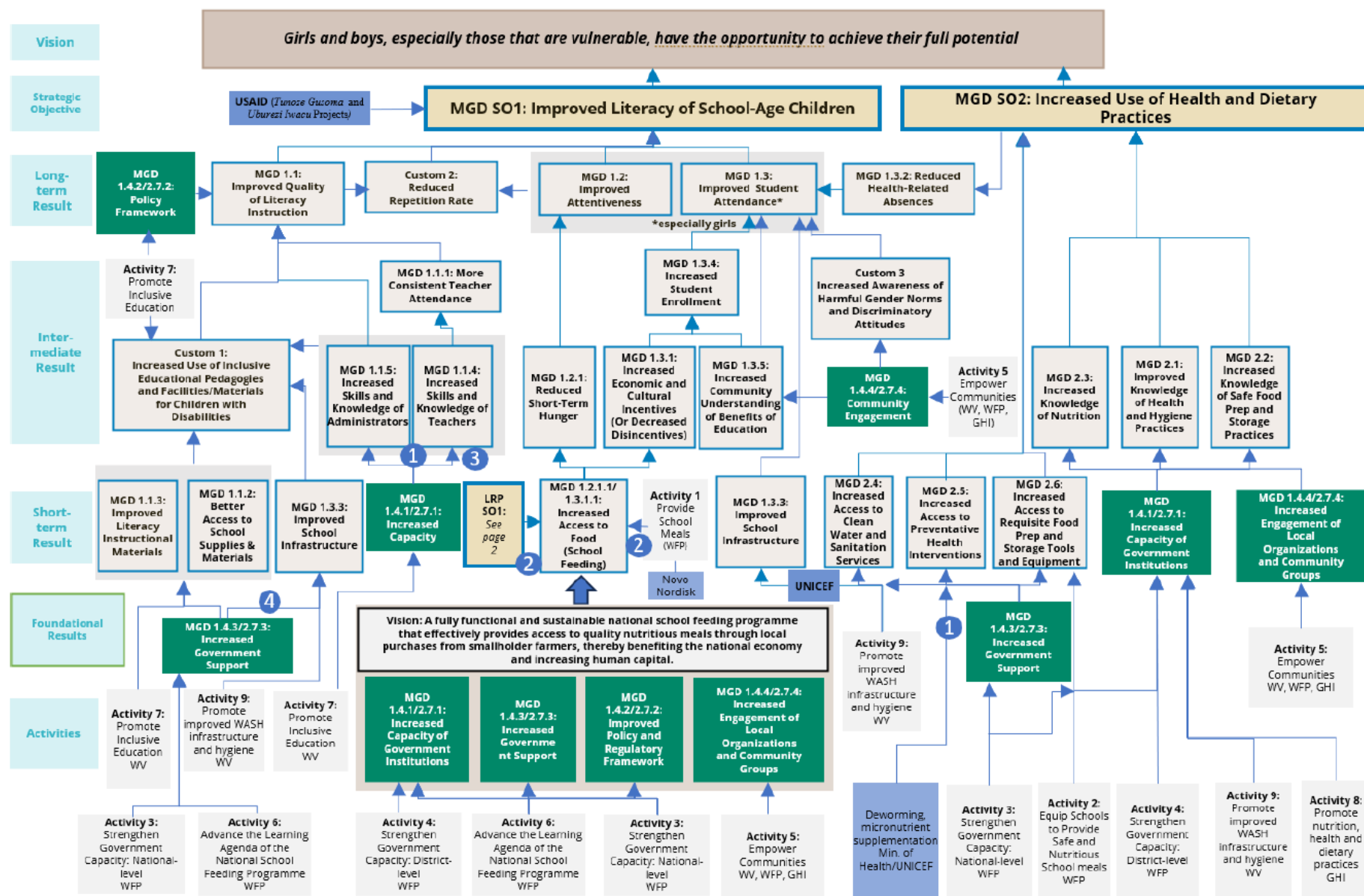
### Assumptions

- The Government of Rwanda remains committed to supporting school feeding policies and funding.
- No major economic or natural shocks disrupt food supply and program implementation.
- Effective coordination among stakeholders ensures efficient execution of the program.

- Continued ability of government, partners, and communities to provide complementary resources.
- The Government continues to address low teacher retention and student-teacher ratios.
- The Government avails necessary school infrastructure and equipment.
- WFP trusted and perceived as a contributor to the NSFP.

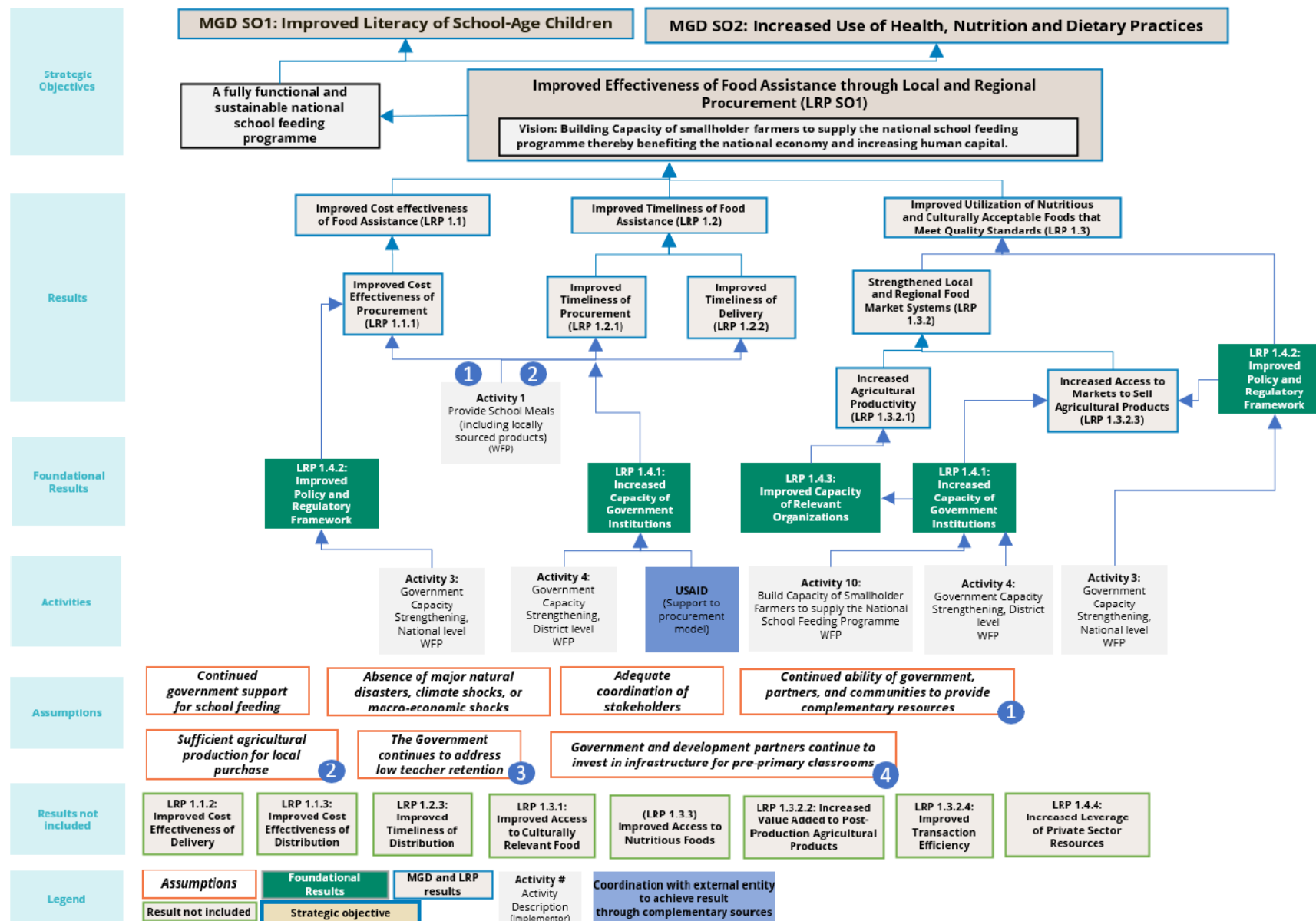
Source: WFP Rwanda CO

# Annex 3. McGovern Dole results framework



Source: McGovern-Dole Results Framework shared by the WFP Rwanda CO

# Annex 4. LRP results framework



## Annex 5.FY24 project activities

192. This annex details the activities to be implemented in the FY24 project.<sup>218</sup>

193. **Provide nutritious school meals.** WFP will support the NSFP by providing fortified rice through USDA in-kind donations and locally procured fortified maize meal and beans for 60,000 children annually (75,000 over the life of the project) across the five project districts. The ration will be complemented by fresh foods from parent contributions, in line with national operational guidelines. WFP will enhance the sustainability of the NSFP through increased involvement of local suppliers, including smallholder farmers.

194. **Equip schools to prepare safe and nutritious meals.** WFP will assess needs in the 40 new FY24 cycle schools (Group 3) to guide kitchen, storeroom, and firewood construction using national designs, and provide schools with non-food items such as pots, cutlery, pallets, and scales. Repairs and non-food items will be replenished as needed in the 32 continuing schools from FY20 (Group 2). With government partners, WFP will train district master trainers to deliver standardized trainings on food safety, nutrition, procurement, and governance, who will in turn train a total of 832 education officers/inspectors and deans or head teachers, who will further conduct sector-wide training, reaching participants in 640 schools.

195. **Strengthen central government capacity.** WFP will support the rollout of Rwanda's National School Feeding Policy and Financing Strategy by developing an implementation plan, integrating school feeding into the annual budget expenditure analysis with MINEDUC and UNICEF, and leveraging evidence on economic impacts to advocate for increased funding. WFP will engage ministries and Parliament on a potential school feeding law. WFP will also strengthen institutional coordination through existing platforms and second staff across key ministries to support planning, implementation, and smallholder farmer engagement. To build long-term capacity, WFP will formalize school feeding training into courses, support implementation of the new procurement model, and develop technical food safety standards and materials for scale-up in collaboration with the Board and the Authority. The School Data Management System will be improved through updated indicators, inspection tools, and inclusion in annual education statistics. WFP will also enhance the complaints and feedback mechanism.

196. **Strengthen local government capacity.** WFP will second one staff member to each of the five supported districts to serve as school feeding coordinators for the duration of the project. In coordination with MINEDUC and MINALOC, WFP will also second 23 additional coordinators to the remaining districts for up to two years, after which the Government will assume responsibility through a phased transition. WFP will help districts integrate harmonized indicators into *Imihigo*, set targets, and develop action plans. Procurement efficiency will be strengthened through national-level guideline sessions, vocational training and certification, and annual trainings for district procurement committees. WFP will prepare districts for LRP bean procurement and provide quality test kits. A transition strategy will be developed in Year 2 to guide government handover in Year 5, ensuring budgets, infrastructure, and tools are in place.

197. **Empower communities.** WFP, World Vision, and GHI will coordinate to engage communities, leveraging existing forums and village meetings. WFP will work with local leaders to integrate school feeding into *Imihigo* performance plans and promote community awareness of school feeding, education, and nutrition. World Vision will train 710 community leaders (50 percent women) as mobilizers and use radio and community forums to promote education, particularly for girls. It will also train health and sanitation officials and 852 Community Health Club members to promote hygiene and establish or strengthen Water User Committees to maintain school WASH infrastructure. GHI will train 204 local leaders and health workers as nutrition champions using harmonized materials developed with the Government. GHI will lead behavior change efforts through Parents' Days, student-led activities, and broader platforms to promote child nutrition.

198. **Advance the NSFP learning agenda.** WFP will support a capacity assessment of the national programme through a government-led Healthy Systems Approach for Better Education Results (SABER) baseline in Year 2, followed by a targeted capacity strengthening plan and an endline in Year 5. WFP will also support a national school feeding survey to assess implementation and build government capacity to monitor progress independently. To document the impact of school feeding, WFP will support a

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<sup>218</sup> WFP. n.d. FY24 McGovern-Dole Project Proposal: Plan of Operations and Activities.

government-led performance evaluation in Year 3 and co-fund studies on dropout, retention, and repetition. WFP will also lead a Value for Money study and a Local Economy-Wide Impact Evaluation to demonstrate the program's broader social and economic benefits.

199. **Promote education.** World Vision will use USAID's Reading MATTERS Framework and Universal Design for Learning to strengthen pre-primary and lower primary education. Each of the 72 schools will receive at least 45 reading materials and early childhood education toys. Remedial learning will be implemented in all schools, with over 40,000 materials distributed and reading-buddy strategies promoted through annual competitions. World Vision will support English instruction and advocate for validation of the National Literacy Policy. The policy will formerly establish literacy as a national cross-sectional priority and provide a government strategy to improve literacy as a foundation for learning.

200. **Promote nutrition, health, and dietary practices.** GHI will support all 72 schools to establish and maintain school gardens as learning sites, with seed packages distributed three times per year in line with the agriculture seasons. FY20 schools will receive seeds through 2027, while new schools will receive seeds through 2029. GHI will support seed banks and seed multiplication and will update the national school garden manual with partners. Through a Training of Trainers model, 472 staff from new schools will be trained in nutritious agriculture, with biannual refresher training and materials provided to all schools. GHI will lead annual garden competitions and promote Nutrition Oversight Committees with representation of women and men. All 8,502 pre-primary children will undergo routine growth monitoring during Maternal and Child Health Weeks.

201. **WASH activities.** World Vision will construct eight disability-accessible ventilated improved pit latrines and eight menstrual hygiene management rooms and install rainwater tanks in new FY24 schools in Years 2-3. Four schools will be connected to nearby water systems, with filters provided if needed. World Vision will train Hygiene and Sanitation Committee members to cascade training to schoolteachers using the WASH UP! and School-Based Environmental Health Promotion Program models. Menstrual Hygiene Management rooms will serve as safe spaces for girls, and 142 female teachers will be trained in menstrual health. WFP will collaborate with UNICEF and government partners to strengthen coordination, develop standards, and create a costed roadmap for universal access to water, sanitation, and hygiene in schools.

