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Final Evaluation of McGovern-Dole-supported School Feeding Programme in Bangladesh

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Please note that this evaluation also serves as the baseline evaluation for the extension of this program funded in FY 2017 (Agreement Number: FFE-388-2017-019-00).

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Decentralized Evaluation

Final Evaluation of McGovern-Dole-supported School Feeding Programme in Bangladesh

(FFE-388-2014/048-00)

March 2015 to December 2017

Evaluation Report

October 20, 2018 – Final report
WFP Bangladesh Country Office
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Executive Summary

1. The WFP Bangladesh Country Office (CO) commissioned *Econometría* to perform an operations evaluation of the McGovern-Dole School Feeding (SF) Programme (FFE-388-2014/048-00) implemented by the World Food Programme (WFP) in Bangladesh from March 2015¹ to December 2017. The evaluation purpose is accountability and learning by assess its performance and results, determine the reasons why certain results occurred or did not occur, draw lessons and provide recommendations. This evaluation is of direct interest to WFP-CO and Sub-offices and other WFP dependencies², the USDA Food Assistance Division (FAD), the Government of Bangladesh (GoB), the school's community, the NGO partners -RDRS and BRAC-, other United Nations' agencies, and other actors such as local communities and suppliers.

2. Bangladesh, a South Asian country, is highly densely populated with 260 million people. Recently it graduated as a developing country (2018) and received the status of a lower-middle income country (2015). With almost 22 million children in pre-primary and primary ages, as enrolment rates reached more than 95%, the provision of education of quality became the main challenge for the GoB. The reduction of hunger through SF³ has been an instrument to reach primary education universal coverage, keep boys and girls at school for a longer period of time, and reduce drop out as well as social, gender, and regional disparities.

Bangladesh context facts	
Poverty headcount rate (HCR) (HIES, BBS, 2016)	24.30%
Gaibandha district HCR rate (Census 2011)	46.70%
National literacy rate (HIES, 2016)	65.60%
Gaibandha literacy rate (NEP, 2010)	42.80%
Underweighted children (BDHS, 2014)	33%
Global Gender Gap Index (WEF, 2017)	47/144

3. The WFP-McGovern-Dole SF Programme, with a total investment of USD24.5 million⁴, had two columns of action with different modalities: 1) Through NGOs: To provide high energy biscuits (HEB) and complementary activities to pre-primary and primary school students in the Gaibandha district (5 upazilas) searching for the reduction of undernutrition and hunger, the improvement of school-age children literacy, and the increase in the use of health and dietary practices⁵; 2) Directly: At the national level, the provision of technical support to the GoB by constructing institutional capacity and strengthening the SF legal framework.

Methodology

4. The evaluation was designed to assess the WFP-McGovern-Dole SF Programme (2015-2017) in relation to its relevance, efficiency, effectiveness, impact and sustainability. The main evaluation questions (EQ) were: 1) How appropriate was the operation? 2) What were the results of the operation? 3) What were the factors that affected the results, positively or negatively? 4) To what extent have the implementation and results been sustainable?

5. In order to respond to the EQ, the evaluation team (ET) used mixed methods, applying triangulation of the available sources and voices. The programme's framework was a central input as it offered the relation between outputs and outcomes and presented the planned targets to be assessed. The extensive desk review (quantitative and qualitative), combined with the information from the fieldwork were used to evaluate the programme's relevance and also if the planned outputs and outcomes were attained. Fieldwork evidence was key to

¹ The commitment letter was signed in October 2014 and in March 2015 arrived the first tranche of commodities.

² Regional Bureau (RB) for Asia and the Pacific based in Bangkok, WFP Headquarters (HQ), Office of Evaluation (OEV) and WFP Executive Board (EB).

³ Among other instruments as improving physical facilities and the conditional stipend program.

⁴ The final funding amount was USD24,501,398.2 with the final amendment

⁵ The improvement of literacy, reduction of undernutrition and hunger and the increase of health and dietary practices were the Strategic Objectives (SO) of the Programme.

evaluate the effectiveness of the sustainability strategies implemented. Specific attention was given to gender related aspects throughout the evaluation. Time constraints and the language barrier were limitations during the fieldwork. They were addressed, respectively, by restricting some activities at the school's visits and using an interpreter. Likewise, the lack of a comprehensive school data base and unified information limited the analysis, and the lack of a counterfactual baseline limited demonstrating attributions. ET made explicit the data limitations and developed some recommendations to improve M&E.

Key Findings

How appropriate was the operation? (Relevance)

6. The WFP-McGovern-Dole SF Programme Framework was fully aligned with the National Education Policy (2010) and the Primary Education Development Programme -PEPD3- (2011-17) objectives and strategies. Improving school literacy and increasing the use of health and dietary practices of school-age children was the priority. Consequently, the programme included the distribution of HEB and upgraded the existing essential learning package (ELP)⁶ to the full learning package (FLP)⁷. Women empowerment and the reduction in gender disparities were cross-cutting results. Although quality in education is not a mandate of WFP, it is a mandate of the McGovern Dole Programme and a goal to be pursued by the GoB.
7. It was relevant to choose the Gaibandha District as the one to receive the benefits from the Programme as it had the conjunction of poverty, malnutrition, and flood-prone area.
8. The Directorate of Primary Education (DPE) of the Ministry of Primary Mass Education (MoPME) was the main partner of the WFP-McGovern-Dole SF Programme. Since 2011, DPE with WFP support, implemented the National School Feeding Programme in Poverty-Prone Areas (NSFPPA) and gradually took over schools benefited by the WFP-McGovern-Dole SF Programme. It was highly coherent to design and implement different GoB strengthening capacity activities. Moreover, the WFP gave support in the construction and consultation of the SF Policy to ensure the institutionalization of the SF Programme.

What were the results of the operation? (Efficiency, effectiveness and impact)

9. The WFP-McGovern-Dole SF Programme invested USD24.5 million in: the SF capacity building and legal framework support and in assisting 111.9 thousand students monthly, in average, on 1.2 thousand schools. 78.7 million biscuits were delivered. The direct expenditure per school per year was of USD2.53 thousand, and the per child per year expenditure was USD27.17. This expenditure is very similar to other estimations by Gelli, Cavallero and Minervini (2011) where the average expenditure per year per child for fortified biscuits was USD24.9 (prices of 2017). The WFP-NGOs relation was a factor that enhanced the programme's efficiency. RDRS brought years of experience working in the HEB distribution and the daily activities with the schools. BRAC provided the technical support that WFP needed in the quality of education issues. However, there were also inefficiencies, such as the short-term teacher's and RDRS staff's trainings by BRAC, delays in some schools entering to the programme and having to perform too many

⁶The Essential Learning package focuses on community mobilization, promoting women's role in SMCs, establishing vegetal gardens, HIV/AIDS awareness (for SMC), disaster risk reduction, climate change awareness and adaptation, health education (including hygiene and sanitation), and distribution of de-worming tablet for students.

⁷ The full learning package added to the essential learning package complementary activities as teachers training, reading corner, remedial class, wall magazine, handwriting, storytelling, reading fluency and art competitions, wall paintings, wash blocks, among others.

complementary activities in each school. Also, the M&E had dispersed and not unified information.

10. Capacity building and GoB technical support was successful in many aspects: The handover of all the public and madrasahs schools to the GoB; the WFP-DPE trustful relation; and, the SF policy construction.
11. HEB were distributed to all the students that attended the targeted schools during the implementation of the programme with no gender or socioeconomic differentiation. Based on the semi-annual reports and the interviews done, the attainment of outputs related to capacity building, extra-curricular activities, school gardens implementation and training parent-teacher associations were fully achieved. SMC members who were interviewed showed high compromise on the children's education, school's infrastructure improvement and biscuit distribution.
12. According to the semi-annual reports targets like teacher's training (56% of attainment), school administrator's trainings (40% of attainment), outputs related to promoting teacher attendance (26% of attainment), training of food preparation and storage practices (56% of attainment), were not entirely accomplished. Although, WFP-CO explained that 88% school administrators (headteacher) and 100% Assistant teachers received training once under the McGovern-Dole programme, but the target included a retraining recommended by the Mid-term evaluation (WFP-Mokoro, 2017). It was done partially.
13. HEB supplies each student with 337.5 Kcal, and 14 essential vitamins and minerals. Compared to other SF modalities, HEB is highly efficient and equitative. There is evidence that HEB intake reduces short-term hunger and increases attendance and attentiveness.
14. From 2015 to 2017, outcome indicators showed improvements (more in girls than in boys) with exception of those related to dietary diversity. Although the literacy outcome improved from 25.5% to 28.4%, it did not accomplish the planned target (50%).

What were the factors that affected the results positively or negatively?

15. Having to perform more than twenty activities in each school, only a two day teachers' training, short-term training RDRS trainers (ToT), and short-term intervention in some schools, were some of the internal factors that impaired the programme's effectiveness. On the other hand, having a strong partner as RDRS in HEB distribution, and strong WFP backup, positively affected the programme's results. External factors, such as political unrest, floods and enrolment lower than expected, affected negatively HEB distribution achievements. Also, teacher's shortage, precarious school infrastructure, and overcrowding affected the improvement of the literacy outcome accomplishment. It is important to highlight that the nutrition and the literacy outcomes indicators included in the framework highly depends on external factors out of WFP control. In addition, the literacy outcome indicator had the very high target of 50% (2017) with a baseline of 25.5% (2015).

To what extent have the implementation and results been sustainable?

16. At the end of the programme, public schools (596) and madrasahs (6) were handed over and incorporated within the NSFPPPA⁸, fully GoB funded. However the school feeding in NGO schools that are not currently covered by NSFPPPA remains a challenge. The programme implemented successful sustainability strategies such as: The strong collaboration with DPE providing technical support for SF Programme implementation⁹, the development of a National SF Policy, the role and capacity of the schools and

⁸ HEB distribution and the essential learning package continued.