202. **Smallholder farmer capacity building.** Through government structures, WFP will strengthen the technical capacity and governance of 57 smallholder farmer cooperatives across 10 districts.<sup>219</sup> Seconded staff will coordinate technical support to district agronomists, with training focused on Good Agricultural Practices and Post-Harvest Handling. Manuals will be revised in Years 1-2 to include weather-smart practices, followed by trainings led by the Ministry of Agriculture and district agronomists in Year 4. Regarding cooperative governance, WFP and MINICOM will train district officers and cooperative leaders on financial management, marketing, and contracting, with refresher training and annual coordination workshops across all 10 districts. To improve smallholder access to the NSFP, WFP and MINICOM will lead linkage sessions between farmer organizations, districts, and schools from Years 2-5. Sessions will focus on building supplier capacity and closing gaps in participation between women and men, with specific targets to measure economic benefits to female smallholders.

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<sup>219</sup> The ten districts include the five FY24 project districts, four FY20 districts (Karongi, Rutsiro, Nyamagabe, Nyaruguru) and Muhanga district. Muhanga district was included due to its proximity to project districts and strong agricultural yields.



# Annex 6. Summary terms of reference

The terms of reference are available on the WFP website at this link: [Terms of Reference](#)

## Baseline Study of USDA McGovern Dole Award for WFP Sustainable School Feeding Programme in Rwanda (2024-2029)

*The WFP RWCO is commissioning a baseline study, for the **FY 2025-2029** McGovern-Dole programme award in support of WFP McGovern-Dole Programme activities in Rwanda for fiscal year (FY) 2024, to be evaluated from the period January to September 2025, to collect data for indicators suitable for both monitoring and evaluation. This data will inform project implementation and provide context for future evaluations.*

### Subject and focus of the evaluation

The FY24 baseline will be undertaken concurrently with the FY20 endline and will be completed during the first ten months of the award and prior to activities in new districts by contracted, independent external evaluators.

The FY24 project will support 75,000 learners across the life of project in the last three FY20 districts (Burera, Gasabo, Kayanza) as well as two highly food insecure districts (Ngororero and Nyamasheke) yet to benefit from McGovern-Dole assistance. WFP will use USDA support to strengthen governance structures and capacities to ensure a successful transition to full national ownership by 2029 and support complementary, transformative interventions for nutrition, health, literacy, WASH, smallholder farmer capacity strengthening, altogether aiming to improve child wellbeing, build human capital, and facilitate government ownership of high-quality universal school feeding.

### Key evaluation questions

The evaluations proposed will systematically employ the standard evaluation criteria of Relevance, Effectiveness, Efficiency, Impact and Sustainability.

The evaluation will take a programme theory approach based on the results framework. It will

The targeted districts for this phase were selected together with Rwanda's Ministry of Education, Ministry of Local Government and Districts; and considered food security, nutrition and WASH indicators in the 5th Population and Housing Census (2022), Demographic and Health Survey (2020), Comprehensive Food Security and Vulnerability Analysis (2021), Education Statistics (2023), Human Capital Index report (2020) and Annual District performance report (2021/2022).

The FY20 endline and FY24 baseline data collection have been combined to avoid respondent fatigue and streamline the two exercises. The evaluators will collect data from the three continuing FY20 project districts and two new districts during the combined endline/baseline data collection exercise, including conducting an Early Grade Reading Assessment in the new FY24 and remaining FY20 districts.

### Objectives and stakeholders of the evaluation

WFP evaluations serve the dual and mutually reinforcing objectives of accountability and learning.

The baseline study will seek the views of, and be useful to, a range of WFP's internal and external stakeholders and presents an opportunity for national, regional and corporate learning. More weight will be given to the learning objective considering that the Evaluation findings will be used to build and transition the McGovern-Dole programme into the national school feeding programme (NSFP). The evaluation reports will be presented to USDA for accountability purposes.

draw on the existing body of documented data as far as possible and complement and triangulate this with information to be collected in the field.

Some key questions include the following:



- How relevant is the project design in contributing towards a sustainable, effective implementation of the National School Feeding Programme (NSFP) vis-à-vis the Government's readiness and capacities to manage the National School Feeding Programme?
- How coherent are the proposed activities with existing policies and strategies of the Government of Rwanda?
- How will the project's interventions, including capacity strengthening, be measured to determine if they have produced the anticipated results and outcomes?

## Scope, methodology and ethical considerations

The baseline will cover all activities to be implemented through the Phase 3 McGovern Dole funding. The final evaluation (2028) will build upon this baseline study and the mid-term evaluation to assess the project's success and impact regarding McGovern-Dole's three strategic objectives (Improved Literacy, Increased Use of Health and Dietary Practices and Improved Effectiveness of Food Assistance through Local and Regional Procurement).

The evaluations will adopt a mixed methods approach and a variety of primary and secondary sources, including key informant interviews, surveys, and focus groups discussions as well as a review of the quantitative data from the monitoring data from on-going programme implementation. Systematic triangulation across different sources and methods will be carried out to validate findings and avoid bias in the evaluative judgement.

## Roles and responsibilities

**EVALUATION TEAM:** will conduct the evaluation under the direction of its team leader and in close communication with the WFP CO evaluation manager. The team will have a balance of men and women and be multi-national, with appropriate skills to assess dimensions related to access and expertise in School Feeding, WASH, Primary Education, and Small Holder Farmer support. All team members should have strong analytical and communication skills, evaluation experience and some familiarity and/or recent work experience in Rwanda.

**EVALUATION MANAGER:** main focal point for these evaluations (Veronica). The Evaluation Manager (EM) will manage the evaluation process through all phases including drafting this Terms of Reference (TOR), ensuring quality assurance mechanisms are operational and consolidating/sharing comments on draft TOR, inception and evaluation reports with the evaluation team.

An **Internal Evaluation Committee** chaired by the Deputy Country Director will be formed as part of ensuring the independence and impartiality of the evaluations. It will be comprised of a cross-section of WFP stakeholders from relevant business areas at different WFP levels to review and provide feedback on evaluation products.

An **External Reference Group** with representation from WFP country office, Regional Bureau, Government partners, UN agencies and NGO partners will be formed to support a credible, transparent, impartial and quality evaluation process in accordance with WFP Evaluation Policy 2016-2021 and UNEG norms and standards. ERG members review and comment on draft inception report, baseline report, midline and endline evaluation reports.

**STAKEHOLDERS:** WFP stakeholders at country, regional and HQ level are expected to engage throughout the evaluation process to ensure a high degree of utility and transparency. External stakeholders, such as beneficiaries, government, donors, implementing partners and other UN agencies will be consulted during the evaluation process.

## Communication

Preliminary findings will be shared with WFP stakeholders in the Country Office, the Regional Bureau, Headquarters and USDA.

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Evaluation findings will be actively disseminated by WFP Rwanda CO, and the final evaluation report will be publicly available on WFP's website.

## Timing and key milestones (endline)

**Inception Phase:** January-May 2025

**In-country data collection:** May-June 2025

**Remote Debriefing:** Early June 2025

**Reports:** July 2025

**Presentation to USDA:** September 2025

## Annex 7. Performance indicators overview

| Performance Indicator                                                                                                                                                 | Result                                                    | Data Source                                                   | Data Collection Method/Approach                                                                                           | Disaggregation    | When is data collected?                                            | Who conducts data collection?          |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------|---------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------|-------------------|--------------------------------------------------------------------|----------------------------------------|
| <b>McGovern-Dole Standard Indicators</b>                                                                                                                              |                                                           |                                                               |                                                                                                                           |                   |                                                                    |                                        |
| 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 SO1: Improved Literacy of School Age Children         | Baseline, Midterm and Endline reports                         | EGRA                                                                                                                      | Sex: Male, Female | Baseline, Midterm and Endline                                      | External evaluation firm: <b>TANGO</b> |
| Average student attendance rate in USDA supported classrooms/schools                                                                                                  | MGD 1.3: Improved Student Attendance                      | Semi-annual surveys                                           | Review of school registers; Student data from school and teacher attendance records                                       | Sex: Male, Female | Biannual                                                           | WFP                                    |
| Number of teaching and learning materials provided as a result of USDA assistance                                                                                     | MGD 1.1.2: Better Access to School Supplies and Materials | Semi-annual reports from World Vision                         | Review of project records and reports; school administrator/ teacher records                                              | None              | Biannual                                                           | WFP, World Vision                      |
| Number of teachers/educators/teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools as a result of USDA assistance | MGD 1.1.4: Increased Skills and Knowledge of Teachers     | Field visit reports and semi-annual reports from World Vision | Direct observations with standards form; Literacy Boost Assessment Tool/ Measuring Evidence of Quality Achievement (MECA) | Sex: Male, Female | At time of training, aggregated reporting will take place annually | WFP, World Vision                      |
| Number of teachers/educators/teaching assistants trained or                                                                                                           | MGD 1.1.4: Increased Skills and                           | Attendance lists and training reports, semi-                  | Review of project participants training                                                                                   | Sex: Male, Female | At time of training, aggregated                                    | WFP, World Vision                      |

| Performance Indicator                                                                                                                         | Result                                                                                                 | Data Source                                                                            | Data Collection Method/Approach                                                                           | Disaggregation                                                                           | When is data collected?                                              | Who conducts data collection?                 |
|-----------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------|----------------------------------------------------------------------|-----------------------------------------------|
| certified as a result of USDA assistance                                                                                                      | Knowledge of Teachers                                                                                  | annual reports from World Vision                                                       | records and reports, attendance forms                                                                     |                                                                                          | reporting will take place biannually                                 |                                               |
| Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance | MGD 1.1.5: Increased Skills and Knowledge of School Administrators                                     | Field visit reports and semi-annual reports from World Vision                          | Program observations, interviews, site visits, and reports.                                               | Sex: Male, Female                                                                        | Monthly monitoring, aggregated reporting will take place annually    | WFP, World Vision                             |
| Number of school administrators and officials trained or certified as a result of USDA assistance                                             | MGD 1.1.5: Increased Skills and Knowledge of School Administrators                                     | Attendance lists and training reports, semi-annual reports from World Vision           | Review of project participants training records and reports, attendance forms                             | Sex: Male, Female                                                                        | At time of training, aggregated reporting will take place biannually | WFP, World Vision                             |
| Number of educational facilities (improved water sources, kitchens, storerooms) rehabilitated/constructed as a result of USDA assistance      | MGD 1.3.3/2.4: Improved School Infrastructure/ Increased Access to Clean Water and Sanitation Services | Observation, records and reports                                                       | Observation or review of school records; semi-annual survey                                               | Type of Facility: Kitchens, cook areas; Improved water sources; Latrines                 | Biannual                                                             | WFP, World Vision                             |
| Number of students enrolled in school receiving USDA assistance                                                                               | MGD 1.3.4: Increased Student Enrolment                                                                 | Semi-annual surveys                                                                    | Review of school records, student data from School Data management System                                 | School Level: Pre-Primary; Sex: Male, Female<br>School level: Primary; Sex: Male, Female | Biannual                                                             | WFP                                           |
| Number of policies, regulations, or administrative procedures in each of the following stages of development as a result of USDA assistance   | MGD 1.4.2/2.7.2: Improved Policy and Regulatory Framework                                              | Progress reports, Sector Working Group reports, policy analysis reports, media digests | Policy analysis, desk review, context analysis, SWG and thematic working group reports, capacity building | Type of Policy: Educational, Child Health and Nutrition                                  | Annual                                                               | WFP, Ministry of Education, World Vision, GHI |

| Performance Indicator                                                                                                                                           | Result                                                                      | Data Source                                                                                                               | Data Collection Method/Approach                                                                                                                     | Disaggregation                                                                                    | When is data collected?                                                                 | Who conducts data collection?                 |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------|-----------------------------------------------|
|                                                                                                                                                                 |                                                                             |                                                                                                                           | reports, media digest reports, cabinet decisions, etc.                                                                                              | Stages: Stage 1, Stage 2, Stage 3, Stage 4, Stage 5                                               |                                                                                         |                                               |
| Value of new United States Government (USG) commitments, and new public and private sector investments leveraged by USDA to support food security and nutrition | MGD 1.4.3/1.4.4: Increased Government Support                               | Partnership records, memorandum of understanding (MoUs), Sector Working Group reports, government reports, press releases | Review of partnership records/agreements, desk review, context analysis, SWG and thematic working group reports, government reports, press releases | Type of investment amount: Host Government amount, Private sector amount, other government amount | Annual                                                                                  | WFP, Ministry of Education, World Vision, GHI |
| Number of Parent-Teacher Associations (PTAs) or similar “school” governance structures supported as a result of USDA assistance                                 | MGD 1.4.3/1.4.4: Increased Government Support                               | Semi-annual reports from World Vision, semi-annual surveys                                                                | Review of project, school and/or administrative records; interviews with schoolteachers and administrators during semi-annual surveys               | None                                                                                              | Biannual                                                                                | WFP, World Vision                             |
| Quantity of take-home rations provided (in metric tons) as a result of USDA assistance                                                                          | MGD 1.4.4: Increased Engagement of Local Organizations and Community Groups | Surveys, distribution reports                                                                                             | Program observations, interviews, site visits, reports                                                                                              | Commodity type                                                                                    | At time of take-home ration distribution, aggregated reporting will take place annually | WFP                                           |
| Number of individuals receiving take-home rations                                                                                                               | MGD 1.2.1,1.3.1<br>1.2.1.1/1.3.1.1: Reduced Short-                          | Surveys, distribution reports                                                                                             | Program observations,                                                                                                                               | Duration: New, continuing                                                                         | At time of take-home ration distribution, aggregated                                    | WFP                                           |

| Performance Indicator                                                                                                 | Result                                                                                                                                              | Data Source                                                        | Data Collection Method/Approach                                                                                         | Disaggregation                                    | When is data collected?            | Who conducts data collection?                |
|-----------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------|------------------------------------|----------------------------------------------|
| as a result of USDA assistance                                                                                        | Term Hunger/Increased Economic and Cultural Incentives/ Increased Access to Food (School Feeding)                                                   |                                                                    | interviews, site visits, reports                                                                                        | Type of Beneficiary: Male student, Female student | reporting will take place annually |                                              |
| Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance | MGD 1.2.1,1.3.1<br>1.2.1.1/1.3.1.1: Reduced Short-Term Hunger/Increased Economic and Cultural Incentives/ Increased Access to Food (School Feeding) | Semi-annual survey                                                 | Semi-annual survey to count total number of meals                                                                       | None                                              | Biannual                           | WFP                                          |
| Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance   | MGD 1.2.1,1.3.1<br>1.2.1.1/1.3.1.1: Reduced Short-Term Hunger/Increased Economic and Cultural Incentives/ Increased Access to Food (School Feeding) | Semi-annual survey                                                 | Semi-annual survey to count total number of school-age children receiving school meals, through report and program data | Sex: Male, Female<br>Duration: New, Continuing    | Biannual                           | WFP                                          |
| Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance      | MGD 1.2.1,1.3.1<br>1.2.1.1/1.3.1.1: Reduced Short-Term                                                                                              | Programme participant administrative records and reports, detailed | Review of program participant administrative records and                                                                | Sex: Male, Female<br>Duration: New, Continuing    | Annual                             | WFP, World Vision, GHI, Cooperating Partners |

| Performance Indicator                                                                                                       | Result                                                                                                                                                                                                                               | Data Source                                         | Data Collection Method/Approach                                                                   | Disaggregation    | When is data collected?                                               | Who conducts data collection?            |
|-----------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------|---------------------------------------------------------------------------------------------------|-------------------|-----------------------------------------------------------------------|------------------------------------------|
|                                                                                                                             | Hunger/Increased Economic and Cultural Incentives/ Increased Access to Food (School Feeding)                                                                                                                                         | list of all participants                            | cooperating partners reports                                                                      |                   |                                                                       |                                          |
| Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance        | MGD 1.2.1,1.3.1 1.2.1.1/1.3.1.1, 2.5: Reduced Short-Term Hunger/Increased Economic and Cultural Incentives/ Increased Access to Food (School Feeding)/Improved Effectiveness of Food Assistance Through Local & Regional Procurement | Semi-annual reports from World Vision and GHI       | Program observations, interviews, site visits, reports                                            | Sex: Male, Female | Biannual                                                              | WFP, World Vision, GHI                   |
| Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance | MGD SO2: Increased use of Health, Nutrition and Dietary Practices                                                                                                                                                                    | Program reports, semi-annual surveys                | Review of program and activity reports; interviews and site visits as part of semi-annual surveys | Sex: Male, Female | Annual                                                                | WFP, Government and Cooperating Partners |
| Number of individuals trained in safe food preparation and storage as a result of USDA assistance                           | MGD SO2: Increased Knowledge of Safe Food Prep and Storage Practices                                                                                                                                                                 | Training reports, participants records and database | Review of training reports, participant records and database, attendance lists                    | Sex: Male, Female | At time of trainings, aggregated reporting will take place biannually | WFP, Government partners                 |



| Performance Indicator                                                                                                     | Result                                                                                        | Data Source                                                                       | Data Collection Method/Approach                                                                                                       | Disaggregation                                                                                                                                                                                                | When is data collected?                                               | Who conducts data collection?                   |
|---------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------|-------------------------------------------------|
| Number of individuals trained in child health and nutrition as a result of USDA assistance                                | MGD SO2: Increased Knowledge of Safe Food Prep and Storage Practices                          | Attendance lists, training reports, semi-annual reports from World Vision and GHI | Review of programme participant training records and reports, detailed training lists                                                 | Sex: Male, Female                                                                                                                                                                                             | At time of trainings, aggregated reporting will take place biannually | WFP, World Vision, GHI                          |
| Number of children under five (0-59 months) reached with nutrition-specific interventions through USDA-supported programs | MGD 2.3: Increased Knowledge of Nutrition, Improved Knowledge of Health and Hygiene Practices | Programme records and beneficiary tracking tool                                   | Review of programme participant tracking records and reports                                                                          | Sex: Male, Female<br>Intervention: Number of children under 5 whose parents/caretakers received behaviour change communication interventions that promote essential infant and young child feeding behaviours | Annual                                                                | WFP, GHI                                        |
| Number of schools using an improved water source                                                                          | MGD 2.3: Increased Knowledge of Nutrition                                                     | Semi-annual reports from World Vision, semi-annual surveys                        | Review of project, school and/or administrative records, interviews with schoolteachers and administrators during semi-annual surveys | None                                                                                                                                                                                                          | Biannual                                                              | WFP, World Vision                               |
| Number of schools with improved sanitation facilities                                                                     | MGD 2.4: Increased Access to Clean Water and Sanitation Services                              | Semi-annual reports from World Vision, semi-annual surveys                        | Review of project, school and/or administrative records, interviews with schoolteachers and administrators                            | None                                                                                                                                                                                                          | Biannual                                                              | WFP M&E team, School feeding team, World Vision |

| Performance Indicator                                              | Result                                                                                                                                                                                          | Data Source                                                                                        | Data Collection Method/Approach                                                                                            | Disaggregation                                                                                                                                                                                                                                                                                         | When is data collected? | Who conducts data collection? |
|--------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------|-------------------------------|
|                                                                    |                                                                                                                                                                                                 |                                                                                                    | during semi-annual surveys                                                                                                 |                                                                                                                                                                                                                                                                                                        |                         |                               |
| Number of students receiving deworming medication(s)               | MGD 2.5: Increased Access to Preventative Health and Interventions                                                                                                                              | National health data records, school/health facility records, semi-annual surveys, project reports | Review of national health data records, school/ health facility records, semi-annual surveys, project records and database | None                                                                                                                                                                                                                                                                                                   | Biannual                | WFP, Government partners      |
| Number of individuals participating in USDA food security programs | MGD SO1/SO2: Improved Literacy of School Age Children, Increased Use of Health, Nutrition and Dietary Practices; Improved Effectiveness of Food Assistance through Local & Regional Procurement | Programme progress reports and data, semi-annual reports from World Vision and GHI                 | Review of programme participant tracking records and reports                                                               | Sex: Male, Female<br>Type of Individual: People in government (Male/ Female), School-aged children (Male/ Female), Cooks (Male/ Female), Storekeepers (Male/ Female), Teachers (Male/Female), Administrators (Male/Female), People in Civil Society (Male/ Female), Smallholder farmers (Male/ Female) | Annual                  | WFP, World Vision, GHI        |

| Performance Indicator                                                                                       | Result                                                                                                                                                                                          | Data Source                                        | Data Collection Method/Approach                                          | Disaggregation                                                   | When is data collected? | Who conducts data collection?                |
|-------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------|--------------------------------------------------------------------------|------------------------------------------------------------------|-------------------------|----------------------------------------------|
| Number of individuals benefiting indirectly from USDA-funded interventions                                  | MGD SO1/SO2: Improved Literacy of School Age Children, Increased Use of Health, Nutrition and Dietary Practices; Improved Effectiveness of Food Assistance through Local & Regional Procurement | Secondary data from government and project records | Review of programme participant beneficiary tracking records and reports | None                                                             | Annual                  | WFP                                          |
| Number of schools reached as a result of USDA assistance                                                    | MGD SO1/SO2: Improved Literacy of School Age Children, Increased Use of Health, Nutrition and Dietary Practices; Improved Effectiveness of Food Assistance through Local & Regional Procurement | Semi-annual surveys                                | Review of program records and national School Data Management System     | None                                                             | Biannual                | WFP, Ministry of Education, Local Government |
| <b>LRP Standard Indicators</b>                                                                              |                                                                                                                                                                                                 |                                                    |                                                                          |                                                                  |                         |                                              |
| Cost of transport, storage and handling of commodity procured as a result of USDA assistance (by commodity) | LRP 1.1: Improved Cost-Effectiveness of Food Assistance                                                                                                                                         | Program records and reports, WFP database          | Review of project records and database                                   | Commodity type: Commodity procured (fortified maize meal, beans) | Biannual                | WFP                                          |

| Performance Indicator                                                                           | Result                                                                                                                                                                                                                                                             | Data Source                                                     | Data Collection Method/Approach                                                                                                                                              | Disaggregation                                                                                                                                         | When is data collected? | Who conducts data collection?                                                                                                        |
|-------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------|--------------------------------------------------------------------------------------------------------------------------------------|
| Cost of commodity procured as a result of USDA assistance (by commodity and source country)     | LRP 1.1.1: Improved Cost-Effectiveness of Food Assistance                                                                                                                                                                                                          | Program records and reports, WFP database                       | Review of project records and database                                                                                                                                       | Source Country: Rwanda<br>Commodity type: Commodity procured (fortified maize meal, beans)                                                             | Biannual                | WFP                                                                                                                                  |
| Quantity of commodity procured as a result of USDA assistance (by commodity and source country) | LRP 1.3.2/1.3/1.3.3/1.3.1: Strengthened Local and Regional Food Market Systems, Improved Utilization of Nutritious and Culturally Acceptable Foods that Meet Quality Standards, Improved Access to Nutritious Food, Improved Access to Culturally Acceptable Foods | Program records and reports, WFP database, distribution reports | Review of project records and database, distribution reports                                                                                                                 | Source Country: Rwanda<br>Commodity type: Commodity procured (fortified maize meal, beans)                                                             | Biannual                | WFP, Government of Rwanda partners                                                                                                   |
| Value of annual sales of farms and firms receiving USDA assistance                              | LRP1.3.2.1: Increased Agricultural Productivity                                                                                                                                                                                                                    | Annual Sales recorded by supported farmers, project reports     | Review of recorded sales data and/or farm records, project records, comparison with production data in seasonal agriculture survey conducted by NISR and annual Market Study | First Level: Type of commodity (maize, beans)<br>Second Level: Type of producers/firms (producer – smallholder)<br>Third Level: Sex of producer (Male, | Annual                  | WFP, Government (Rwanda Cooperative Agency (RCA), MINICOM, Rwanda Agriculture and Animal Resources Development Board (RAB), MINAGRI) |

| Performance Indicator                                                                                                                        | Result                                                                                                                                                 | Data Source                                                               | Data Collection Method/Approach                                                                                                                                              | Disaggregation                                                                                                                                                                                     | When is data collected?                                               | Who conducts data collection?                                                          |
|----------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------|----------------------------------------------------------------------------------------|
|                                                                                                                                              |                                                                                                                                                        |                                                                           |                                                                                                                                                                              | Female), Age (15-29, 30+, mixed)                                                                                                                                                                   |                                                                       |                                                                                        |
| Volume of commodities sold by farms and firms receiving USDA assistance                                                                      | LRP1.3.2.1/1.3.2.3: Increased Agricultural Productivity/ Increased Access to Markets to Sell Agricultural Products                                     | Annual volume of commodities recorded by supported farms, project reports | Review of recorded sales data and/or farm records, project reports, comparison with production data in seasonal agriculture survey conducted by NISR and annual Market Study | First level: Commodity Type- maize, beans<br>Second level: Type of Producer - smallholder,<br>Third level: Sex of producer or proprietor(s)- Male, female"                                         | Annual                                                                | WFP and Government Partners (RCA, MINICOM, RAB, MINAGRI)                               |
| Number of individuals who have received short-term agricultural sector productivity or food security training as a result of USDA assistance | LRP 1.4.3: Improved Capacity of Relevant Organizations                                                                                                 | Training reports, progress reports, attendance lists                      | Review of training reports, progress reports, attendance lists, and training database                                                                                        | Sex: Male, Female<br>Duration: New, Continuing<br>Type of Individual: Producers, People in Government                                                                                              | At time of trainings, aggregated reporting will take place biannually | WFP and Government Partners (RCA, MINICOM, RAB, MINAGRI, Rwanda Standards Board (RSB)) |
| Number of individuals in the agriculture system who have applied improved management practices or technologies with USDA assistance          | LRP 1.4.3/1.3.2.1/ 1.3.2.2: Improved Capacity of Relevant Organizations, Increased Agricultural Productivity, Increased Value Added to Post-Production | Survey                                                                    | Review of sample survey of participants (cooperative members or smallholder farmers)                                                                                         | First Level: Value chain actor type: Smallholder producers, people in Government<br>Second Level: Sex: male, Female<br>Management practice or technology: Soil-related fertility and conservation, | Annual                                                                | WFP, MINAGRI, MINICOM, RAB, RCA, RSB                                                   |

| Performance Indicator                                                                           | Result                                                                               | Data Source                                                                                  | Data Collection Method/Approach                                                          | Disaggregation                                                                                                                          | When is data collected? | Who conducts data collection? |
|-------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------|-------------------------|-------------------------------|
|                                                                                                 | Agricultural Products                                                                |                                                                                              |                                                                                          | Climate mitigation, Marketing and distribution, Post-harvest handling and storage, Cultural practices, other<br>Commodity: Maize, Beans |                         |                               |
| <b>McGovern-Dole Custom Indicators</b>                                                          |                                                                                      |                                                                                              |                                                                                          |                                                                                                                                         |                         |                               |
| Percentage of students who pass the grade in USDA supported schools                             | MGD 1.1, Custom 2: Improved Quality of Literacy Instruction, Reduced Repetition Rate | Semi-annual reports from World Vision, semi-annual surveys, school records                   | Review of school data, semi-annual surveys                                               | None                                                                                                                                    | Annual                  | WFP, World Vision             |
| Percentage of schools where teachers report higher concentration by children during the day     | MGD 1.2: Improved Attentiveness                                                      | Semi-annual reports from World Vision, annual surveys                                        | Survey conducted by World Vision, interviews with schoolteachers                         | None                                                                                                                                    | Biannual                | World Vision                  |
| Percentage of teachers who regularly attend school (at least 80% of the time)                   | MGD 1.1.1: More Consistent Teacher Attendance                                        | Semi-annual reports from World Vision, school records, interviews with school administrators | Review of school administrative records and/or interviews with school administrators     | None                                                                                                                                    | Biannual                | World Vision                  |
| Number of schools with improved literacy instructional materials as a result of USDA assistance | MGD 1.1.3: Improved Literacy Instructional Materials                                 | Semi-annual reports from World Vision, school records and reports, field visit reports       | Review of school administrative records, interviews with headteachers, field observation | None                                                                                                                                    | Biannual                | WFP, World Vision             |