⁹ WFP shifted from direct aid to technical support activities, according to the Country Strategic Plan 2017-2020

community members to strengthen school management, and the reinforcement of gender equality awareness.

Overall conclusions and lessons learned

17. The WFP-McGovern-Dole SF Programme SO were highly coherent with the GoB national policies and strategies on education, food security and nutrition among school-age children, including gender, which constitutes a good practice and benchmark for other programmes. Activities were complementary to GoB interventions, especially DPE's. Strategies were appropriate to the needs of the food insecure population in the Gaibandha district and of the GoB's technical support necessities. Although the improvement of quality in education (required by the McGovern Dole Programme) exceeds WFP mandates, it was addressed by the partnership with BRAC.
18. The WFP-McGovern-Dole SF Programme was highly efficient in the delivery of the capacity building outputs and the HEB supply-chain. The WFP-DPE and WFP-NGOs partnerships, as well as the WFP backup support were key elements and good practices. The delivery of the full learning package had some inefficiencies such as having numerous activities and short-term teachers' training, which are lessons learned for future programmes. External factors such as floods, political unrest, and school's structural limitations were negative elements for the Programme's performance.
19. The WFP McGovern-Dole SF Programme was effective in the GoB strengthening. At schools, the Programme accomplished the following planned targets: students benefitted with biscuits and extra-curricular activities, schools benefitted with vegetable gardens and parent-teacher associations' trainings. However, targets related to teachers' and administrators' trainings were poorly attained. There was improvement in students' attendance, attentiveness, and also in hygiene, nutrition and dietary practices, and gender equality awareness. Though, the literacy outcome improved, it did not reach the target. These results offer lessons for the future programmes framework, value chain and for the design of outcome indicators and targets.
20. The programme adopted sustainability strategies. Developing a SF policy, handing over most of schools to the MoPME/DPE, and strengthening the capacity of the GoB and the local community to implement a SF programme were good practices and the main accomplishments on sustainability. At the school level, hygiene, nutrition and the importance of girl's education and gender equality awareness have been sustainable.

Recommendations

21. WFP-DPE partnership must continue, and as the SF policy is approved, WFP respectful advocacy and technical support should remain to help the GoB to construct and implement a feasible and sustainable SF project. The WFP may support specific studies and assessments (grass-root approach) that provide information to the GoB about the viability of implementing the different SF modalities at the school level. With regard to the discussion about the implementation of the tiffin box SF modality, WFP should provide technical assistance to the GoB to evaluate its effectiveness and relevance.
22. WFP staff needs to be strengthened to be able to properly supply the technical support required at the national and local level to implement the SF Policy and to accomplish the Country Strategic Plan 2017-2020. As an internal training method, the WFP staff that has been working with DPE should share their good practices with the rest of WFP staff and an internal "community of knowledge" can be implemented.
23. The HEB distribution should be a modality of the SF policy, because of its nutritional contribution to children. In addition, it is preferred by students, teachers and parents

because of its simple process of storage and distribution. Even in emergency situations it is a cost-efficient mechanism of short-term hunger reduction.

24. For the new programme in the Cox district, WFP should: Construct a rigorous value chain with explicit assumptions. Prioritize activities in the FLP as enforcing teacher's trainings, awareness campaigns delivering messages of gender equality. Reinforce WFP advocacy with the GoB to improve school infrastructure, water and sanitation facilities (separate boys and girls), and teacher's sufficiency to handle external factors affecting the programme's implementation. Strengthening SMC/PTA involvement, enhancing women participation. Review M&E indicators and database.

1. Introduction

1. This is the Evaluation Report (ER) for the Independent Final Evaluation of the WFP School Feeding (SF) Programme under the United States Department of Agriculture (USDA) McGovern-Dole Grant FFE-388-2014/048-00 in Bangladesh from March/2015¹⁰ to December/2017. It was commissioned by the WFP's Bangladesh Country Office (CO) to *Econometría* and was developed from January to July 2018. As the Programme ended, the WFP Country Office (CO) was keen to evaluate its achievements, to identify lessons learned and generate recommendations.
2. The USDA commitment letter of the WFP McGovern Dole SF Programme (FFE-388-2014/048-00) was signed in October 2014. The programme began in March 2015 with the arrival of the first tranche of commodities and ended in December 2017. The Programme was implemented¹¹ in the Gaibandha district and the capacity building activities were implemented at the national level in Dhaka, with a USD 24.5 million investment. Its strategic objectives (SOs) were: to improve school literacy, to increase the use of health and dietary practices of school-age children, and to provide institutional capacity development to the Government of Bangladesh (GoB).
3. The programme's internal stakeholders were the WFP Country Office (CO) Bangladesh and the WFP Sub-Offices (SO). Specifically the Rangpur SO, the Regional Bureau (RB) for Asia and the Pacific based in Bangkok, the WFP Headquarters (HQ), the Office of Evaluation (OEI) and the WFP Executive Board (EB). External stakeholders were the beneficiaries (students, teachers, school administrators, and parents), the USDA Food Assistance Division (FAD), the Government of Bangladesh (GoB), and the United Nations Country Team (UNCT), NGOs BRAC and RDRS and other actors as local communities and suppliers.
4. This final evaluation is an assessment of the performance of the WFP-McGovern-Dole SF Programme (SFP) operations and associated interventions. Its main objectives are accountability to beneficiaries, the WFP and stakeholders, and to develop learnings. According to the Terms of References (Annex 1), its specific objectives are: 1. Assess and report on the performance and results of the programme. 2. Assess if the expected results as outlined in the results framework were achieved. 3. Determine the reasons why certain results occurred or did not occur; 4. Draw lessons to generate good practices and pointers for learning. 5. Provide recommendations for future food assistance and capacity building programmes and 6. Examine if Mid-term evaluation (WFP-Mokoro, 2017) recommendations were integrated into programme implementation and if so, explore its effectiveness.
5. The evaluation is of direct interest to the internal and external programme stakeholders (Para 3), to the Internal Evaluation Committee (IEC) and the External Reference Group (ERG). It will be used to adjust WFP-Bangladesh and GoB joint activities to implement SF Policy in the country, to extract lessons for other USDA funded programmes and for sharing across the region. Also, it will create lessons to inform any future food assistance and capacity building programmes' design and implementation.
- 1.1. Overview of the Evaluation Subject (for more detail see Annex 2)
6. WFP started its operations in Bangladesh in 1974. By, 2001, the first school feeding programme in chronically food-insecure areas began. This was in collaboration with the Ministry of Primary and Mass Education (MoPME), done through the distribution of high

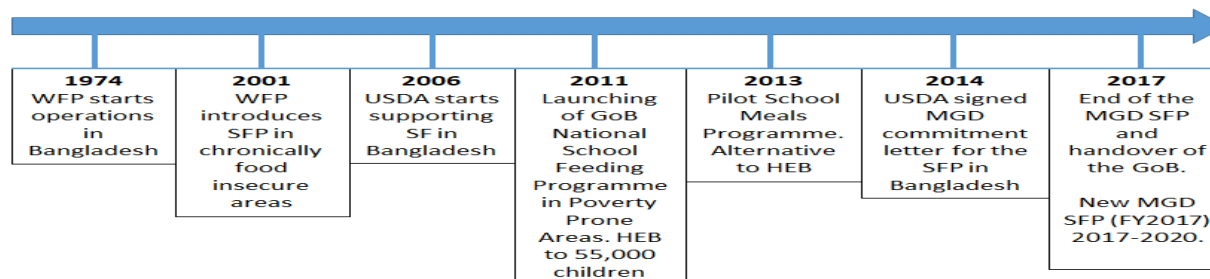
¹⁰ USDA signed the McGovern-Dole commitment letter for the SFP on October 1, 2014; the first tranche of commodities' arrival in March 2015.

¹¹ NGOs Rangpur Dinajpur Rural Services (RDRS) and Building Resources Across Communities (BRAC) were partners for the implementation of the McGovern-Dole-WFP SFP.

energy biscuits (HEB) to pre-primary and primary age children in order to reduce hunger, increase concentration in class, increase regular attendance, and allow children to remain at school. It was also hoped that it would contribute to increased enrolment, reduce dropout rates and bridge the gender gap. Based on this programme the GoB launched the National School Feeding Programme in Poverty-Prone Areas in 2011 (NSFPPA) (DPE-Annual-Report, 2012).

7. The USDA/McGovern-Dole began supporting the WFP SF in Bangladesh in 2006. Afterwards there were two more grants, one in 2014 (FFE-388-2014/048-00), which is the subject of this evaluation, and the latest in 2017 which continues until 2020 in the Cox District.

Figure 1-1 – Timeline of WFP operations and School Feeding support in Bangladesh



8. Table 1-1 shows the main programme facts, stakeholders (Annex 2-table 2.4), Strategic Objectives (SO), objectives, outcomes and activities (Annex 2 – table 2.1).

Table 1-1 - McGovern-Dole -WFP SF Programme Factsheet

Type of Intervention:	Operation
Dates	Start date: Commitment letter signature: October 1, 2014 First tranche of commodities' arrival: March, 2015 End date: December, 2017.
Amendments	USDA on 24 June 2016: Coverage extension to an additional upazila. A second amendment was submitted on November 28, 2016.
Original design vs. implementation	Modifications: Extension to an additional upazila, Gaibandha Sadar. Enhancing literacy activities and activities to improve hygiene and dietary practices. Increase in beneficiary targets. Inclusion of performance indicators and adjustment in output and outcome targets.
Duration:	3 year
Beneficiary Numbers:	Planned: 137,000 per year over the course of a three-year assistance period. Revised: 163,000 per year (50/50 male/female). Disaggregated data is available for specific periods, not as a whole. 82 million daily school meals provided to targeted school children.
Geographic Scope	Gaibandha District (Annex 2 – see map). Started in government and NGO run schools at Gobindaganj and Saghata 2014 ¹² with the essential learning package –ELP ¹³ . By 2015 the programme expanded to Sundarganj and Fulchari upazilas and on 2016 to Gaibandha Sadar (with a full learning package -FLP ¹⁴).
Stakeholder -Donors	McGovern-Dole -USDA (65%), GoB (22%), Department of Foreign Affairs and Trade of Australia (9%), the Saudi-Arabian government (3%) and Unilever (1%).
Stakeholder - Partners	Main GoB partner: Directorate of Primary Education (DPE) of the MoPME. Other GoB partners: MoHFW, the Ministry of Food, the Ministry of Agriculture (MoA) and the Ministry of Finance (MoF). Operational Partners: Rangpur Dinajpur Rural Services (RDRS) and Building Resources Across Communities (BRAC). HEB manufacturers and transporters. Other partners: United Nations Country Teams (UNCT): UNICEF, FAO and WHO.
Amount Transfers:	Planned: In-kind food: 29,200 MT Revised: In-kind food: 23,740 MT
USD Requirements:	Initial: USD26m

¹² Late in 2014 GoB took over GSP schools. WFP continued with NGO run schools.

¹³ The Essential Learning package focuses on community mobilization, promoting women's role in SMCs, establishing vegetal gardens, HIV/AIDS awareness (for SMC), disaster risk reduction, climate change awareness and adaptation, health education (including hygiene and sanitation), and distribution of de-worming tablet for students.

¹⁴ The Full Learning Package added to the essential learning package complementary activities as teachers training, reading corner, remedial class, wall magazine, handwriting, storytelling, reading fluency and art competitions, wall paintings, wash blocks, among others.

Final amendment: USD24.5m Total received wheat quantity: 21,740 MT		
Strategic Objectives	Objectives / outcomes	Activities
Cross-cutting Results	GEEW: Maintain access to gender parity in primary education, to increase equitable access and utilization of education and increase gender equality in schools' administration and governance. Partnerships: Food assistance interventions coordinated and relevant partnerships developed and maintained.	
WFP SO 4: Reduce Under Nutrition and Break the Intergeneration Cycle of Hunger	Objective: Work with government to maintain access to gender parity in primary education.	
	Outcome SO4.1: Increase equitable access to and utilization of education	-Provision of onsite school meals -Sensitization on sanitation, hygiene and nutrition -Training on food storage warehouse and stock management
	Objective: Strengthen the capacity of the Ministry of Education to run a nationwide school feeding programme	
	Outcome SO4.2: Ownership and capacity strengthened to reduce under nutrition and increase access to education at regional, national and community levels	Three pillars of the Capacity Development component include: -Joint policy analysis and priority setting; -Supply chain management; -Programme management, oversight and monitoring
McGovern-Dole Strategic Objective 1: Improved Literacy of School-Age	McGovern-Dole 1.1 Improving Quality of Literacy Instruction	- Promote teacher attendance - Training for teachers and school administrators
	McGovern-Dole 1.2 Improving Attentiveness by reducing short-term hunger (McGovern-Dole 1.2.1) and increase access to nutritious food (McGovern-Dole 1.2.1.1, 1.3.1.1)	- Provide micronutrient-fortified biscuits in the first hour of school - Provide school meals - School gardens
	McGovern-Dole 1.3 Improving Student Attendance	- Economic incentives through school meals and complementary GoB stipend programme - Events to raise community awareness on benefits of education - Repair of school infrastructure
McGovern-Dole Strategic Objective 2: Increased Use of Health and Dietary Practices	McGovern-Dole 2.1 – 2.3 Improved Knowledge of Health and Hygiene Practices, Safe Food Prep and Storage Practices, Nutrition	- Deliver health and hygiene awareness education - Provide training on safe food prep and storage practices to biscuit producers - Deliver nutrition training as part of “essential learning package”
	McGovern-Dole 2.4-2.6 Increased Access to Clean Water and Sanitation Services, Preventative Health Services, and Requisite Food Prep and Storage Tools and Equipment	- Provide and maintain clean water and sanitation facilities - Complementary GoB deworming campaign - Training on safe food prep and storage practices to factories and warehouses
Foundational Results	1. Increase capacity of government institutions; 2. Improve policy and regulatory framework; 3. Increased government support and 4. Increase engagement of local organizations and community group.	
Main Evaluations	-Baseline survey report for the McGovern-Dole -funded SFP-2015 (Kimetrica, 2015). - Mid-term evaluation of McGovern-Dole-supported School Feeding Programme (WFP-Mokoro, 2017). - Final survey (comparative analysis of outcomes 2017 vs. 2015 baseline). - School Feeding Capacity Strengthening 2016, and SF Capacity Strengthening 2017. For more details, see Annex 2 – Table 2.2 and Midterm evaluation details and recommendations (Annex 2 -table 2.3).	

Source: WFP, TOR (WFP, 2016)

9. **Logical Framework and Theory of Change:** The main McGovern-Dole -WFP SFP hypothesis was that through HEB distribution and complementary activities (Full Learning Package-FLP) the Programme will contribute to the improvement of literacy, the reduction of under nutrition and hunger, and the increase use of health and dietary practices. Also, these objectives were tied to the provision of technical support of stakeholders to the GoB. Annex 2-Figure 2.1 shows an ET interpretation of the programme's theory of change.
10. **Mokoro's Midterm Evaluation** concluded that the programme was relevant against all dimensions considered, and also had external and internal coherence. HEB distribution appears to be well-designed, well-implemented and effective, where the principal strength was WFP-GoB partnership. Factors outside the direct control of WFP that affects the basic education system constrained complementary activities benefits. With regard to GEEW, MTE concluded that there was not enough information to explain crucial gender issues. Quality of reporting and monitoring was identified as an important weakness. To improve M&E

function, to reconsider WFP's direct role in supporting activities out of its core competences, to continue the provision of technical support to the GoB, among others, were the MTE recommendations (see Annex 2).

11. GEEW was included to the WFP-McGovern-Dole SF Programme framework in partnership with GoB to maintain access to gender parity in primary education. The project aimed to increase equitable access and utilization of the education system for both girls and boys. The gender dimensions were aligned with national gender policies, embedded in the project design, and expressed in specific targets for female and male beneficiaries. The daily distribution of biscuits for students encouraged parents, of both girls and boys, to send their children to school and to maintain them there till the completion of their primary education. It also promoted students' regular attendance to classes, contributing to the success of schooling for both genders.

1.2. Context

12. The People's Republic of Bangladesh has a population of 162.9 million (WB, 2018), with around 1,252 people per square kilometre of land area (Statistica, 2018) (WB, 2018). In Gaibandha, there was a population of 23.8 million, around 1,125 people living per square kilometre in 2011 (Census, 2011). Despite the population density, Bangladesh's economy and social indicators show important improvements, in accordance with the GoB Vision 2021 guidelines (Vision-2021, 2006). Evidence of it is the status of "lower middle-income country" since 2015 (WB, 2018) and the recent graduation from as a "least developed country" (LDC) to "developing country" (DC) in 2018 by the United Nations. To further the argument, the poverty headcount ratio (HCR) was reduced by more than half from 2000 to 2016, from 48.9% to 24.3% (HIES, BBS, 2016) despite some regions with high poverty rates and others prone to natural disasters remaining stagnant. This is seen in the Gaibandha District where the poverty HCRs were 46.7% (Census, 2011).
13. Food insecurity and under nutrition also showed improvements in Bangladesh, although they are still dire problems within the country. 36% (41% in 2011) of children under the age of 5 were stunted, 14% (16% in 2011) wasted, and 33% (36% in 2011) were underweight. District level data is not available, although rates are available for Rangpur divisional level: stunting 33%, wasting 17.7% and underweight 36.8% (BDHS, 2014). In reference to the WFP's Food Consumption Score (FCS-0-112), Bangladesh achieved 66.7 points in 2015, a rise from 56.4 in 2011/12. The percentage of households with a low FCS (<42) decreased to 8.3 (2015) from 23.1 (2011/12) (Akhter, 2016). Extreme poverty is the main cause of the reduced food intake. Changes in the quality of the diet and malnutrition and health problems are common consequences.
14. The 2017 Global Gender Gap Index developed by the World Economic Forum (WEF), ranked Bangladesh 47th out of 144 countries regarding gender equality (WEF, 2017). Despite the advances in incorporating gender issues in development plans and norms, there exists social conduct norms in place like the early marriage of girls, sexual harassment and gender based violence
15. In Bangladesh, as in other South Asian countries, there is a strong gender dimension regarding food insecurity and malnutrition. Poor women who are at greater risk of suffering from food-insecurity are more likely to work as wage labourers in the agricultural sector. Additionally, the low status of women contributes to child malnutrition. On the other hand, women empowerment is directly related to improvements on food intake and has a positive impact on households' caloric consumption and dietary diversity. In fact, an increased

availability of non-farm and manufacturing work for young women and higher levels of girls' education contribute to avoid early marriage and pregnancy. Improved education also enables both men and women to pursue better dietary choices (Sraboni, Malapit, Quisumbing, & Ahmed, 2014).