| Performance Indicator                                                                                                              | Result                                                                                                              | Data Source                                                                 | Data Collection Method/Approach                                                                       | Disaggregation    | When is data collected?                                               | Who conducts data collection?                   |
|------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|-------------------|-----------------------------------------------------------------------|-------------------------------------------------|
| Percentage of students absent for 10% of school days or more due to illness                                                        | MGD 1.3.2: Reduced Health-Related Absences                                                                          | Semi-annual surveys                                                         | Review of school registers, student data from school/teacher attendance and absence records           | None              | Biannual                                                              | WFP                                             |
| Percentage of students supported by their parents with school work at home                                                         | MGD 1.3.5: Increased Community Understanding of the Benefits of Education                                           | Baseline, Midterm and Endline reports                                       | Survey, spot-checks conducted by World Vision                                                         | None              | Baseline, Midterm and Endline                                         | External Evaluation Firm: <b>TANGO</b>          |
| Number of national and district-level coordination structures supported                                                            | MGD 1.4.1/2.7.1: Increased Capacity of Government Institutions                                                      | Partner reports, minutes from coordination committee meetings               | Review of project documentation, minutes and records, surveys                                         | None              | Biannual                                                              | WFP, Ministry of Education and Local Government |
| Number of teachers trained on identification of disabilities and on pedagogical techniques tailored to children with disabilities  | Custom 1: Increased Use of Inclusive Educational Pedagogies and Facilities/Materials for Children with Disabilities | Training reports, progress reports, attendance lists                        | Review of training reports, progress reports, attendance lists, training database                     | Sex: Male, Female | At time of trainings, aggregated reporting will take place biannually | World Vision                                    |
| Number of children with disabilities supported with increased access to appropriate learning materials, techniques, and facilities | Custom 2: Increased Use of Inclusive Educational Pedagogies and Facilities/Materials                                | Project reports, field visit reports, interviews with school administrators | Review of school records or project records, field visits, direct observation, interviews with school | Sex: Male, Female | Biannual                                                              | World Vision                                    |

| Performance Indicator                                                                                                              | Result                                                                                                 | Data Source                                                        | Data Collection Method/Approach                                                                                                        | Disaggregation | When is data collected?                                                                       | Who conducts data collection? |
|------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|----------------|-----------------------------------------------------------------------------------------------|-------------------------------|
|                                                                                                                                    | for Children with Disabilities                                                                         |                                                                    | administrators, teachers and children                                                                                                  |                |                                                                                               |                               |
| Number of non-food items distributed                                                                                               | MGD 2.6: Increased Access to Require Food Prep and Storage Tools and Equipment                         | Distribution reports, delivery notes                               | Review of project documents including non-food item delivery notes, distribution reports, distribution monitoring                      | None           | At time of NFI distributions, aggregated reporting will be done annually                      | WFP                           |
| <b>LRP Custom Indicators</b>                                                                                                       |                                                                                                        |                                                                    |                                                                                                                                        |                |                                                                                               |                               |
| Percent of schools that receive food deliveries (beans) on time                                                                    | LRP 1.2/1.2.2: Improved Timeliness of Food Assistance, Improved Timeliness of Delivery                 | Distribution reports, delivery notes, quarterly monitoring reports | Review of project documentation including delivery notes, good receipt notes and distribution reports, regular distribution monitoring | None           | Once per school term in line with food deliveries, aggregated reporting will be done annually | WFP, Local Government         |
| Amount of culturally acceptable food that meets local standards procured through LRP                                               | LRP 1.3: Improved Utilization of Nutritious and Culturally Acceptable Food that Meet Quality Standards | Distribution reports, waybills                                     | Review of distribution reports, food receipt notes, and direct observation during field visits/ monitoring                             | None           | Annual                                                                                        | WFP, Local Government         |
| Number of MGD-supported districts that have signed supplier contracts (beans) at least 2 weeks before the start of the school term | LRP 1.2.1: Improved Timeliness of Procurement                                                          | Signed contracts between districts and suppliers                   | Review of district records and contracts between districts and suppliers                                                               | None           | Annual                                                                                        | WFP, Local Government         |

| Performance Indicator                                                                                                                                           | Result                                                                             | Data Source                                   | Data Collection Method/Approach                                                                | Disaggregation                  | When is data collected?        | Who conducts data collection?          |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|-----------------------------------------------|------------------------------------------------------------------------------------------------|---------------------------------|--------------------------------|----------------------------------------|
| Percentage of people in the community who think that people in their community find education for girls not particularly valuable or necessary compared to boys | Custom 3: Increased Awareness of Harmful Gender Norms and Discriminatory Attitudes | Baseline, Midterm and Endline reports         | Survey with select community members, including men, women, boys and girls                     | Sex: Men, Women, Boys and Girls | Baseline, Midterm, and Endline | External Evaluation Firm: <b>TANGO</b> |
| Percentage of household couples (husband/wife) who report more equitable decision-making in the household                                                       | Custom 4: Increased Awareness of Harmful Gender Norms and Discriminatory Attitudes | Baseline, Midterm, and Endline reports        | Survey with select community members, including husbands and wives                             | None                            | Baseline, Midterm and Endline  | External Evaluation Firm: <b>TANGO</b> |
| Quantity of complementary commodities provided to the MGD food basket                                                                                           | MGD 1.2.1/1.3.1.1: Increased Access to Food (School Feeding)                       | Distribution reports, food delivery notes     | Review of distribution reports and food delivery notes, verified through monitoring of schools | None                            | Annual                         | WFP                                    |
| Number of school gardens established and maintained                                                                                                             | MGD 2.3: Increased Knowledge of Nutrition                                          | Field visit/ observation reports, GHI reports | Direct observation and interviews                                                              | None                            | Biannual                       | WFP, GHI                               |
| Percentage of students who can mention at least three health and hygiene practices                                                                              | MGD 2.1: Improved Knowledge of Health and Hygiene Practices                        | Baseline, Midterm, and Endline reports        | Survey will be conducted with selected students, boys and girls.                               | None                            | Baseline, Midterm, and Endline | External Evaluation Firm: <b>TANGO</b> |

# Annex 8. Baseline and evaluation timeline

Table 17 presents the timeline for the baseline study. Table 18 presents the high-level timeline for the baseline study and midterm and endline evaluations.

**Table 17: WFP Rwanda USDA school feeding baseline study timeline**

| Steps                                                                                                                       | By whom | Date (2025)                 |
|-----------------------------------------------------------------------------------------------------------------------------|---------|-----------------------------|
| <b>Inception</b>                                                                                                            |         |                             |
| Launch call                                                                                                                 | EM, BT  | 21 Jan                      |
| Desk review.<br>inception meeting(s) with stakeholders                                                                      | BT      | Late Jan - throughout study |
| Inception mission                                                                                                           | EM, BT  | 24-28 Feb                   |
| NISR approves baseline survey visa                                                                                          | EM      | 15 May                      |
| TANGO submitted draft baseline inception report (IR)                                                                        | BT      | Thu 17 Mar                  |
| EM sent WFP's initial feedback on baseline IR to TANGO                                                                      | EM      | Fri 4 Apr                   |
| TANGO sent revised baseline IR based on WFP initial comments                                                                | BT      | Thu 10 Apr                  |
| EM sends baseline IR to DEQAS+ERG                                                                                           | EM      | Wed 7 May                   |
| EM sends DEQAS +ERG comments on baseline IR to TANGO                                                                        | EM      | Wed 14 May                  |
| TANGO submits revised and final baseline IR integrating DEQAS +ERG comments                                                 | BT      | Wed 21 May                  |
| <b>Data collection</b>                                                                                                      |         |                             |
| Survey team training                                                                                                        | BT      | Week of Mon<br>12 May       |
| Data collection/ fieldwork: school survey<br><i>NB: primary school leaving exams 6 Jun – 3 Jul; school year ends 27 Jul</i> | BT      | Mon 19 May –<br>Fri 6 Jun   |
| Data collection/ fieldwork: qualitative                                                                                     | BT      | Mon 19 May –<br>Fri 6 Jun   |
| <b>Analysis, validation workshop and reporting</b>                                                                          |         |                             |
| TANGO submits draft baseline report                                                                                         | BT      | Fri 18 Jul                  |
| EM sends CO comments on baseline report                                                                                     | EM      | Tue 22 Jul                  |
| TANGO sends revision for USDA and REU/DEQAS review                                                                          | BT      | Thu 24 Jul                  |
| EM sends TANGO any additional REU/ DEQAS comments on baseline report                                                        | EM      | Fri 8 Aug                   |
| TANGO sends baseline report revision responding to REU/ DEQAS comments                                                      | BT      | Fri 15 Aug                  |
| EM sends revised baseline report to ERG                                                                                     | EM      | Mon 18 Aug                  |
| EM sends ERG reviewed baseline report to BT                                                                                 | EM      | Mon 25 Aug                  |

| Steps                                                           | By whom  | Date (2025)     |
|-----------------------------------------------------------------|----------|-----------------|
| Validation workshop with ERG (remote)                           | BT & ERG | Thu 21 Aug      |
| TANGO submits revised report integrating ERG comments           | BT       | Fri 29 Aug      |
| EM sends baseline report to USDA                                | EM       | Wed 3 Sept      |
| TANGO presentation to USDA                                      | BT       | Week of Sept 22 |
| EM sends TANGO USDA comments on baseline report                 | EM       | TBD             |
| TANGO sends final baseline report in response to USDA comments  | BT       | TBD             |
| USDA approval of baseline report                                | USDA     | TBD             |
| TANGO submits a 2-3-page baseline study brief of study findings | BT       | TBD             |

BT=baseline study team; EM=evaluation manager; blue font=deliverable

**Table 18: Evaluation timeline 2025-2029**

| Date                                            | Phases                                                                                                  |
|-------------------------------------------------|---------------------------------------------------------------------------------------------------------|
| <b>PREPARATION PHASE FOR OVERALL EVALUATION</b> |                                                                                                         |
| From January – February 2025                    | Assign roles/responsibilities (WFP), Establish Evaluation Committee and Evaluation Reference Group      |
|                                                 | Develop Terms of Reference (TORs) and budget (WFP)                                                      |
|                                                 | Procure independent evaluation firm (WFP)                                                               |
| <b>INCEPTION PHASE FOR OVERALL EVALUATION</b>   |                                                                                                         |
| From February 2025                              | Desk review of key project documents (evaluation team)                                                  |
|                                                 | Inception mission (evaluation team and WFP)                                                             |
|                                                 | Prepare Inception Report including quantitative and qualitative data collection tools (evaluation team) |
| <b>BASELINE STUDY</b>                           |                                                                                                         |
| From January - September 2025                   | Preparation of field visits (evaluation team and WFP)                                                   |
|                                                 | Data collection (evaluation team)                                                                       |
|                                                 | Data analysis (evaluation team)                                                                         |
|                                                 | Prepare baseline study report (evaluation team with inputs from ERG)                                    |
|                                                 | Share final baseline study findings with ERG including USDA (evaluation team)                           |
|                                                 | Request Commitment Letter modifications, as necessary (WFP)                                             |



| Date                          | Phases                                                                                                                                                         |
|-------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>MID-TERM EVALUATION</b>    |                                                                                                                                                                |
| From January – September 2027 | Inception: Update to original Inception Report as required, review of desk documents (evaluation team)                                                         |
|                               | Preparation of field visits (evaluation team and WFP)                                                                                                          |
|                               | Data collection (evaluation team)                                                                                                                              |
|                               | Data analysis (evaluation team)                                                                                                                                |
|                               | Draft and finalize Mid-term Evaluation Report (evaluation team with inputs from ERG through exit mission debriefing and commenting on draft evaluation report) |
|                               | Disseminate final evaluation findings to ERG members including USDA through workshop and/or other channels (WFP)                                               |
|                               | Prepare Management Response (WFP)                                                                                                                              |
| <b>FINAL EVALUATION</b>       |                                                                                                                                                                |
| From January – September 2029 | Inception: Update to original Inception Report as required, review of desk documents (evaluation team)                                                         |
|                               | Preparation of field visits (evaluation team and WFP)                                                                                                          |
|                               | Data collection (evaluation team)                                                                                                                              |
|                               | Data analysis (evaluation team)                                                                                                                                |
|                               | Draft and finalize final Evaluation Report (evaluation team with inputs from ERG through exit mission debriefing and commenting on draft evaluation report)    |
|                               | Disseminate final evaluation findings to ERG members including USDA through workshop and/or other channels (WFP)                                               |
|                               | Prepare Management Response (WFP)                                                                                                                              |