16. The national literacy rate (7 years and older), according to the HIES in 2016, was 65.6%, whereas the urban literacy rate was 71.6% and the rural literacy rate was 63.3%. These rates show important increases over time, especially in the urban areas (10 pp during 6 years). Areas like Gaibandha still face great challenges in this respect with a literacy rate of 42.8% (DPE, 2015). The increased net enrolment of girls and its potential benefits to their education could positively impact the health of next generations. "The recognition of literacy as a major determinant of health status in developing countries emerged in the literature in the late 1970s" (Auffrey, C, 1989)¹⁵.
17. Net enrolment rate in 2015 was 97.94% (boys 97.09% and girls 98.97%) at the national level comparing 99.10% (boys 98.4% and girls 99.7%) at the Gaibandha district (DPE, 2015). The net intake rate was 97.9% (boys 98.1% and girls 97.6%) at the national level where as 99.9% (boys 99.9% and girls 99.9%) at the Gaibandha district. Net attendance ratio (NAR) for national level was 86.4% including 85.6% boys and 87.4% girls where as it is in Rangpur division 89.2% (88.7% boys and 89.8% girls)¹⁶ (BDHS, 2014). Completion rate has risen nearly 20 percentage points from 60% at the commencement of PEDP3 in 2010 to 79.6% in 2015 (boys 76.1% and girls 83%) (DPE, 2015). Hence, challenges shifted towards increasing its quality. School feeding activities are strongly related with these goals, and the GoB has compromised greatly, developing a solid partnership with WFP. This is evident in the School Feeding Program established by the DPE. It is laid out in guidelines as the "School Feeding Programme in Poverty Prone Areas", the 2nd and 3rd Primary Education Development Project (PEDP) and the National Social Security Strategy of 2015 (NSSS, 2015).
18. International aid has been important in Bangladesh due to its former position as an LDC and the humanitarian crises related to natural disasters and more recently the refugee influx from Myanmar by the Rohingya population. From 2000 to 2018, Bangladesh's total development disbursement amount was USD 14.9 billion. The World Bank leads the contribution with 40% of total aid in primary education followed by GoB with 22% and WFP with 9%. In the health and nutrition sector, WB contributes 26.2%, DFID with 18.9% and the fifth contributor is WFP with 7.2%. Australian Aid, DFID and USAID contributes 59%, 25% and 7% accordingly in food related projects by the last 18 years (Bangladesh AIMS, 2018). The WFP has been present in Bangladesh since 1974, working to end hunger, reduce malnutrition and provide technical support in institutional capacity building.
- 1.3. Evaluation Methodology and Limitations (Additional information in Annex 3)
19. Lessons learned, resulting from the assessment and accountability have been the primary approach of the evaluation. The WFP-McGovern-Dole SF Programme evaluation includes all activities and processes that are relevant to answer the evaluation questions (EQ)¹⁷, from the start in March 2015 to the end date in December 2017. The Programme's accomplishments, outputs and outcomes are assessed, determining factors that affected the results and giving special attention to the institutional capacity building process.

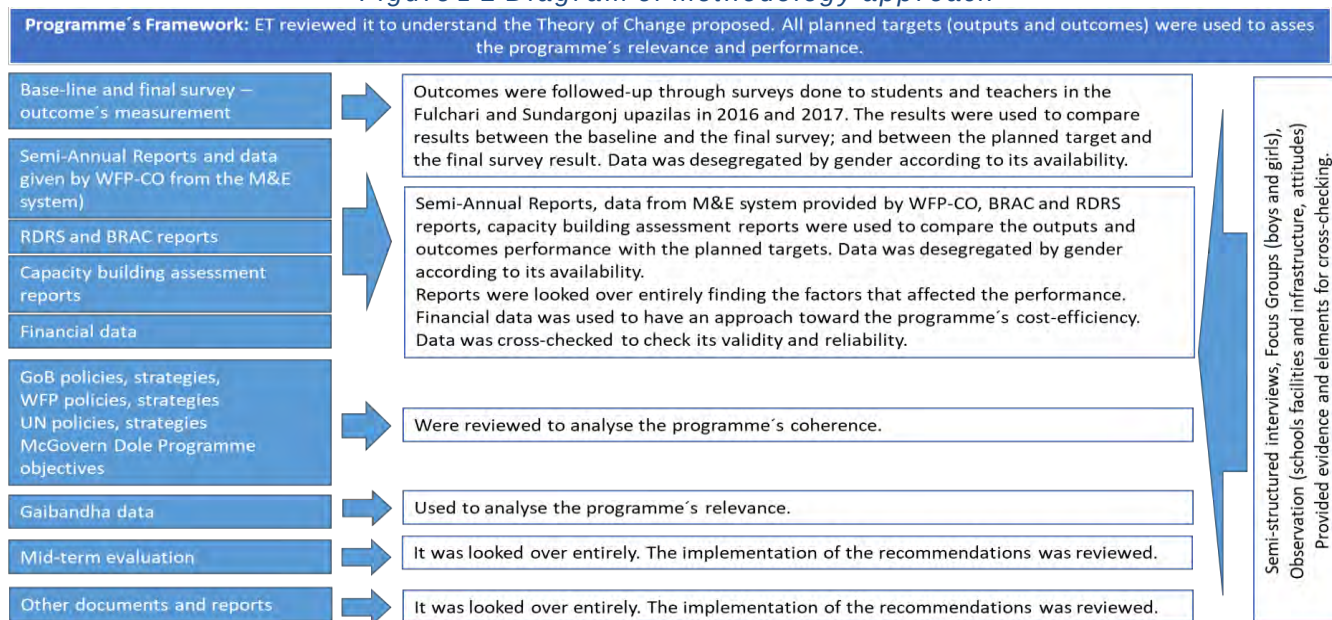
¹⁵ <https://www.annualreviews.org/doi/pdf/10.1146/annurev.pu.10.050189.001433>, access in July 31 2018

¹⁶ There are different factors that affect boys and girls attendance. Boys may diminish attendance during harvest times and girls during their menstruation, in some cases because of the lack of sanitary facilities at schools.

¹⁷ Formulation, implementation, resourcing, monitoring and evaluation, and reporting.

20. Qualitative and quantitative information were available from the surveys done in 2015, 2016 and 2017, the Mid-term evaluation, the capacity building assessments, and the monitoring and reporting system. This evaluation also considered three weeks of fieldwork (in Dhaka and the Gaibandha District) gathering reports, visiting schools and interviewing different stakeholders. Based on the available information and the activities included in the evaluation, mixed methods were selected to be used, applying triangulation of all available sources and voices. All the results were contrasted with the programme's framework following a Program Theory approach. Each EQ was answered combining the different inputs and identifying areas of agreement and divergence. The data validity and reliability was done through the cross-checking among the different sources.

Figure 1-2 Diagram of methodology approach



21. The Evaluation Matrix (Annex 3 Table 3.5) designed during the inception phase was followed to answer the three key questions and each evaluation question¹⁸: 1. How appropriate was the operation? (*relevance*). 2. What were the results of the operation? (*efficiency, effectiveness and impact*) 3. What were the factors that affected the results positively or negatively? 4. To what extent have the implementation and results been sustainable (*sustainability*)? Specific attention was given to gender related aspects throughout all the criteria of analysis, desegregation of indicators and specific questions during the interviews. Evaluation matrix was based on the ToR adding EQ5 about the coherence of the GEEW strategies with WFP and GoB policies, EQ11 about cost-efficiency, and EQ15 about the implementation of the Mid-Term evaluation recommendations.

22. Data collection methods included the identification and gathering of all the pertinent documents, face-to-face semi-structured interviews and focus groups during the fieldwork and the virtual semi-structured interviews (see Collection tools in Annex 3 – table 3.6). During the ET fieldwork¹⁹, 607 persons from 18 school communities²⁰ (Annex 3 - table 3.2)

¹⁸ The evaluation findings presented in this report are organized following the EQ, with exception of EQ15 which is treated throughout the section.

¹⁹ Mission activities: One day in Dhaka (introduction with WFP-CO), 10-23 of April in Gaibandha District, and 24-30 of April in Dhaka developing interviews and debriefing. Annex 3 includes a sample of pictures.

²⁰ 96 boys and 105 girls participated in the focus groups with the students. Teachers authorized the student's participation. ET explained students the purpose of the focus groups and asked for their agreement to participate and their authorization to be recorded. [https://www.unicef.org/evaluation/files/UNICEF_adapted_reporting_standards_updated_June_2017_FINAL\(2\).pdf](https://www.unicef.org/evaluation/files/UNICEF_adapted_reporting_standards_updated_June_2017_FINAL(2).pdf)

participated in different interviews as well as staff from WFP (CO and SO), the warehouse staff, the HEB transporter, the upazilas' education authorities, the district education authority, and staff from DPE, BRAC, RDRS, USDA, and UNICEF.

23. For the fieldwork, ET selected a sample of 18 schools located in the Gaibandha district. Seven schools consisted of the panel sample from the baseline and mid-term evaluation. Four schools had to be replaced due to closure and seven schools were selected randomly with a stratified sampling based on the distribution among school types in the universe. Sundarganj and Fulchari upazilas had more weight in the sample because the programme developed the full learning package during a longer period compared with Gaibandha Sadar.
24. The gender analysis was done throughout all the evaluation criteria analysis. The level of coherence of SF programme GEEW strategies with WFP policies and alignment with other relevant policies and strategies was done mainly through the documentation review. SF programme gender equality and protection, and the factors that affected GEEW results were evaluated by cross-checking primary and secondary information. All the available data desegregated by gender was used. The evaluation of the GEEW sustainability results were evaluated mainly through the fieldwork visit information gathered in the interviews done with parents (90% women), SMC members (33% women) and in the focus groups with girls (105) and boys (96). Specific questions about GEEW were done during the fieldwork meetings (see Annex 3, Table 3.6). Girls/boys and women/men only groups were not done due to time constraints during the fieldwork, although the different issues were treated openly and interviewees freely expressed their opinions. Also the ET assured all voices were heard and results were used in the analysis and in the triangulation.
25. Time constraints during the fieldwork were a challenge, and even though two more days were added to the initial plan, some of the activities had to be restricted during the school visits. The language barrier was another limitation although it was addressed by using an interpreter. Sometimes, heavy rain and storms disrupted the data collection at the field level. For the analysis, the major limitation was the lack of a comprehensive school database with a systematic monitoring of the outputs delivered. The school surveys sample, limited to 2 upazilas (Fulchari and Sundarganj) limited the quantitative outcome analysis and the possibility of a comparison among upazilas with different levels of intervention that can provide inputs to an impact evaluation. Consequently demonstrating attributions was difficult.
26. All norms of the WFP Decentralized Evaluation Quality Assurance System (DEQAS) were applied on this evaluation. Conclusions are clearly evidence-based and they can be followed logically from the analysis that was made of the findings. Lessons and recommendations are also derived from conclusions.
27. UNEG ethical guidelines for evaluation were implemented. All preventive measures were in place to ensure action with no harm. Interviewees were well informed about the evaluation purpose, their role in it, and explicitly agreed to participate and to be recorded.