## Annex 9. Evaluation matrix

| OECD Criteria and Question                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                                                                                                                      | Quality of Evidence |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|
| Sub-questions                                                                                                                                                                                                                                                     | Key Indicators                                                                                                                                                                                                                                                                                                               | Data collection methods                                                                                                                                       | Sources of data/information                                                                                                                                                                                                                                                                                                                                                                                                                                  | Data analysis methods/ triangulation                                                                                                                                                                                                                 |                     |
| Relevance                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                                                                                                                      |                     |
| <b>1. How relevant is the project design in contributing towards a sustainable, effective implementation of the National School Feeding Programme (NSFP) vis-à-vis the Government's readiness and capacities to manage the National School Feeding Programme?</b> |                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                                                                                                                      | High                |
| 1.1 To what extent is the design of capacity strengthening activities aligned with and target the needs and strategic priorities of the government in managing the NSFP?                                                                                          | <ul style="list-style-type: none"> <li>-Perspectives on Government capacity (technical, administrative, financial) to manage the NSFP</li> <li>-Activity alignment with the priorities and objectives of relevant government policies and strategies (related to education, health, nutrition, agriculture, etc.)</li> </ul> | <ul style="list-style-type: none"> <li>-School survey</li> <li>-EGRA tool</li> <li>-Student survey</li> <li>-Semi-structured KIs</li> <li>-FGDs</li> </ul>    | <ul style="list-style-type: none"> <li>-WFP Kigali and field staff</li> <li>-Government ministries</li> <li>-Local government (District Education Officials)</li> <li>-Implementing partners, donors</li> <li>-United Nations Agency Partners</li> <li>-Schools (head teachers, teachers, students, cooks, storekeepers, SGACs, School Management Committees, etc.)</li> <li>-Project proposal documents</li> <li>-Policy and strategic documents</li> </ul> | <ul style="list-style-type: none"> <li>-Semi-structured thematic literature review</li> <li>-Qualitative iterative analysis</li> <li>-Structured quantitative analysis</li> <li>-Triangulation across data collection methods and sources</li> </ul> | High                |
| 1.2 In what ways does the project design align and target the specific needs and challenges faced by smallholder farmers (women in particular) in the targeted districts?                                                                                         | <ul style="list-style-type: none"> <li>-Data on production changes, sales to schools, purchases by school from farmers, etc.</li> <li>-Perspectives on smallholder farmers' capacity to supply locally or regionally procured food commodities to schools through NSFP</li> </ul>                                            | <ul style="list-style-type: none"> <li>-Co-op scorecard (for continuing co-ops)</li> <li>-Semi-structured KIs</li> <li>-FGDs</li> <li>-Desk review</li> </ul> | <ul style="list-style-type: none"> <li>-WFP Kigali and field staff</li> <li>-Government ministries records/statistics</li> <li>-Agricultural cooperative partners</li> <li>-Project proposal documents</li> <li>-Training reports, progress reports, attendance lists</li> <li>-Data on sales to schools, production etc.</li> </ul>                                                                                                                         | <ul style="list-style-type: none"> <li>-Semi-structured thematic literature review</li> <li>-Qualitative iterative analysis</li> <li>-Structured quantitative analysis</li> <li>-Triangulation across data collection methods and sources</li> </ul> | High                |

| OECD Criteria and Question                                                                                                                                                                  |                                                                                                                                                                         |                                                                                        |                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                   | Quality of Evidence |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|
| Sub-questions                                                                                                                                                                               | Key Indicators                                                                                                                                                          | Data collection methods                                                                | Sources of data/information                                                                                                                                                                                                                                                                                          | Data analysis methods/ triangulation                                                                                                                                              |                     |
|                                                                                                                                                                                             |                                                                                                                                                                         |                                                                                        |                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                   |                     |
| Coherence                                                                                                                                                                                   |                                                                                                                                                                         |                                                                                        |                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                   |                     |
| <b>2. How coherent are the proposed activities with existing policies and strategies of the Government of Rwanda?</b>                                                                       |                                                                                                                                                                         |                                                                                        |                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                   | High                |
| 2.1 To what extent are the activities integrated and aligned with national strategies and priorities in education, health, nutrition, agriculture and social protection?                    | -Alignment with the priorities and objectives of relevant government policies and strategies in education, health, nutrition, agriculture and social protection         | -Desk review<br>-Semi-structured KIs                                                   | -National policies and strategies on school feeding, nutrition, school health, social protection, etc.<br>-Project proposal documents<br>-WFP Kigali and field staff<br>- Central Government (ministries and government institutions)<br>-Implementing partners, donors                                              | -Semi-structured thematic literature review<br>-Context and quick policy analysis<br>-Qualitative iterative analysis<br>-Triangulation across data collection methods and sources | High                |
| 2.2 To what extent are the activities aligned with district development plans and initiatives in education, health, nutrition, agriculture and social protection in the targeted districts? | -Alignment with the priorities and objectives of relevant district development plans and initiatives in education, health, nutrition, agriculture and social protection | -Desk review<br>-District scorecard (for continuing districts)<br>-Semi-structured KIs | -District development plans ( <i>Imihigo</i> ) and initiatives on education, school feeding, nutrition, school health, etc.<br>-Project proposal documents<br>-District scorecard results<br>-WFP Kigali and field staff<br>-Local government (e.g., District Education Officials)<br>-Implementing partners, donors | -Semi-structured thematic literature review<br>-Context analysis<br>-Qualitative iterative analysis<br>-Triangulation across data collection methods and sources                  | High                |

| OECD Criteria and Question                                                                                                                                                                                                |                                                                                                                                                                                                                                                                                                                      |                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                                                                      | Quality of Evidence |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|
| Sub-questions                                                                                                                                                                                                             | Key Indicators                                                                                                                                                                                                                                                                                                       | Data collection methods                                                                                                           | Sources of data/information                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Data analysis methods/ triangulation                                                                                                                                                                                                 |                     |
| 2.3 To what extent does the project design comprehensively consider and respond to key areas of government readiness and capacity gaps in managing the NSFP, ensuring coherence with existing frameworks and initiatives? | <ul style="list-style-type: none"> <li>-Perspectives on Government capacity (technical, administrative, financial) to manage the NSFP</li> <li>-Activity alignment with the priorities and objectives of existing frameworks and initiatives (related to education, health, nutrition, agriculture, etc.)</li> </ul> | <ul style="list-style-type: none"> <li>-Desk review</li> <li>-Qualitative data collection (semi-structured KIIs, FGDs)</li> </ul> | <ul style="list-style-type: none"> <li>-Government and partner frameworks and initiatives (e.g., School Feeding Strategy and Financing Strategy, etc.)</li> <li>-Project proposal documents</li> <li>-WFP Kigali and field staff</li> <li>- Central Government (ministries and government institutions)</li> <li>-Local government (e.g., District Education Officials)</li> <li>-Implementing partners, donors</li> <li>-United Nations Agency Partners</li> <li>-Schools (head teachers, teachers, students, cooks, storekeepers, SGACs, School Management Committees, School Feeding Committees, School Tender Committees)</li> <li>-Agricultural cooperative partners</li> </ul> | <ul style="list-style-type: none"> <li>-Semi-structured thematic literature review</li> <li>-Context analysis</li> <li>-Qualitative iterative analysis</li> <li>-Triangulation across data collection methods and sources</li> </ul> | High                |
| 2.4 To what extent does the project align with and support other ongoing or planned interventions, policies, and initiatives in the country or education sector?                                                          | <ul style="list-style-type: none"> <li>-Alignment with ongoing or planned interventions, policies or initiatives in Rwanda or in the education sector</li> </ul>                                                                                                                                                     | <ul style="list-style-type: none"> <li>-Desk review</li> <li>-Semi-structured KIIs</li> </ul>                                     | <ul style="list-style-type: none"> <li>-Government policies, strategies or initiatives (e.g., School Meals Coalition, GPE grants)</li> <li>-Education sector project documents (e.g., Zero Out of School Project, ongoing USAID initiatives)</li> <li>-Project proposal documents</li> <li>- WFP Kigali and field staff</li> <li>-Central and local Government staff</li> <li>-Education sector partners</li> </ul>                                                                                                                                                                                                                                                                  | <ul style="list-style-type: none"> <li>-Semi-structured thematic literature review</li> <li>-Context analysis</li> <li>-Qualitative iterative analysis</li> <li>-Triangulation across data collection methods and sources</li> </ul> | High                |

| OECD Criteria and Question                                                                                                                                                                                                     |                                                                                                                                                                                                                                                                            |                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                      | Quality of Evidence |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|
| Sub-questions                                                                                                                                                                                                                  | Key Indicators                                                                                                                                                                                                                                                             | Data collection methods                                                                       | Sources of data/information                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | Data analysis methods/ triangulation                                                                                                                                                                                                 |                     |
| <b>Effectiveness</b>                                                                                                                                                                                                           |                                                                                                                                                                                                                                                                            |                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                      |                     |
| <b>3. How will the project's interventions, including capacity strengthening, be measured to determine if they have produced the anticipated results and outcomes?</b>                                                         |                                                                                                                                                                                                                                                                            |                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                      | High                |
| 3.1 Considering the situation analysis at baseline, what are effective ways and approaches to measure the effectiveness of capacity strengthening work in terms of building national capacity in school feeding?               | <ul style="list-style-type: none"> <li>-Review of context and national capacity at baseline and identification of gaps</li> <li>-Review of FY24 project design and alignment with international best practice and recommendations from previous MGD evaluations</li> </ul> | <ul style="list-style-type: none"> <li>-Desk review</li> <li>-Semi-structured KIIs</li> </ul> | <ul style="list-style-type: none"> <li>-Government policies, strategies or initiatives (e.g., School Meals Coalition, GPE grants)</li> <li>-Education sector project documents (e.g., Zero Out of School Project, ongoing USAID initiatives)</li> <li>-Project proposal documents</li> <li>-International best practice and standards (e.g., SABER reports)</li> <li>- WFP Kigali and field staff</li> <li>-Central and local Government staff</li> <li>-Education sector partners</li> </ul> | <ul style="list-style-type: none"> <li>-Semi-structured thematic literature review</li> <li>-Context analysis</li> <li>-Qualitative iterative analysis</li> <li>-Triangulation across data collection methods and sources</li> </ul> | High                |
| 3.2 What mechanisms or processes are in place to measure how project activities are going to be implemented in the most cost-effective and timely manner, and are there any existing inefficiencies that need to be addressed? | <ul style="list-style-type: none"> <li>-Project plans account for contextual realities</li> <li>-Review of processes to identify and address inefficiencies</li> </ul>                                                                                                     | <ul style="list-style-type: none"> <li>-Desk review</li> <li>-Semi-structured KIIs</li> </ul> | <ul style="list-style-type: none"> <li>-Project activity plans and timelines</li> <li>-Project TOC</li> <li>-Project monitoring reports and CFM data</li> <li>-WFP Kigali and field staff</li> <li>-Central and local Government staff</li> <li>-Implementing partners</li> <li>-Other education sector partners</li> </ul>                                                                                                                                                                   | <ul style="list-style-type: none"> <li>-Semi-structured thematic literature review</li> <li>-Context analysis</li> <li>-Qualitative iterative analysis</li> <li>-Triangulation across data collection methods and sources</li> </ul> | High                |

# Annex 10. Supplemental Information on Methodology

203. This annex is a supplement to Section 3 and describes in further detail key dimensions of the baseline study methodology: additional information about the EGRA and student survey; school survey; qualitative activities; sampling; considerations for women, men, and people with disabilities; protection and accountability to protected populations, and ethical risks and safeguards.

## *Early Grade Reading Assessment and student survey*

204. Student literacy was assessed using the EGRA tool, which tests reading and comprehension skills. The EGRA is a standardized method for measuring reading outcomes; some have corresponding standards established by NESA, which are noted in the results tables as applicable. The baseline study establishes baseline values for these literacy indicators that can be referenced at later measurement points to show changes over time.

205. The EGRA was administered in-person to a random sample of 2nd graders in the school sample (see sampling discussion below). This selection of this school grade is consistent with the McGovern Dole indicator that regarding student reading and comprehension performance "...by the end of Grade 2."

206. The EGRA was administered in Kinyarwanda only. Though the language of instruction is English, teachers' capacity for English language instruction is not well enough established for an EGRA in English to be a fair assessment of students' reading abilities. The decision to administer the EGRA in Kinyarwanda only was agreed upon during the inception mission, upon recommendation from World Vision, WFP's literacy partner.

207. To ensure no previous exposure to the EGRA reading material, World Vision's literacy team updated the EGRA reading material and will also do so for future testing rounds; the material will be of comparable skill level across the baseline, midterm and endline. World Vision has confirmed that the EGRA tool is designed to enable measurement vis a vis NESA performance standards, when applicable.

208. Additional questions (the "student survey") are appended to the EGRA tool to capture data on a few additional indicators, such as health and hygiene practices, access to reading materials and literacy support at home.

209. The baseline team pre-tested the tools described above. The tools were not tested in any sampled schools to avoid student exposure to the material in advance of the assessment.

## *School survey*

210. The school survey is a structured survey to assess performance against school-level performance indicators not already captured in the EGRA. This survey is administered at baseline, midterm and endline to all panel schools, applying the same questions at each round with any needed adjustments and improvements at midterm and endline to reflect changes in implementation, indicators, or context since the baseline. This survey was administered in-person and data were recorded on Android tablets using ODK software. Additional details are provided in Section 3.2, Table 3.

211. USDA has indicated during the inception phase that the attendance starting point of the project must be measured during the baseline, though the triangulation will happen at a later stage. The baseline school survey thus includes a question on attendance.

## *KIIs and FGDs*

212. KIIs and FGDs were guided by interview guides that are expected to be largely the same across baseline, midterm and endline. The tools will be tailored at midterm and endline to consider new contextual information and any changes in implementation and modified as appropriate to each phase.

213. Per standard practice, all KIIs and FGDs were conducted by a team of two people, with one leading the interview or focus group and the other taking notes. Efforts were made to assign team members KIIs and FGDs in accordance with sex, language, and cultural considerations. Where phone interviews were



necessary (such as to simplify the scheduling, for technical ease, and to maximize number of interviews), these were conducted by only one person. All KIIs and FGDs followed informed-consent protocols.

214. See [Annex 11](#) for a summary of type and numbers of KIIs and FGDs conducted.

### **Sampling strategy and calculations: school and EGRA/ student survey**

215. As discussed in the TOR, the CO determined that an impact, experimental or quasi-experimental baseline sample design is not feasible, given that the NSFP has implemented universal school feeding since the 2021-2022 school year: all students in the country receive school meals and there is thus no meaningful comparison group to compare with WFP-supported schools. Moreover, the FY24 baseline, midterm and endline evaluation series focuses on government capacity strengthening, which is not a measurable outcome at school level nor is an appropriate control group available. The sample design for the FY24 baseline, midterm and endline evaluations will thus not involve a comparison/group.

**The anticipated change of the FY24 key indicator was gauged from the FY20 baseline, midterm, and LOP targets. Thus, the sample size of the FY24 baseline was estimated for the following key indicators (Table 19) and the actual values from the FY20 baseline and midterm: Table 19: FY20 baseline, midterm, and End-of-project (EOP) target values of the key indicators**

| Indicator                                                                                                                             | FY20         |               |                      |                                              |
|---------------------------------------------------------------------------------------------------------------------------------------|--------------|---------------|----------------------|----------------------------------------------|
|                                                                                                                                       | BL<br>(2022) | MTE<br>(2023) | LOP target<br>(2025) | Anticipated change from<br>MTE to LOP target |
| % of students who, by the end of two grades of primary, demonstrate that they can read and understand the meaning of grade-level text | 62.1%        | 55.7%         | 69.0%                | +13.3 percentage points                      |
| % of female students who demonstrate the above                                                                                        | 61.5%        | 55.0%         | 69.0%                | +14.0 percentage points                      |
| % of male students who demonstrate the above                                                                                          | 62.2%        | 56.4%         | 69.0%                | +12.6 percentage points                      |

216. The baseline value of the FY20 project does not seem to be consistent with the midterm results and the LOP target. Therefore, the expected FY20 midterm-to-endline change is appropriate to decide on the extent of change to be considered for the FY24 baseline sample size calculation. It is assumed that the changes in FY24 will be observed at 15 percentage points from baseline to endline. The following statistical formula was used to estimate the sample size of the P2 students for the FY24 baseline.

$$n_{initial} = D_{est} \times N_f \left[ \frac{Z_{1-\alpha} \sqrt{2\bar{P}(1-\bar{P})} + Z_{1-\beta} \sqrt{P_{1,est}(1-P_{1,est}) + P_{2,est}(1-P_{2,est})}}{\delta} \right]^2$$

217. In this formula, P1,est is the FY24 baseline value (initial estimate, considered the midterm value of P2) and P2,est is the estimated value (15-percentage-point increase from baseline) expected at the endline, where P is the average of P1,est and P2,est. The other parameters used to estimate the sample size are a 95 percent confidence level (one-tailed test, Z1-α=1.645), at least 75 percent statistical power (Z1-β=0.632) to detect the 15-percentage-point change from baseline to endline, and the difference of the indicator values from baseline to endline (δ=P2,est-P1,est). The estimated sample size is adjusted with the design effect Dest=2.0 (for using a two-stage cluster sampling design) and a 5 percent<sup>220</sup> non-response rate (Nf).

218. The estimated sample size is 234 for each stratum, which is rounded to 230 boys and 230 girls. In Stage 1, a sample of 23 schools was selected from the list of 72 FY24 project schools using probability-proportional-to-size (PPS) sampling procedure. In Stage 2, a sample of 20 students was randomly selected from the student sampling frame of P2 in each PPS-selected school. The selected 23 sample schools are considered a panel sample. The student sample will be a random sample drawn at each panel school from a mixed-sex list of P2 and girls, given that the population ratio is nearly 50/50. The student sample is not a panel sample: new student samples will be drawn at each panel school at midterm and again at endline. See details in Table 20.

<sup>220</sup> Based on the findings of the FY15 and FY20 surveys.

**Table 20: Student sample size**

| Indicator       | FY24 baseline sample |                             |              |
|-----------------|----------------------|-----------------------------|--------------|
|                 | # of students        | # of P2 students per school | # of schools |
| Male students   | 230                  | 10                          | 23           |
| Female students | 230                  | 10                          | 23           |
| <b>Total</b>    | <b>460</b>           | <b>20</b>                   | <b>23</b>    |

### ***Considerations for women, men, and people with disabilities***

219. The specific needs of women, men, and people with disabilities were considered in the findings and conclusions of the baseline study. The final evaluation will also assess the extent to which WFP has integrated any related recommendations from the midterm evaluation into project implementation and sustainability planning and examine WFP's advocacy and communications with governing bodies and communities regarding the rights of women and girls, particularly those at risk of exclusion due to factors such as poverty, disability, or social norms.

220. The study adheres to United Nations System-wide Action Plan (UNSWAP) Criteria 2c by integrating a diverse range of methods and tools in the data sources and processes that are responsive to the needs of women, men, girls, and boys. The methods and sampling are designed to address the various experiences of stakeholders and participation of those at risk of exclusion, per UNSWAP Criteria 2d. The quantitative data are sex disaggregated to the extent feasible (e.g., there may be secondary data that are not available in sex-disaggregated format), and the study further triangulated school-based data on women and men with interviews with WFP, Government, and implementing partners. Topical outlines incorporate questions on both boys' and girls' experiences. Focus groups were disaggregated by sex, where feasible. The study team has male and female evaluators, which facilitates same-sex assignments for KIIs and FGDs.

### ***Protection and accountability to affected populations***

221. The baseline study and evaluation series are designed to assess progress toward global WFP objectives to mainstream protection and accountability to affected populations (AAP). This includes review of i) the project's use of context analysis and vulnerability assessments to identify potential risks and vulnerabilities of communities and participant groups (e.g., students, smallholder farmers, etc.); ii) integration of protection measures into the project design, implementation and monitoring; iii) capacity building of project staff; and iv) community engagement.

222. The study and evaluation series are designed to assess the documented record of accountability mechanisms and accountability-related actions, review data (as available) on the nature and frequency of beneficiary complaints/concerns and satisfactory resolution of complaints in continuing FY20 schools, the inclusion of protection and AAP-specific questions in existing assessments, and the nature and frequency of staff capacity building on protection and AAP principles. The midterm and final evaluations will solicit the perceptions of Government and cooperating partners on the project's adoption of protection and AAP principles and standards in project implementation. This will be integrated into the triangulation process during data analysis, examining the extent to which project design and implementation are aligned with the current protection and AAP guidance. The midterm and final evaluation reports will include a section on protection and AAP findings and include relevant recommendations as appropriate.

### ***Ethical considerations***

223. In addition to following UNEG guidelines identified in Section 3.5, all baseline study staff and consultants have complied with TANGO's policies and procedures, including TANGO's Code of Ethics and Conduct. This includes ethical research safeguards, and child and youth protection protocols based on UNICEF guidance.<sup>221</sup>

224. The study team ensured ethical safeguards were in place for all interviews, focus groups and surveys, particularly for sensitive populations, through transparent practices including: informing all interviewees/respondents of the purpose and duration of the exercise, how they were identified to

<sup>221</sup> <https://www.unicef-irc.org/research/ethical-research-and-children/>

participate, informing participants of their rights, providing guarantees that specific findings will remain confidential and that all information provided will be used to assess the project – with no direct attribution to the interviewee/respondent. All interviewees/respondents were informed that they may choose not to participate; all prospective study subjects gave verbal consent before commencing the survey, key informant, or focus group questions. In the case of administering the EGRA to minors (students) and asking additional questions on health and hygiene practices, consent was given by the head teacher (see EGRA and student survey tools in Annex 15 and 16 of Volume 2 of this report; the consent is requested before proceeding with the interview).

225. The ethical and safeguarding protocols described above were monitored throughout the study process, including during fieldwork, by the team leader and TANGO quality assurance manager. No concerns arose during the study.

226. Regarding the protection of personally identifiable information (PII):

- *Quantitative data:* Includes school survey, EGRA and student survey. At the end of the study, TANGO will submit raw and clean STATA datasets and associated syntax files. The shared data will be stripped of personally identifiable information (PII) such as location, school/organization/committee name, name and title/position/role of respondent.
- *Qualitative data:* Includes FGD data only; TANGO will not provide KII data, to protect the anonymity of key informants. TANGO will prepare and submit summary notes of FGDs, stripped of PII such as location, school/organization/committee name, name and title/position/role of respondent. TANGO will not provide recorded audio recordings or transcripts of FGDs or KIIs.

227. Table 21 summarizes the relevant ethical issues and relevant to the baseline study, and corresponding safeguarding measures employed.

**Table 21: Ethical considerations and risks; safeguards employed**

| Phase           | Ethical issues                                                                                                                                                                                                                                                                                                                                                                      | Risks                                                                                                                                                                                                                                                                                                                                                  | Safeguards                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|-----------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Inception       | Sample design is representative and fair                                                                                                                                                                                                                                                                                                                                            | Certain locations are not included                                                                                                                                                                                                                                                                                                                     | Random sampling was used to select schools and students to be surveyed                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| Data collection | <p>Sample is fair in representing all members of participant groups and stakeholders</p> <p>Survey information reflects a range of perspectives and present unbiased views</p> <p>Safe participation of girls, and of boys</p> <p>Participants give voluntary, informed consent before interviews</p> <p>Data collection is culturally sensitive and does not harm participants</p> | <p>Interviews do not reflect views of women, excluded groups, or other stakeholders</p> <p>Respondent bias</p> <p>Inappropriate behavior or intimidation of girls</p> <p>Participants do not know purpose of survey or participate unwillingly</p> <p>Conduct of interviewers or content of question may be upsetting or offensive to participants</p> | <p>Interviewers sought to include a range of beneficiaries through a combination of random sampling and purposive sampling</p> <p>Same-sex focus groups were arranged with same-sex interviewer to the extent possible; similarly, interviewers of girls and boys were of same sex to the extent possible</p> <p>Perspectives were solicited from a range of stakeholders and took anticipated bias into account</p> <p>Survey purpose, confidentiality and voluntary participation were explained prior to beginning interviews</p> <p>Data was collected by Rwandan teams who are sensitive to cultural norms and this reinforced in training</p>                                                                                                                                                                                                                                                                                                                                      |
| Data analysis   | Data storage is secure                                                                                                                                                                                                                                                                                                                                                              | Unauthorized parties get access to data                                                                                                                                                                                                                                                                                                                | <p>TANGO maintains daily backup copies of all qualitative and quantitative data in a secure physical location, on site at TANGO headquarters as well as in separate secure locations on secure cloud servers that are only accessible to TANGO data managers. TANGO assignments that employ tablets for data collection use CAPI software. Data are uploaded daily from the field to secure cloud servers in an encrypted format. Data on the servers are only accessible to authorized TANGO data managers. The downloadable ODK software TANGO uses does not have any mechanisms that might allow ODK to access or control TANGO's devices or systems. TANGO contracts with an IT specialist who follows a protocol to ensure that TANGO IT systems (hardware and software) are equipped with current anti-virus, malware, and other relevant tools to ensure the maintenance and security of the data and information that TANGO collects and produces in the course of business.</p> |

|           |                                                                               |                                                                                                                                      |                                                                                                                                                    |
|-----------|-------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------|
| Reporting | Participant confidentiality is maintained<br><br>Generalizability of findings | Individuals and their views can be identified<br><br>Resources and time determine the scope and how much the baseline team can cover | All identifying information is removed from study deliverables<br><br>Any limitations to generalizability of findings are identified in the report |
|-----------|-------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------|

# Annex 11. Summary of people interviewed

**Table 22: Summary of KIIs, by category**

| Key informant category                                                                           | #KIIs     | M         | F         |
|--------------------------------------------------------------------------------------------------|-----------|-----------|-----------|
| <b>WFP Rwanda</b>                                                                                |           |           |           |
| WFP Rwanda staff                                                                                 | 15        | 9         | 6         |
| <b>School-based</b>                                                                              |           |           |           |
| School-based staff (head teachers, deputy head teachers, cooks, storekeepers)                    | 7         | 11        | 5         |
| <b>Local Government</b>                                                                          |           |           |           |
| District staff/ officials (directors of school feeding, education, and agriculture; agronomists) | 9         | 14        | 1         |
| <b>Central Government</b>                                                                        |           |           |           |
| National government staff/officials                                                              | 10        | 7         | 3         |
| <b>Partner NGOs</b>                                                                              |           |           |           |
| Partner NGO staff (World Vision and Gardens for Health)                                          | 2         | 4         | 1         |
| <b>Farmer cooperatives</b>                                                                       |           |           |           |
| Chairperson or cooperative members                                                               | 2         | 1         | 5         |
| <b>TOTAL</b>                                                                                     | <b>61</b> | <b>46</b> | <b>21</b> |

Note: Total # KIIs is lower than the sum of M+F because some KIIs were small group interviews (e.g., two people.)

**Table 23: Summary of FY20 endline and FY24 baseline FGDs, by category**

| Focus group by category              | FGDs     | M         | F         | FY20     | FY24     | No interventions |
|--------------------------------------|----------|-----------|-----------|----------|----------|------------------|
| School feeding and tender committees | 3        | 8         | 5         | 2        | 1        | 1                |
| P5 students                          | 4        | 13        | 15        | 2        | 2        | 1                |
| Head teachers and teachers           | 1        | 2         | 3         | 1        | 1        | 0                |
| Cooks                                | 1        | 3         | 0         | 1        | 1        | 0                |
| <b>TOTAL</b>                         | <b>9</b> | <b>26</b> | <b>23</b> | <b>6</b> | <b>5</b> | <b>2</b>         |

## Annex 12. Review of project indicators at baseline

The table below presents the estimated and actual baseline values for each performance indicator. Additionally, the table presents the LOP target included in the award agreement and the study team's analysis of the suitability of the proposed target and data collection and data analysis methods. Where the study team has concluded that the LOP target is suitable, the cell is shaded **green**. In instances where the study team has proposed an amendment to the LOP target, the LOP target is shaded **orange**. For a few indicators, more information is needed to be able to properly assess the LOP target. These are shaded **gray**.