2. Evaluation Findings

28. In the following sections, the evaluation findings towards the evaluation criteria are presented.

2.1. Relevance (for additional information see Annex 4)

EQ1²¹ How coherent were WFP-McGovern-Dole SF Programme objectives, targeting and activities with relevant stated national policies and strategies on education, food security and nutrition, including gender? (See Annex 4 section 4.3)

29. In Bangladesh, universal education is a constitutional issue. There is an understanding that education is essential for development and growth. Primary education, according to the National Education Policy (2010) aims to be universal, compulsory, free and of uniform quality. There is a strong message toward the State's responsibility for the management of primary education and a mandate over continuing the process of nationalization. Within the strategies mentioned, schools' environment for a "safe, caring and favourable" teaching-learning process needs to be improved, and the School Management Committees (SMC) strengthened. The Education Policy also recognizes the central role of the teacher's recruitment, training and well-being.
30. Quality in education became the main challenge for the GoB, as can be seen in the PEDP3 (2011-17) and in the PEDP4 (in process of approval)²². Within the PEDP3, SF is combined with the improvement of physical facilities, and school health and nutrition programmes. Conditional stipend programmes, among others, are seen as an instrument to increase access, reduce dropout rates and social and regional disparities. Families living under extreme poverty may face the dilemma on whether or not to prioritize children's education by sending them to attend classes daily or by having the children at home as an additional resource for work and income. However, findings of fieldwork indicate that parents of both boys and girls understand the role of education on their children's future (equally for boys and girls) and intend to keep them at school as long as possible²³.
31. Among the GoB responses was the provision of "75 grams of fortified biscuits²⁴ in eight poverty-stricken upazilas across Bangladesh" (Ministry of Primary and Mass Education, 2011), by the creation of the National School Feeding Programme in Poverty-Prone Areas (NSFPPA). The GoB has, as a future goal, a universal school feeding programme that covers all students in primary schools (currently it is around 22 million students)²⁵, which is included in the current draft of the National School Feeding Policy (SFP) of Bangladesh.
32. WFP-McGovern-Dole SF Programme was fully aligned with the National Education Policy, and especially with the PEDP3. In fact, it included the distribution of HEB and an upgrade of the ELP²⁶ to a FLP²⁷ which implied a strong commitment with the improvement of literacy in school-age children.
33. Bangladesh is strongly engaged in promoting gender equality and women empowerment.

²¹ Each EQ is presented and answered. Although the EQ numbering is not in order because it responded to a logic of presentation by evaluation criteria.

²² PEDP3 included 29 sub-components under its four components: 1. Learning; 2. Universal Access and Participation; 3. Reducing Disparities and 4. Decentralization.

²³ Findings of focus group with parents during the fieldwork. Parents expect their children, both boys and girls, to become skilled professionals such as doctors, lawyers, teachers, military, among others careers. This evaluation didn't found lower expectancy of parents for the future of girls.

²⁴ The daily distribution of HEB supplies beneficiary students with 337.5 Kcal and 14 vitamins and minerals.

²⁵ Findings on the fieldwork interviews with WFP staff and MoPME officers

²⁶ The Essential Learning package focuses on community mobilization, promoting women's role in SMCs, establishing vegetal gardens, HIV/AIDS awareness (for SMC), disaster risk reduction, climate change awareness and adaptation, health education (including hygiene and sanitation), and distribution of de-worming tablet for students.

²⁷ The full learning package added to the essential learning package complementary activities as teachers training, reading corner, remedial class, wall magazine, handwriting, storytelling, reading fluency and art competitions, wall paintings, wash blocks, among others.

In addition to being a part of the on-going global efforts toward gender equality, through the 7th Five Year Plan 2016-2020 (2015) Bangladesh acknowledges men and women as equal in opportunities and rights, and promotes the reduction of discriminatory barriers. Universal education with no discrimination is the mandate of primary education. The WFP-McGovern-Dole SF Programme was aligned with Bangladesh's education and gender policies, and as a cross-cutting result, gender equality and empowerment of women improved (see Para 47&48).

EQ2. Did WFP-McGovern-Dole SF Programme objectives, targeting and activities seek to compliment the interventions of relevant government and developmental partners?

34. The DPE of the MoPME was the main partner of the WFP-McGovern-Dole SF Programme, which provided strong elements of sustainability. WFP worked with DPE to provide regular technical assistance. In addition to the relation with the DPE, WFP advocated for the participation of other GoB institutions in the construction and process of approval of the School Feeding Policy (SFP) as will be described later on.
35. On the other hand, the WFP-McGovern-Dole SF Programme schools' intervention in the Gaibandha district had the Education District Authority and the Education Upazilas Authorities support. Additionally, WFP advocated and articulated with entities such as the Ministry of Health and Family Welfare (MoHFW) in the different activities done within the schools, specifically those related to health issues such as deworming and improving sanitary facilities.
36. Two NGOs were the operational partners, RDRS and BRAC. Since 2006 RDRS has been working with the WFP in the delivery of biscuits and the essential learning package, creating a strong and well-established process. BRAC, on the other hand, brought all the experience and know-how that was missing by WFP for the development of the outputs related to promoting quality in education.
37. In the Gaibandha District different government and non-government agencies gather due to its poverty-prone area conditions. For example, the NSFPPPA took over the government schools SF programme at of Gobindaganj and Saghata upazilas in 2014. There are important NGOs working with the poorest population as SKS, BRAC and GUK. Besides WFP, other UN agencies as UNICEF and FAO are also present. UNICEF implemented the School Effectiveness Programme, in which 31 schools were also a part of the WFP-McGovern-Dole SF Programme, but there were no joint activities. With FAO some minor collaboration was done for the implementation of the vegetable gardens.

EQ3. How coherent were WFP-McGovern-Dole SF Programme design stage objectives and the targeting of relevant WFP and UN-wide system strategies, policies and normative guidance (including gender), and did they remain so over time?

38. WFP McGovern Dole SF Programme strategic objectives were determined by the donor's mandates. McGovern Dole International Food for Education and Child Nutrition Programme's key objective is to "reduce hunger and improve literacy and primary education, especially for girls" (USDA). The programme's SO included the improvement of school literacy, increasing the use of health and dietary practices of school-age children; and the provision of institutional capacity development to support the construction of the SF policy

and the takeover of the SF.

39. WFP is the food aid arm of the United Nations. The purposes of WFP are “(a) to use food aid to support economic and social development; (b) to meet refugee and other emergency and protracted relief food needs; and (c) to promote world food security” (WFP, 2014). As a result, the SF is one of the central programmes mentioned by WFP Strategic Plan (SP) 2014-2017. School feeding should be addressed by WFP through direct interventions or/and advice and support “to strengthen national and local capacity to design and deploy safety net programmes and to establish, manage and scale up sustainable safety-net systems” (WFP, 2013). The SP mentions repeatedly that the WFP should implement these activities working with governments and communities, and partnering with other UN agencies such as UNESCO, UNICEF, UNFPA and WHO. Within these agencies, UNICEF and UNESCO are the ones with mandates over quality in education.
40. In the WFP, direct school feeding interventions are understood, not only as a hunger reduction measure addressing short-term food insecurity and improving children’s ability to concentrate, but as a vehicle to “increase school enrolment and attendance, particularly for girls” (WFP, 2013). Education quality or literacy improvements are not mentioned as outcomes of WFP corporate policies and strategies.
41. WFP Bangladesh’s Country Plan 2012-2016 (WFP, 2011) was in place when the McGovern-Dole SF Programme (2015-2017) was designed and began its implementation, with SF as one of its main components. Direct school feeding was understood both as a safety net to ensure that children receive adequate micronutrients and as an incentive for parents to send children to school, contributing to increase attendance, enrolment and retention. Also, SF was a “platform for delivering nutrition and health interventions and addressing shortfalls in women’s leadership in primary education”. In addition, SF was part of the strategies for Strengthening Government Safety Nets where the WFP “will work with the Ministry of Primary and Mass Education as it launches and expands its own school feeding programme” (WFP, 2011). Increased quality in education is not mentioned among its goals.
42. Therefore, the improvement in quality of education is not a WFP mandate. Consequently, Mokoro’s Mid-term evaluation (WFP-Mokoro, 2017) included a recommendation to reconsider WFP’s direct role in supporting complementary activities that are not linked to its core competences.
43. In Bangladesh the WFP had the experience, legitimacy, recognition and regional capacity to develop the McGovern Dole Grant successfully, including the improvement of quality in education strategic objective, which was addressed by the WFP-BRAC partnership. For future similar operations, working with leaders in improving primary education quality as UNICEF and UNESCO may be useful.

EQ4. Were strategies and project design appropriate to the needs of the food insecure population and community, and participation of boys and girls as applicable, and remained so over time? (See Annex 4 section 4.4)

44. With regards to the strategies for the design of the WFP-McGovern-Dole SF Programme, there was evidence of the impact of the HEB and also of the need of continuing with the institutional capacity building supporting the GoB to take-over and scale-up the SF Programme. For example, the impact evaluation done in 2011 (WFP, 2011) on the SF

Programme using micronutrient fortified biscuits 2001-2010 found impacts on reducing hunger, and on increasing attendance and enrolment rates ²⁸. School biscuits “has been integrated as a resource into the household economy” and contributed to female primary education (Annex 4, section 4.2). The daily delivery of HEB has certainly contributed to diminish students’ drop outs. Particularly it has encouraged girls’ families to allow them to complete their education, which plays an important role in their future. HEB distribution was also an incentive to families of boys to keep them at school instead of dropping out to help their families in agricultural tasks or small businesses.

45. Likewise, there was certainty of the need to shift efforts toward quality in education, not only for being aligned with the GoB education strategy, but focused on a grass-root approach assessment made during the programme’s design²⁹. Consequently, the full learning package approach was included assuming that the programme could contribute to improve literacy among the students by implementing a set of complementary activities³⁰. However, the WFP evaluation (2011) warned that the achievements of learning outcomes are multi-causal and depend more on the “shortcoming in the education system”, for example, poor infrastructure, overcrowding, limited contact hours, etc.

46. With regards to the programme’s focalization, as the NSFPPA grew up to assist more than 2.5 million children nationally (WFP, 2016), WFP McGovern-Dole-SF Programme 2015-2017 focused in assisting one of the poorest and more disaster prone areas in Bangladesh, the Gaibandha District. Also logistics considerations were taken into account because the previous McGovern Dole Grant was implemented in this District. WFP McGovern-Dole-SF was implemented in 5 of the 7 Gaibandhas’s upazilas, which had the joint conjunction of poverty, malnutrition, and flood-prone area (Annex 4, section 4.4):

- Haque, B. and Mahzab, M. (2015) showed how Gaibandha ranks in the 8th position among the poorest districts of the country. Its poverty rates doubled the national average rate. In terms of education indicators, Gaibandha holds the 11th position in the rank of lower literacy rates by districts and participate in a 1.3% of the Per Capita Gross District Product.
- Gaibandha is prioritized as one of the districts³¹ with the highest percentage of populations affected by the monsoon and river flooding in north-western Bangladesh by HCTT Joint Needs Assessment (HCTT, 2014).

EQ5. To what extent were GEEW strategies implemented by the Programme coherent with WFP policies and alignment with other relevant policies & strategies (WFP Office of Evaluation, 2016)?

47. The WFP-McGovern-Dole SF Programme was fully coherent with gender equality PEPD3

²⁸ In 2005 the Bangladesh School Feeding Program evaluation done by the International Food Policy Research concluded that the program “has raised school enrolment by 14.2 percent and increased school attendance by 1.3 days a month. It has reduced the probability of dropping out of school by 7.5 percent” (International Food Policy Research Institute (IFPRI), 2005). They also found that the “participation in the SFP increases test scores by 15.7 percent. Participating students do especially well in mathematics”.

²⁹ According to the interviews done with WFP-SO and USDA/FAD, a grass-root approach assessment was done in 2014 to adjust the programme design for the new grant.

³⁰ i) Conduct CMWs. Mentor/train teachers and school administrators; (ii) Provide education materials for primary schools; (iii) Provide technical support for teaching guidelines; (iv) Train teachers on teaching methods, school gardens, (v) Organize CMWs. Mentor teachers, and (v) Train school admins to build management capacity and to evaluate literacy instruction. Also, extra-curricular activities, remedial classes, student recognition (competitions), among others.

³¹ Also, Bogra, Sirajgonj and Kurigram.

objectives. In PEDP3, universal access, participation, and learning outcomes for boys and girls, are mentioned as a strategy. Also, the programme addressed bottlenecks, such as the need of sufficient and separate toilets, and promoted the delivery of gender parity messages. Also the need of awareness among parents to reduce dropout related to the lack of conscience of the economic return of education by parents³².

48. Consequently, all WFP-McGovern-Dole SF Programme components promoted gender equality and women empowerment as gender-based accountability. HEB distribution and the implementation of all activities have no discrimination among boys and girls. Activities as the awareness campaigns through the Community Mobilization Workshops (CMW) focused on messages preventing child marriage, early pregnancy and dowry. Women empowerment was promoted through strengthening their role in the SMC, which PEDP3 recognizes as a leading role in school's performance.

Key findings and conclusions – Relevance

The programme was fully coherent with the national policies and strategies, appropriate with the local necessities. Its design was relevant and had a grass-root approach.

- The WFP-McGovern-Dole SF Programme was fully coherent with the National Education Policy, and especially with PEDP3, including gender equality and women empowerment dimensions.
- The programme SO were coherent with UN strategies and policies. Health and nutrition outcomes are totally coherent with WFP mandate, although, improving school literacy outcome is more coherent with UNICEF and UNESCO mandates.
- The design of the McGovern-Dole SF Programme Grant 2015-2017 was relevant and had a grass-root approach. There was previous evidence of the impact of the HEB, as of the need of continuing with the institutional capacity building supporting the GoB to take-over and scale-up in the SF Programme. Fieldwork assessment supported the need of expanding the activities from an essential learning package to a full learning package.
- The programme focused in assisting one of the poorest and disaster prone areas in Bangladesh, the Gaibandha District, in special 5 of its 7 upazilas which had the joint conjunction of poverty, malnutrition and frequent floods.
- The main partners were the MoPME-DPE (provided strong elements of sustainability), the RDRS for operational duties such as the delivery of HEB, and the BRAC for technical assistance for improving quality in education. There was a minor relation with other UN agencies.
- All WFP-McGovern-Dole SF Programme components promoted gender equality and women empowerment, as gender-based accountability.

2.2. Efficiency (Additional information in Annex 5)

EQ11. Were activities cost-efficient?

49. WFP-McGovern-Dole SF Programme, with a budget of USD24.5 million³³ in 3 years, implemented capacity and policy building activities, and delivered 78.7 million biscuits and all the activities included in the full learning package for approx. 1.2 thousand schools, and 111.9 thousand students per month in average³⁴. Also, WFP provided all the technical capacity support for national and local education staff in the SF Programme handover to GoB, and the development of the national SF policy. From the USD24.5 million, 40% was food and related costs (including the complementary activities) expenditure and 8.5% was capacity development and augmentation. This data implies that the direct expenditure per school per year was of USD2.53 thousand, and per child per year was USD27.17 (see Annex 5 section 5.1).

³² "Child marriage remains a common practice in Bangladesh", although GoB efforts on tackling it. (UNICEF, 2018).

³³ Total funding with the Final amendment: USD24.5m.

³⁴ According to the semi-annual reports.

Table 2-1 WFP-McGovern-Dole Programme expenditure per school per student

Total time (2014/10-2017/12)	39 months
Monthly children	111.889
Total grant	\$ 24.501.398,20
Expenditure in food and complementary activities	\$ 9.906.751,00
Number of schools	1.200
Expenditure per school	\$ 8.255,63
Yearly expenditure per school	\$ 2.540,19
Total children 39 months	4.363.667
Students per school	1.118,9
Expenditure per student	\$ 2,27
Expenditure per student per year	\$ 27,24

50. Source: WFP financial report and WFP M&E There is additional evidence of efficiency in HEB production and distribution found in previous evaluations. For example, IFPRI impact evaluation Bangladesh (2005) presents the SF programme cost per child per year of USD18, of which USD 13.5 goes to produce the biscuits (USD16.9 in prices of 2017). They concluded that it was a low cost in comparison with other school feeding options³⁵ adopted in other countries where on average the WFP-supported school feeding cost was USD21 per year per child. Gelli, Cavallero and Minervini (2011) estimated the cost of 78 projects of school feeding with different modalities based on WFP project data. They concluded that fortified biscuits were the most cost-efficient option in terms of micronutrients delivery with a per child per year cost of USD23³⁶ (USD24.9 in prices of 2017) compared with USD75 (USD81.24 in 2017 prices) for take-home ratios programs. Comparing these data with the ET rough estimation done, and taking into account that the authors estimations are only for school meals and that the ET estimation includes the biscuits and the complementary activities, it can be affirmed that the WFP-McGovern-Dole SF Programme in Bangladesh was cost-efficient as the yearly cost per child per year for biscuit and complementary activities was USD 27.17.
51. The intervention to schools was implemented through RDRS, with technical support for the quality in education aspects from BRAC. Both NGOs established a solid partnership with WFP. Monitoring, assessments and mutual learning was mainstreamed along the programme implementation (see Annex 5 section 5.2).
52. With consideration to the HEB distribution, there was a highly efficient process (Annex 5 section 5.3), based on the WFP 10 year experience on biscuit distribution and the long term and mature relationship between WFP and RDRS. Another element of efficiency was the long-term relationship between RDRS and the HEB transporter (Al Modina Transport), which enabled the internalization of lessons learned through the years. RDRS provided all the inputs required for delivering the different outputs among the schools as can be seen in the different activity reports, and verified during the ET fieldwork.
53. Software database management was another efficient element for HEB distribution. Through it, planning, stock management (entries and exits), requirements and delivery could

³⁵ IFPRI report does not specify if the other feeding options include other modalities.

³⁶ USD19.98 per year per child for Bangladesh.

be tracked easily for each school.