| Indicator per approved PMP                                                                                                                                                                                                                                       | Estimated BL value per award agreement | Actual BL value                        | LOP target per award agreement | Suitability of target given previous trajectory and baseline situation                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | Suitability of collection and analysis methods and frequency of collection to measure project results                                                                                                                                                                                                                                                                                                                                                         |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|----------------------------------------|--------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| MDG Standard 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 ( <i>using reading comprehension, i.e., at least three out of five questions correct</i> ) | 51%                                    | 70.7%<br>Source: 2025 BL school survey | 70%                            | The proposed LOP target (70%) has already been achieved at baseline (baseline value: 70.7%). Therefore, the baseline team suggests that the LOP target be adjusted upward based on the actual baseline value and the project activity plan. We would suggest 78% (for a 10% increase).                                                                                                                                                                                                                                                                                                 | Suitable.<br><br>Indicator and analysis conform with NESA.<br><br>Collected at Baseline, Midterm and Endline                                                                                                                                                                                                                                                                                                                                                  |
| MGD Standard 2: Average student attendance rate in USDA supported classrooms/schools                                                                                                                                                                             | 87%                                    | 93.7%<br>Source: 2025 BL school survey | 95%                            | The baseline finding for the attendance rate (93.7%) is much higher than expected (87.0%) and already closely approaches the proposed LOP target (95.0%).<br><br>As discussed in the limitations section, the validity of this data point is not robust. There is limited basis for commenting on whether the LOP target in the current award agreement is realistic. However, with the baseline finding now available and the limitation noted, it is worth soliciting contextual and experiential knowledge from project staff and other stakeholders and revisiting the LOP target. | Data will be collected from school registers and attendance records biannually. The proposed data collection and analysis methods and frequency of monitoring are suitable. Consider, also, disaggregating attendance data by disability status, if feasible.<br><br>We propose that at midterm and endline, resourcing permitting, the evaluation team validate WFP and secondary data through school records, rather than only through teacher observation. |



| Indicator per approved PMP                                                                                                                                                             | Estimated BL value per award agreement | Actual BL value | LOP target per award agreement | Suitability of target given previous trajectory and baseline situation                                                                                                                                                  | Suitability of collection and analysis methods and frequency of collection to measure project results |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|-----------------|--------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|
|                                                                                                                                                                                        |                                        |                 |                                | We suggest revisiting the target after the first round of monitoring data, which is planned for twice a year.                                                                                                           |                                                                                                       |
| MGD Standard 3: Number of teaching and learning materials provided as a result of USDA assistance                                                                                      | 0                                      | 0               | 45,472                         | Suitable; we presume the target is based on the project activity plan.                                                                                                                                                  | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| MGD Standard 4: Number of teachers/ educators/teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools as a result of USDA assistance | 0                                      | 0               | 979                            | Suitable; we presume the target is based on the project activity plan.<br><br>This indicator value per Mar 2025 monitoring data is 434. Consider adjusting the actual BL value to 434 to account for existing capacity. | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| MGD Standard 5: Number of teachers/ educators/ teaching assistants trained or certified as a result of USDA assistance                                                                 | 0                                      | 0               | 1,224                          | Suitable; we presume the target is based on the project activity plan.<br><br>This indicator value per Mar 2025 monitoring data is 84. Consider adjusting the actual BL value to 84 to account for existing capacity.   | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| MGD Standard 6: Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance                          | 0                                      | 0               | 134                            | Suitable; we presume the target is based on the project activity plan.<br><br>This indicator value per Mar 2025 monitoring data is 126. Consider adjusting the actual BL value to 126 to account for existing capacity. | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| MGD Standard 7: Number of school administrators and officials trained or certified as a result of USDA assistance                                                                      | 0                                      | 0               | 168                            | Suitable; we presume the target is based on the project activity plan.                                                                                                                                                  | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |

| Indicator per approved PMP                                                                                                                                   | Estimated BL value per award agreement | Actual BL value                                                    | LOP target per award agreement | Suitability of target given previous trajectory and baseline situation                                                                                        | Suitability of collection and analysis methods and frequency of collection to measure project results                                                                                                          |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|--------------------------------------------------------------------|--------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| MGD Standard 8: Number of educational facilities (improved water sources, kitchens, storerooms) rehabilitated/constructed as a result of USDA assistance     | 0                                      | 0                                                                  | 111                            | Suitable; we presume the target is based on the project activity plan.                                                                                        | The proposed data collection and analysis methods and frequency of monitoring are suitable. WFP and partner should ensure that monitoring data is disaggregated by type of facility (as specified in the PMP). |
| MGD Standard 9: Number of students enrolled in school receiving USDA assistance                                                                              | 60,000                                 | 61,752<br>Source: Mar 2025 monitoring data and 2025 school profile | 75,000                         | Suitable, based on previous trajectory in FY20. However, it should be noted that the endline will reflect enrollment after the transition of Group 2 schools. | The proposed data collection and analysis methods and frequency of monitoring are suitable. Consider, also, disaggregating enrollment data by disability status, if feasible.                                  |
| MGD Standard 10: Number of policies, regulations, or administrative procedures in each of the following stages of development as a result of USDA assistance | 0                                      | 0                                                                  | 2                              | Suitable; we presume the target is based on the project activity plan.                                                                                        | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                    |
| MGD Standard 11: Value of new USG commitments, and new public and private sector investments leveraged by USDA to support food security and nutrition        | 0                                      | 0                                                                  | 356,600,000                    | Suitable; we presume the target is based on the project activity plan.                                                                                        | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                    |
| MGD Standard 13: Number of Parent-Teacher Associations (PTAs) or similar "school" governance structures supported as a result of USDA assistance             | 0                                      | 0                                                                  | 288                            | Suitable; we presume the target is based on the project activity plan.                                                                                        | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                    |

| Indicator per approved PMP                                                                                                             | Estimated BL value per award agreement | Actual BL value | LOP target per award agreement | Suitability of target given previous trajectory and baseline situation                                                                                                                                                                                            | Suitability of collection and analysis methods and frequency of collection to measure project results |
|----------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|-----------------|--------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|
| MGD Standard 14: Quantity of take-home rations provided (in metric tons) as a result of USDA assistance                                | 0                                      | 0               | 0                              | The LOP target is zero; it is assumed that no take-home rations are planned, and this indicator is included only as a contingency.                                                                                                                                | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| MGD Standard 15: Number of individuals receiving take-home rations as a result of USDA assistance                                      | 0                                      | 0               | 0                              | The LOP target is zero; it is assumed that no take-home rations are planned, and this indicator is included only as a contingency.                                                                                                                                | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| MGD Standard 16: Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance | 0                                      | 0               | 42,120,000                     | Considering that in the last fiscal year this was just over 3 million, the LOP of 42 million seems ambitious.                                                                                                                                                     | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| MGD Standard 17: Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance   | 0                                      | 0               | 75,000                         | Suitable; we presume the target is based on the project activity plan.                                                                                                                                                                                            | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| MGD Standard 18: Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance      | 0                                      | 0               | 75,000                         | Suitable; we presume the target is based on the project activity plan.                                                                                                                                                                                            | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| MGD Standard 19: Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance  | 0                                      | 0               | 2,026                          | Suitable; we presume the target is based on the project activity plan. See also our observation on the BL value.<br><br>This indicator value per Mar 2025 monitoring data is 216. Consider adjusting the actual BL value to 216 to account for existing capacity. | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |

| Indicator per approved PMP                                                                                                                   | Estimated BL value per award agreement | Actual BL value                                                | LOP target per award agreement | Suitability of target given previous trajectory and baseline situation                                                                                                                                                                                                                                                                             | Suitability of collection and analysis methods and frequency of collection to measure project results                                                                                                                                                                                                                                                    |
|----------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|----------------------------------------------------------------|--------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| MGD Standard 20: Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance | 0                                      | 0                                                              | 258                            | Suitable; we presume the target is based on the project activity plan. See also our observation on the BL value.<br><br>Consider adjusting the actual BL value to the last available measurement to account for existing capacity. However, the last two quarters both show 0 here; the most recent data point is 272 for period ending Sept 2023. | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                                                              |
| MGD Standard 22: Number of individuals trained in safe food preparation and storage as a result of USDA assistance                           | 0                                      | 0                                                              | 323                            | Suitable; we presume the target is based on the project activity plan.                                                                                                                                                                                                                                                                             | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                                                              |
| MGD Standard 23: Number of individuals trained in child health and nutrition as a result of USDA assistance                                  | 0                                      | 0                                                              | 2,533                          | Suitable; we presume the target is based on the project activity plan.                                                                                                                                                                                                                                                                             | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                                                              |
| MGD Standard 24: Number of children under five (0-59 months) reached with nutrition-specific interventions through USDA-supported programs   | 0                                      | 0                                                              | 10,628                         | Suitable; we presume the target is based on the project activity plan.                                                                                                                                                                                                                                                                             | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                                                              |
| MGD Standard 27: Number of schools using an improved water source                                                                            | 66                                     | 66<br>Source: Mar 2025 monitoring data and 2025 school profile | 72                             | Suitable; by the end of the project, all USDA supported schools will report using an improved water source.                                                                                                                                                                                                                                        | The proposed frequency of monitoring is suitable.<br><br>It is unclear if the school profiling data collected information on water availability when collecting data on water sources, which is necessary for determining whether the source is an improved source. The actual baseline value may be slightly less, if the school profiling data was not |

| Indicator per approved PMP                                                                  | Estimated BL value per award agreement | Actual BL value                        | LOP target per award agreement | Suitability of target given previous trajectory and baseline situation                                             | Suitability of collection and analysis methods and frequency of collection to measure project results                                                                                                                                                                                                                                                                                                                                                                                               |
|---------------------------------------------------------------------------------------------|----------------------------------------|----------------------------------------|--------------------------------|--------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                             |                                        |                                        |                                |                                                                                                                    | correctly collected. However, at minimum all 32 schools continuing from FY20 report using an improved water source and the LOP target remains valid.                                                                                                                                                                                                                                                                                                                                                |
| MGD Standard 28: Number of schools with improved sanitation facilities                      | 72                                     | 32<br>Source: Mar 2025 monitoring data | 72                             | Suitable; by the end of the project, all USDA supported schools will report having improved sanitation facilities. | The proposed data collection and analysis methods and frequency of monitoring are suitable.<br><br>The school profiling data reporting document is not explicit as to whether it is reporting on “on improved sanitation facilities;” it reports, only on the presence of “girls’ rooms.” The reporting document could be improved by specifying how “girls’ rooms” is defined (e.g., does this mean separate facilities for girls and boys? Or a girls’ room outfitted for menstrual care? Other?) |
| MGD Standard 29: Number of students receiving deworming medication(s)                       | 0                                      | 0                                      | 75,000                         | Suitable; we presume the target is based on the project activity plan.                                             | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                                                                                                                                                                                                         |
| MGD Standard 30: Number of individuals participating in USDA food security programs         | 0                                      | 0                                      | 101,643                        | Suitable; we presume the target is based on the project activity plan.                                             | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                                                                                                                                                                                                         |
| MGD Standard 31: Number of individuals benefiting indirectly from USDA-funded interventions | 0                                      | 0                                      | 150,500                        | Suitable; we presume the target is based on the project activity plan.                                             | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                                                                                                                                                                                                         |

| Indicator per approved PMP                                                                                                  | Estimated BL value per award agreement | Actual BL value                                 | LOP target per award agreement | Suitability of target given previous trajectory and baseline situation                                                                                                                                                         | Suitability of collection and analysis methods and frequency of collection to measure project results                                                                                                                                                                                                         |
|-----------------------------------------------------------------------------------------------------------------------------|----------------------------------------|-------------------------------------------------|--------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| MGD Standard 32: Number of schools reached as a result of USDA assistance                                                   | 0                                      | 0                                               | 72                             | Suitable; we presume the target is based on the project activity plan.                                                                                                                                                         | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                   |
| LRP Standard 4: Cost of transport, storage and handling of commodity procured as a result of USDA assistance (by commodity) | 0                                      | 0                                               | 465,586                        | Suitable; we presume the target is based on the project activity plan.                                                                                                                                                         | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                   |
| LRP Standard 5: Cost of commodity procured as a result of USDA assistance (by commodity and source country)                 | 0                                      | 0                                               | 1,727,420                      | Suitable; we presume the target is based on the project activity plan.                                                                                                                                                         | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                   |
| LRP Standard 6: Quantity of commodity procured as a result of USDA assistance (by commodity and source country)             | 0                                      | 0                                               | 1,886                          | Suitable; we presume the target is based on the project activity plan.                                                                                                                                                         | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                   |
| LRP Standard 7: Value of annual sales of farms and firms receiving USDA assistance                                          | USD 297,500                            | USD 329,913<br>Source: Mar 2025 monitoring data | USD 2,055,000                  | Suitable; the actual baseline value is greater than the estimated baseline value of USD 297,500. However, due to previous indicator trajectory, the baseline study team does not recommend increasing the proposed LOP target. | The proposed data collection and analysis methods and frequency of monitoring are suitable. Noting, however, that data reliability and data validity are often challenges for indicators regarding sales, income, etc., due to issues with recordkeeping, numeracy, and reluctance to share this information. |
| LRP Standard 8: Volume of commodities sold by farms and firms receiving USDA assistance                                     | 1,000 MT                               | 853 MT<br>Source: Mar 2025 monitoring data      | 6,624 MT                       | Suitable; the actual baseline value is less than the estimated baseline volume of sales (1,000 MT); however, given previous trajectory, the                                                                                    | The proposed data collection and analysis methods and frequency of monitoring are suitable. Noting, however, that data reliability and data validity are often challenges for                                                                                                                                 |

| Indicator per approved PMP                                                                                                                                    | Estimated BL value per award agreement | Actual BL value                      | LOP target per award agreement | Suitability of target given previous trajectory and baseline situation                                                                                                                                                                                                                                                                                                                                                                                                                                        | Suitability of collection and analysis methods and frequency of collection to measure project results                                                                                                                                                                                                          |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|--------------------------------------|--------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                                               |                                        |                                      |                                | baseline study team finds the LOP target of 6,624 MT to be ambitious, but appropriate.                                                                                                                                                                                                                                                                                                                                                                                                                        | indicators regarding sales, income, etc., due to issues with recordkeeping, numeracy, and reluctance to share this information.                                                                                                                                                                                |
| LRP Standard 11: Number of individuals who have received short-term agricultural sector productivity or food security training as a result of USDA assistance | 0                                      | 0                                    | 22,392                         | Suitable; we presume the target is based on the project activity plan.                                                                                                                                                                                                                                                                                                                                                                                                                                        | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                    |
| LRP Standard 12: Number of individuals in the agriculture system who have applied improved management practices or technologies with USDA assistance          | 0                                      | 0                                    | 16,000                         | Suitable; we presume the target is based on the project activity plan. See comment in rightmost column.<br><br>This indicator value per Mar 2025 monitoring data is 35,230. Consider adjusting the actual BL value to 35,230 to account for existing capacity.                                                                                                                                                                                                                                                | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                    |
| MGD Custom 2: Percentage of students who pass the grade in USDA supported schools                                                                             | 70%                                    | -                                    | 70%                            | Need more info to comment; this data was not included in school profiling data and not planned for FY24 baseline data collection. The study team did, however, collect data on whether a student had ever repeated a grade.                                                                                                                                                                                                                                                                                   | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                                                                    |
| MGD Custom 3: Percentage of schools where teachers report higher concentration by children during the day                                                     | 45%                                    | 45%<br>Source: 2025 EL school survey | 90%                            | Based on previous trajectory, 90% is a suitable LOP target. Note, however, that this data was not collected during the FY24 baseline survey. The endline survey finding for this indicator was 90.8%. Assuming 0% for new baseline schools (which have not yet received project support), we can consider the average (45%) as a reference point. While this is mathematically accurate, it does not reflect the actual level of students' attentiveness; rather, it is a starting point for discussion of an | The proposed data collection and frequency of monitoring are suitable.<br><br>However, the endline value was collected using teachers' perceptions only and not validated through teacher logs or learner engagement checklists.<br><br>In addition, it bears noting that the survey question corresponding to |