54. Also, biscuits are preferred by teachers and SMC members among the SF options because: its agile distribution during the first hour of class; it requires no effort in cooking, or the need of infrastructure, and it is easy to manage and monitor. Students also consider it highly efficient, as they keep the biscuits in a small tiffin box and eat them during the school day.
55. To incorporate BRAC as the partner in charge of the technical support in quality of education was the strategy used by WFP to provide expertise to the provision of the activities that intended to improve the quality of education. A scenario where WFP directly developed the literacy improvement related activities would have implied a costly and inefficient learning process.
56. Another element, that initially can be interpreted as efficient was the interaction between BRAC and RDRS using training of trainers (ToT) techniques with RDRS. RDRS staff received training to implement the FLP from BRAC, specifically, those activities related to teachers and school administrators training and how to follow-up and support the use of the new techniques at the schools.
57. Regardless of the WFP-NGOs partnership strengths, there were inefficient elements in the delivery of outputs:
- The schools entered the programme gradually³⁷. Therefore, some of them had a very short intervention which could have determined lower goals of achievement. Schools in Gaibandha Sadar (480 from a total of 1,261 schools³⁸) entered one year after those of Fulchari and Sundarganj. In addition, the activities were not done in all the schools at the same time, it depended on the relative logistical ease delivery of the different activities, and factors like the teacher's availability.
 - To achieve the literacy improvement goals, two day training and follow-ups may be insufficient for the teachers that received training. Also, the ToT methodology, although efficient as a multiplier method, was insufficient for RDRS staff.
 - With schools over a hundred students, the reading corners were insufficient³⁹.
58. An issue that may not be ideally efficient was the implementation of too many complementary activities, in schools with the FLP. There were more than 20 activities which might have dispersed efforts that could be used in a more cost-efficient way (see Annex 5 section 5.4). Based on the interviews done during fieldwork, it was difficult to implement all the different FLP activities. At the schools, it needed full collaboration of the teachers that, although had high compromise, also had too many other responsibilities (in part, due to teacher shortage). Likewise, needed schools communities/parents participation for the achievement of the CMW, training parent-teacher association, and school gardens, for example. For RDRS was not easy to manage simultaneously so many activities in so many schools.

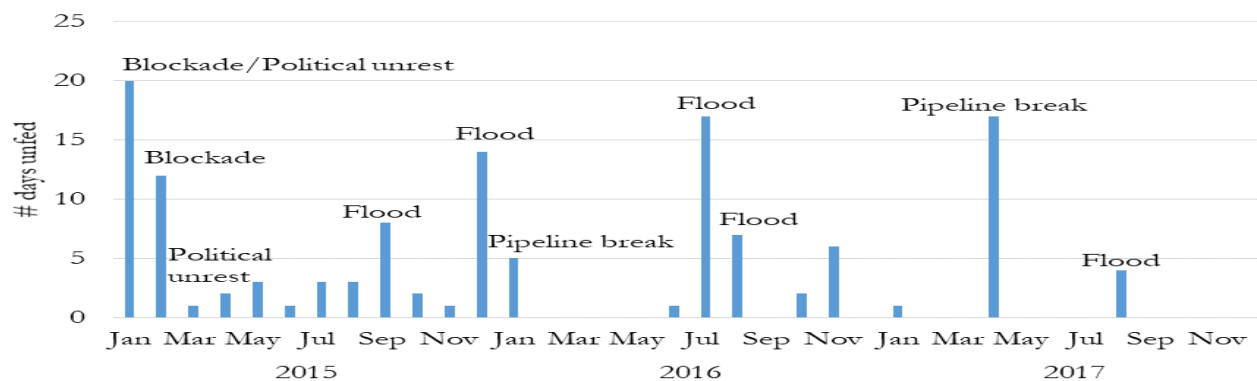
³⁷ According to the interviews done to RDRD, BRAC and to WFP-SO, schools entered gradually to the Programme. Although there was no available information to track the date in which each school received the different activities. Also, according to the Semi-Annual reports and the WFP-CO interviews the delayed start of implementation of approved modification request impeded the early inclusion of some schools.

³⁸ In 2016 the total schools covered by the Programme was 1,261. See table 6.0 in Annex 6.

³⁹ During fieldwork, some teachers suggest the necessity of a bigger supply of books.

59. Capacity building activities represented 8% of the total Programme's budget. It included financing a permanent staff of three working members with the DPE staff. These funds covered all the activities related to developing workshops, strategic trainings, meetings, and the impact SF comprehensive study, among others. This small team hired during the project faced big challenges, but could deliver numerous outputs efficiently. Evidence will be presented in the section 2.4 of this document as was well documented in the 2016 and 2017 "School Feeding Capacity Strengthening".
60. With regards to the programme's monitoring, Rangpur WFP Sub-Office (SO) had two monitoring officials that developed a process based on school sample visits and evidence based follow-ups. Monthly meetings were in place with NGO partners and local education authorities. Monitoring formats and report templates and monitoring training were received from the CO. WFP-SO delivered monthly monitoring reports to the CO, as well as some fieldwork done directly from the CO. The main weakness of the process was the lack of a central standardized database for the monitoring of activities. M&E staff expects that this weakness will be addressed by the development (2016-2018) of a monitoring app, currently in the pilot stage. This app will be used by DPE in the SF Programme implementation.
61. An additional factor that affected the monitoring efficiency was the extensive set of indicators that had to be reported, highlighted in the Mid-term Evaluation (WFP-Mokoro, 2017). Mokoro recommended to improve the M&E evaluation function and to rationalize the indicators used. This recommendation still remains for future programmes.
- EQ12 & EQ13. How significant were internal and external factors in enhancing or impairing the programme's performance (efficiency)?*
62. Backup support from WFP was a key factor that enhanced efficiency in the programme's performance. This backup not only referred to logistics but to CO support from the highest levels to all the staff involved in the programme. Evidence of it was the support given to the staff working with the DPE in the construction and advocacy of the SF policy, and the socialization process with all the different levels in the inter-ministerial approach.
63. From the issues mentioned before, factors as the WFP-NGOs partnership, WFP experience in HEB distribution, WFP credibility and trustful relation with the GoB and the local authorities enhanced the programme's efficient performance. On the other hand, the lack of a centralized and standardized data base and a comprehensive set of indicators, negatively affected the monitoring efficiency.
64. Regarding the external factors, floods affected negatively the programme's efficiency in the HEB distribution and related activities (see Figure 2.1).

Figure 2-1 . Number of days children biscuit distribution was interrupted due to external factors



Source: Rangpur SO monthly reports 2015, 2016, 2017

65. During floods, schools were closed or in some cases used as shelters. Roads were non-passable, and transporting and storing biscuits became a huge challenge. As it happens every year, the schools' communities developed some coping strategies to overcome the flooding effects, for example, moving HEB boxes to higher places when it was possible. The HEB transporter also incorporated strategies such as using different means of transportation and transferring the biscuit boxes from trucks to vans, to boats, and if necessary, using men power. In addition to the yearly floods, consecutive and prolonged general strikes and political unrest caused disruptions in the HEB distribution to schools.

Key findings and conclusions –Efficiency

The programme was cost-efficient and WFP-DPE and WFP-NGOs partnerships contributed to an efficient implementation.

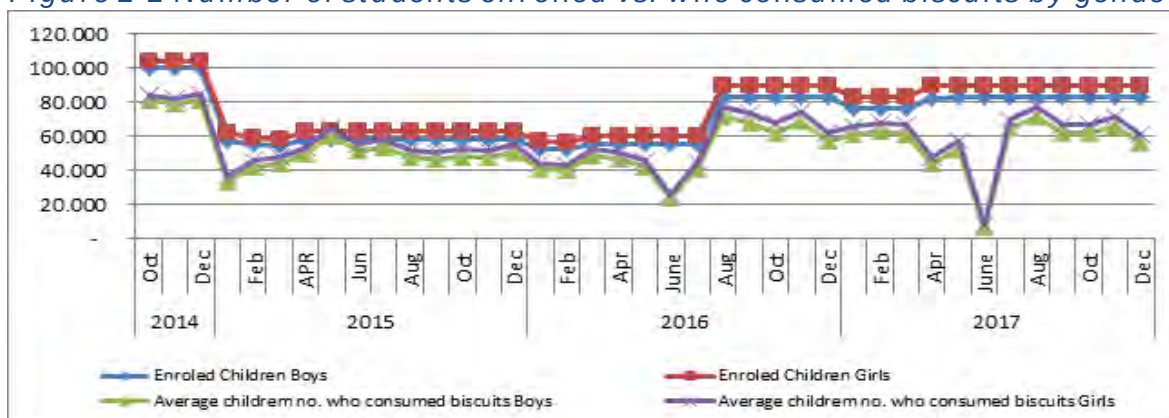
- WFP-McGovern-Dole SF Programme was cost-efficient. With a budget of USD24.5 million in 3 years, implemented capacity and policy building activities, delivered 78.7 million biscuits and all the activities included in the full learning package for 1.2 thousand schools, and in average 111.9 students per school monthly. The direct expenditure per school per year was of USD2.53 thousand, and per child per year was USD27.17 (including biscuits and complementary activities).
- WFP sufficient support and backup, experience in HEB supply-chain and distribution, credibility and trustful relation with the GoB and local authorities, and WFP-NGOs long-term partnership, enhanced the programme's efficient performance.
- The partnership with BRAC increased efficiency (reduced costs) in the programme's implementation because the NGO provided the knowhow and the specific thematic experience on the issues related to the quality of education.
- As the RDRS had the branches and close relation with all the schools, the implementation of the ToT techniques was an efficient approach that resulted from the interaction between the BRAC and the RDRS. Although, the hours of training and accompany made by BRAC were insufficient for RDRS.
- Some internal factors affected the programme's efficiency as having too many complementary activities done with the schools within the full learning package, short-term teachers' and RDRS staff's training, and as schools entered gradually to the programme, they received a very short intervention. Also, the lack of a centralized and standardized monitoring data base and a set of trackable comprehensive indicators affected negatively monitoring efficiency.
- With regards to the external factors, floods and political unrest were the most important ones that affected the programme's efficiency in the HEB distribution and related activities.