| Indicator per approved PMP                                                                                    | Estimated BL value per award agreement | Actual BL value                        | LOP target per award agreement | Suitability of target given previous trajectory and baseline situation                                                            | Suitability of collection and analysis methods and frequency of collection to measure project results                                                                                                                                                                     |
|---------------------------------------------------------------------------------------------------------------|----------------------------------------|----------------------------------------|--------------------------------|-----------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                               |                                        |                                        |                                | appropriate baseline estimate. See also comments at right for methodological concerns that are also relevant.                     | this indicator is a simplification of the full MGD indicator definition and does not reflect the full nuance of the MGD definition. Moreover, the finding is based on teachers' perceptions only and not validated through teacher logs or learner engagement checklists. |
| MGD Custom 4: Percentage of teachers who regularly attend school (at least 80% of the time)                   | 74%                                    | -                                      | 90%                            | Need more info to comment; this data was not included in school profiling data and not planned for FY24 baseline data collection. | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                               |
| MGD Custom 6: Number of schools with improved literacy instructional materials as a result of USDA assistance | 32                                     | 32<br>Source: Mar 2025 monitoring data | 72                             | Suitable; all USDA supported schools will have received literacy instructional materials by the end of the project.               | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                               |
| MGD Custom 7: Percentage of students absent for 10% of school days or more due to illness                     | 5%                                     | -                                      | 1%                             | Need more info to comment; this data was not included in school profiling data and not planned for FY24 baseline data collection. | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                               |
| MGD Custom 8: Percentage of students supported by their parents with school work at home                      | 60%                                    | 75.2%<br>Source: 2025 BL school survey | 80%                            | Actual BL finding approaches the proposed LOP target; consider adjusting the target upward.                                       | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                               |
| MGD Custom 9: Number of national and district-level coordination structures supported                         | 0                                      | 0                                      | 36                             | Suitable; we presume the target is based on the project activity plan.                                                            | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                                                                               |

| Indicator per approved PMP                                                                                                                        | Estimated BL value per award agreement | Actual BL value | LOP target per award agreement | Suitability of target given previous trajectory and baseline situation | Suitability of collection and analysis methods and frequency of collection to measure project results |
|---------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|-----------------|--------------------------------|------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|
| MGD Custom 10: Number of teachers trained on identification of disabilities and on pedagogical techniques tailored to children with disabilities  | 445                                    | 0               | 1,224                          | Suitable; we presume the target is based on the project activity plan. | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| MGD Custom 11: Number of children with disabilities supported with increased access to appropriate learning materials, techniques, and facilities | 196                                    | 0               | 660                            | Suitable; we presume the target is based on the project activity plan. | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| MGD Custom 12: Number of non-food items distributed                                                                                               | 0                                      | 0               | 48,828                         | Suitable; we presume the target is based on the project activity plan. | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| LRP Custom 1: Percent of schools that receive food deliveries (beans) on time                                                                     | 0%                                     | 0               | 95%                            | Suitable; we presume the target is based on the project activity plan. | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| LRP Custom 2: Amount of LRP commodities aligned with the National School Feeding Programme food basket and standards                              | 0                                      | 0               | 1,866                          | Suitable; we presume the target is based on the project activity plan. | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |
| LRP Custom 3: Number of MGD-supported districts that have signed supplier contracts (beans) at least 2 weeks before the start of the school term  | 0                                      | 0               | 4                              | Suitable; we presume the target is based on the project activity plan. | The proposed data collection and analysis methods and frequency of monitoring are suitable.           |

| Indicator per approved PMP                                                                                                                                                     | Estimated BL value per award agreement | Actual BL value                                                | LOP target per award agreement | Suitability of target given previous trajectory and baseline situation                                                                                                  | Suitability of collection and analysis methods and frequency of collection to measure project results                                                                                                                    |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|----------------------------------------------------------------|--------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| MGD Custom 13: Percentage of people in the community who think that people in their community find education for girls not particularly valuable or necessary compared to boys | 100%                                   | 33.7%<br>Source: 2025 BL school survey                         | 80%                            | Based on the actual baseline value, we suggest adjusting the LOP target accordingly. The study team would recommend an LOP target between 5 – 10% (a 20-30% reduction). | The study team recommends that future evaluations use qualitative methods to further explore community members' perceptions of the importance of girls' education more in depth and understand this issue more in depth. |
| MGD Custom 15: Quantity of complementary commodities provided to the MGD food basket                                                                                           | 0                                      | 0                                                              | 2,618                          | Suitable; we presume the target is based on the project activity plan.                                                                                                  | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                              |
| MGD Custom 16: Number of school gardens established and maintained                                                                                                             | 32                                     | 60<br>Source: Mar 2025 monitoring data and 2025 school profile | 72                             | Suitable; all 72 USDA-supported schools will have a school garden by the end of the project.                                                                            | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                              |
| MGD Custom 17: Percentage of students who can mention at least three health and hygiene practices                                                                              | 12%                                    | 51.5%<br>Source: 2025 BL school survey                         | 65%                            | Suitable; though the actual baseline value is higher than the estimated baseline value, the LOP target seems reasonable.                                                | The proposed data collection and analysis methods and frequency of monitoring are suitable.                                                                                                                              |

## Annex 13. Conclusions organized by technical area

| Technical Area                    | Conclusion Statement                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|-----------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| School meals                      | School meals remain the central focus of the NSFP, with the FY24 project supporting government-led implementation while prioritizing improvements in nutritional quality and food safety and using procurement linkages to strengthen smallholder participation. Baseline results show that student attendance averaged 93.7% in project schools and enrollment reached 61,752 students across pre-primary and primary levels; attendance and enrollment were widely attributed to the provision of school meals.                                                                      |
| Literacy                          | Despite high alignment with sector-wide education strategies, the discontinuation of USAID-funded literacy initiatives leaves a significant gap in support to project districts, creating risks for literacy outcomes unless additional mitigating measures are identified and implemented. Among P2 students, over 70% demonstrated the ability to read and understand a grade-level text, indicating that the LOP literacy target of 70% has already been achieved and needs to be revised (the study team suggests 78%).                                                            |
| Health/Nutrition                  | The FY24 project supports improved student health and nutrition by optimizing school meal composition, strengthening food safety through training and cook certification, and aligning with national strategies that integrate the NSFP within broader health and nutrition priorities. The Government's appetite to improve the nutritional quality of meals and FSQ measures, coupled with the range in which schools operate, underscores the need to establish tiered FSQ benchmarks and nutrition targets to monitor meal quality and ensure consistent standards across schools. |
| WASH                              | The FY24 project integrates WASH promotion through tailored hygiene education and accessible infrastructure and complements broader programming to improve WASH outcomes, aligning with national strategies to strengthen school environments and student well-being. Baseline findings show that most project schools have handwashing facilities and segregated toilets, though availability of water is inconsistent in all schools.                                                                                                                                                |
| M&E Capacity                      | The FY24 project integrates the SABER framework, a strengthened PMP, and a multi-layered monitoring system, but partner reporting delays and incomplete FSQ tracking limit real-time data use, signaling the need for more robust performance systems to guide adaptive management and indicator targets. However, the WFP Rwanda CO has already made adjustments to improve its Knowledge Management and Learning processes.                                                                                                                                                          |
| Government capacity strengthening | The FY24 project supports Rwanda's growing government ownership of the NSFP through policy engagement, institutional strengthening, and monitoring systems, while financial constraints and district-level capacity gaps remain key risks to sustainability. The performance review highlights the importance of aligning government capacity targets with baseline realities, as the FY24 project relies heavily on seconded School                                                                                                                                                   |

| Technical Area      | Conclusion Statement                                                                                                                                                                                                                                                                                                                                                                                                             |
|---------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                     | Feeding Coordinators and has not yet integrated school feeding indicators into district imihigo contracts.                                                                                                                                                                                                                                                                                                                       |
| Smallholder support | The project continues to strengthen smallholder farmer capacity and linkages with schools, but systemic market barriers and structural challenges beyond the project's scope limit their ability to consistently benefit from NSFP procurement, requiring broader investments and longer-term engagement. Baseline results show that smallholder participation in NSFP procurement remains constrained due to systemic barriers. |

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# Acronyms

|            |                                                                                                                         |
|------------|-------------------------------------------------------------------------------------------------------------------------|
| AAP        | Accountability to affected populations                                                                                  |
| BL         | Baseline                                                                                                                |
| CAPI       | Computer-assisted personal interviewing                                                                                 |
| CBHI       | Community Based Health Insurance Scheme                                                                                 |
| CFSVA      | Comprehensive Food Security and Vulnerability Analysis                                                                  |
| CO         | Country Office                                                                                                          |
| CPI        | Consume Price Index                                                                                                     |
| CRC        | Convention on the Rights of the Child                                                                                   |
| CSP        | Country Strategic Plan                                                                                                  |
| CU5        | Children under five years of age                                                                                        |
| CWPM       | Correct-words-per-minute                                                                                                |
| DEO        | District Education Officer                                                                                              |
| DEQAS      | Decentralized Evaluation Quality Assurance System                                                                       |
| EGRA       | Early Grade Reading Assessment                                                                                          |
| EM         | Evaluation Manager                                                                                                      |
| EOP        | End-of-project                                                                                                          |
| EQ         | Evaluation Question                                                                                                     |
| ERG        | Evaluation Reference Group                                                                                              |
| ESSP       | Education Sector Strategic Plan                                                                                         |
| FSQ        | Food safety and quality                                                                                                 |
| FtMA       | Farm to Market Alliance                                                                                                 |
| FY         | Fiscal year                                                                                                             |
| GDP        | Gross Domestic Product                                                                                                  |
| GHI        | Gardens for Health International                                                                                        |
| HGSF       | Home Grown School Feeding                                                                                               |
| HQ         | Headquarters                                                                                                            |
| ICRP       | Integrated Child Rights Policy                                                                                          |
| ICT        | Information and Communications Technology                                                                               |
| JICA PRISM | Japan International Cooperation Agency Project to Strengthen Primary School Mathematics and Science with the use of ICT |
| LEWIE      | Local Economy-Wide Impact Evaluations                                                                                   |
| LOP        | Life- of- project                                                                                                       |
| LRP        | Local and Regional Procurement                                                                                          |
| M&E        | Monitoring and evaluation                                                                                               |
| MDG        | Millenium Development Goals                                                                                             |
| MINAGRI    | Ministry of Agriculture and Animal Resources                                                                            |
| MINALOC    | Ministry of Local Government                                                                                            |
| MINECOFIN  | Ministry of Finance and Economic Planning                                                                               |
| MINEDUC    | Ministry of Education                                                                                                   |
| MINICOM    | Ministry of Trade and Agriculture                                                                                       |
| MOH        | Ministry of Health                                                                                                      |
| NCDA       | National Child Development Agency                                                                                       |
| NER        | Net Enrollment Rate                                                                                                     |
| NESA       | National Examination and School Inspection Authority                                                                    |
| NISR       | National Institute of Statistics of Rwanda                                                                              |
| NSF        | National School Feeding                                                                                                 |
| NSFP       | National School Feeding Programme                                                                                       |
| NSFSC      | National School Feeding Steering Committee                                                                              |
| NST2       | National Strategy for Transformation 2024-2029                                                                          |
| ODK        | Open Data Kit                                                                                                           |

|               |                                                                                           |
|---------------|-------------------------------------------------------------------------------------------|
| OECD-DAC      | Organisation for Economic Co-operation and Development – Development Assistance Committee |
| PII           | Personally identifiable information                                                       |
| PPS           | Probability-proportional-to-size                                                          |
| PSTA (4 or 5) | Strategic Plan for the Transformation of Agriculture                                      |
| PTA           | Parent teacher association                                                                |
| QA            | Quality Assurance                                                                         |
| RAB           | Rwanda Agriculture and Animal Resources Development Board                                 |
| RBC           | Rwanda Biomedical Centre                                                                  |
| RCA           | Rwanda Cooperative Agency                                                                 |
| REB           | Rwanda Education Board                                                                    |
| RSB           | Rwanda Standards Board                                                                    |
| RTI           | Tangerine                                                                                 |
| RWF           | Rwandan Franc                                                                             |
| SABER         | Systems Approach for Better Education Results                                             |
| SBCC          | Social and behavior change communication                                                  |
| SDMS          | School Data Management System                                                             |
| SEO           | Sector Education Officer                                                                  |
| SFSC          | School Feeding Steering Committee                                                         |
| SGAC          | School General Assembly Committee                                                         |
| Sig           | (Statistical) significance                                                                |
| SMC           | School Meals Coalition                                                                    |
| SO            | Strategic Objective                                                                       |
| TANGO         | Technical Assistance to Non-governmental Organizations                                    |
| TOC           | Theory of change                                                                          |
| TOR           | Terms of Reference                                                                        |
| TVET          | Technical and vocational education and training                                           |
| TWG           | Technical Working Group                                                                   |
| UNEG          | United Nations Evaluation Group                                                           |
| UNICEF        | United National Children's Fund                                                           |
| UNSWAP        | United Nations System-wide Action Plan                                                    |
| USAID         | United States Agency for International Development                                        |
| USDA          | United States Department of Agriculture                                                   |
| USG           | United States Government                                                                  |
| WASAC         | Water & Sanitation Corporation                                                            |
| WASH          | Water, Sanitation and Hygiene                                                             |
| WFP           | World Food Programme                                                                      |
| WVI           | World Vision International                                                                |

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