2.3. Effectiveness and impact (Additional information in Annex 6)

EQ6. What is the level of attainment of the planned outputs and the extent to which the intervention delivered results for men and women, boys and girls?

66. For assessing the attainment of the planned outputs, there is a general limitation from the reporting system of the programme because the yearly targets do not coincide with the cut dates of the WFP semi-annual reports⁴⁰ and the set of indicators changed over the years. In addition, there was no database in which each school can be tracked through all the intervention. Another limitation to assess outcomes performance comes from the baseline and final school surveys which samples include 2/5 upazilas. Still ET, with full collaboration from WFP-CO, used all the available information to answer the Evaluation Questions (EQ).
67. HEB distribution to pre-primary and primary students Biscuits were regularly distributed to all the children that attended the targeted schools during the implementation of the programme. According to teachers, they received and distributed the biscuits with no gender differentiation on a daily basis. Mothers and students also reported a daily distribution of the biscuits and highlighted their taste and nutritional benefits. Each packet of biscuit supplies with 337.5 Kcal, which covers respectively 23.0% and 25.4% of caloric recommendations for 5 to 6 years old boys and girls ⁴¹. Throughout the school years, as children grow, the caloric coverage of HEB decreases while nutritional needs of both boys and girls increase. However, the HEB intake during all the pre-primary and primary years has a great impact on the children nutrition, especially on girls’.
68. As can be seen in Figure 2-2, there were differences between the enrolment and the children that consumed biscuits. The student’s attendance was the variable that determined the biscuits intake. Overall average attendance was of 77%. The political unrest (WFP, 2015), the Ramadan, the wrong calculation of feeding days, the floods (WFP, 2017), and a distribution break due to procedural delays in procurement and delivery of biscuits (WFP, 2017) were the reasons for the strong fluctuations seen, for example in January/2015, June/2016 and June/2017. Girls had higher enrolment rates and more girls consumed biscuits compared with boys.

Figure 2-2 Number of students enrolled vs. who consumed biscuits by gender



Source: Utilization database M&E, WFP-CO, 2018

69. Complementary activities at schools and district officials Community Mobilization Workshops, extra-curricular activities, student recognition, school gardens, training teachers and school administrators, promotion of teacher attendance, training parent-teacher association or similar school governance as SMCs, training on biscuit management, storage and transportations were the complementary activities implemented by

⁴⁰ Semi-Annual reports cutting dates are: From April t1 to September of year t1; and from October of t1, to March of year t2, consequently it is not possible to identify the attainment of each year: t1, t2 t3, having in mind a January-December period.

⁴¹ Complete information on caloric coverage by HEB distribution is presented in annex 6 – Table 6.4 to 6.6

the programme.

- Some of them overachieved the target planned as the number of students who participated in extracurricular activities (28 times the target), the number of school gardens (115%), the local officials trained in monitoring and reporting (104%), and the number of parent-teacher or similar school governance structures supported (377%).
 - Teachers and school administration trainings, community mobilization workshop (CMW), and people trained on food preparation and storage practices had a low attainment (see Table 2-1). In the case of the teachers and school administration, there were 596 school administrator (head teacher) and 2,204 Assistant teachers in 596 GPS. Against the plan, 525 school administrator and 2,204 Assistant teachers received training once during the project years. Although, as per recommendation from Mid-term evaluation a refresher training was planned in 2017 for all teachers. But it was done partially. Only 360 teachers participated in the refresher training due to reasons related to the teachers' shortages and/or the unavailability of teachers' time. Other reasons for having a lower attainment were the political unrest during 2015 (WFP, 2015), floods during 2016 (WFP, 2016) and a "delayed start of implementation of approved modification request" (WFP, 2017).
70. During the fieldwork data collection it was evident that extracurricular activities are widely recognized and produced enthusiasm among the students. Parents and students perceived that the competitions (i.e. arts and mathematics), the reading corners, the storytelling activities, the agricultural group, the debate team, the wall magazine, the classroom decoration, the sports, dancing and singing contests, and the little doctor enhanced the interest to attend school. Likewise, remedial classes were highly appreciated by the parents. On the other hand, most of the parents (basically mothers) recall the different meetings (like mothers' gatherings) where they received nutritional and hygiene messages⁴², and also messages about the importance of girl's education, gender equality, and bad consequences of early marriage, dowry, and early pregnancy. On the other hand, the ET evidenced that the reading corners were insufficiently equipped for the numerous students at the schools and the vegetable gardens visited were poorly provided now that they are in charge of the schools' community.
71. In all the GPS schools visited during the fieldwork, teachers received regular academic training from GoB and teaching technique from BRAC. In some of them, the Head Teacher mentioned there was special leadership training and hygiene and biscuit management instruction. Teachers said they applied what they learned through activities such as storytelling, singing and drawing. After the training, teachers paid special attention to weak students and offered them extra help. Although they recognized that their teaching skills had evolved and the need of a retraining was a common demand. Likewise, the retraining becomes relevant as there are new teachers at the schools.

⁴² Washing kitchen utensils, clothes and toilets with soap, taking showers daily, washing vegetables and rice before preparing the meals, cutting hair and nails on a regular basis, brushing teeth at least twice a day and washing hands before eating and after using the toilet. Regarding nutrition recommendations, they reported the importance of incorporating eggs, milk, fish/meat, vegetables and fruits to their diet and drinking potable water.

Table 2-2 Complementary activity output attainment

Output	Indicator	Semi-annual reports			Comments
		Target	Performance	% of attainment	
Awareness campaigns	Number of Community Mobilization Workshops held	164 CMW	131 CMW	80%	The messages were present in different scenarios where parent gathered, for example in spaces like “mothers gathering”.
Extra-curricular activities	Number of students who participate in one or more extracurricular activity	3.050	85.544	2805%	Included reading clubs, story hours, school gardening clubs and interactive cooking demonstrations at schools
Student recognition	Number of students benefiting from "student recognition"	28.000	25.166	90%	Included recognition of student's efforts such as regular attendance, academic performance and/or improvements, and community engagement
School gardens	Number of school gardens	570	657	115%	Schools with the conditions of land availability, willingness to safeguard the garden, a strong community engagement, and a high teacher and student attendance rate were eligible to receive support and tools for the construction of school gardens. Schools' survey showed that the percent of schools with vegetable gardens increased from 36% in 2015 to 84.2% in 2017.
Training teachers and school administrators	Number of teachers trained or certified	4610	2.564	56%	There were 596 school administrator (headteacher) in 596 GPS in three upazilas (Gaibandha sadar, Sundarganj and Fulchari). Of them, 524 school administrator received training on school management and governance which is 88% achievement in against target. Training for other teachers of schools: A total of 2,512 teachers (except headteacher) were in 596 government primary school in three upazilas. All teachers received two days core training on literacy and teaching instruction during project years. The target included refreshings that were not done.
	Number of school administrators and officials trained or certified	1250	525	42%	
Teacher attendance promotion	DPE, UPEO, AUPEA officials trained in monitoring and reporting	78	81	104%	This numbers comes from M&E information sent by email 25/07/18
	Number of teacher benefiting from CMW	2.470	1.717	70%	This numbers comes from M&E information sent by email 25/07/18
Training parent-teacher associations	Number of Parent-Teacher Associations (PTAs) or similar "school" governance structures supported	880	3.316	377%	Although, according to the school surveys, the percent of schools with SMC decreased from 96% in 2015 to 81.1% in 2017. Likewise, there was a decrease in the percent of schools where SMC was highly engaged in SF program from 23% to 15.8% and the percent of schools where SMC was highly engaged in other aspects of management at the school level from 40% to 32.6%
Training on biscuit production, commodity management, storage and transportation	Number of people trained on food preparation and storage practices	880	550	63%	
	Number of GoB officials, implementing partner staff, store persons, and WFP national staff trained in commodity management	90	89	99%	

Source: Semi-annual reports; WFP-CO M&E reports

72. Capacity building at local, regional and national level. At the local level, the total planned output of workshops /trainings /discussions held in school feeding sustainability, design and implementation was 18. From this, based on the semi-annual reports, the level of attainment was 3.56 times the planned output. For example, only in 2017the WFP “provided training on implementation, monitoring & reporting, commodity tracking and supply-chain management to over 148 government and NGO officials; and provided 8 management, 5 technical and 5 strategic training/workshop. Also provided training on implementation, monitoring & reporting, essential learning packages to about 278 government and NGO officials” (WFP, 2017).

73. At the national level there were several important accomplishments:

- The organization of a multi-sectorial conference, a “National Education and School Feeding Stakeholders Engagement Conference”. The conference was reported as completed in the 3rd Semi-Annual report (10/15-03/16) (WFP, 2016)
- The technical support given by WFP to DPE during the SF Programme handover providing technical assistance in monitoring & reporting, NGO selection and performance assessment, selection of biscuit factories, commodity tracking and supply-chain management.
- The WFP support given to the MoPME to establish a nutrition-sensitive draft national school feeding policy through technical assistance, consultative workshops, inter-ministerial committee meetings, among other activities.
- More than 3,200 GoB and NGO officials were assisted or trained.

74. In sum, based on the semi-annual reports and WFP-CO M&E data the attainment of outputs related to capacity building, number of children benefited from biscuit distribution, extra-curricular activities, schools gardens implementation and training parent-teacher associations were fully achieved. Targets as teachers’ and school administrators’ trainings,

outputs related to promoting teacher attendance, training of food preparation and storage practices had a low attainment.

EQ7. To what extent the outputs led to the realization of the operation objectives (outcomes) as well as to unintended effects?

75. WFP SO4: Reduce under nutrition and break the intergeneration cycle of hunger. The programme direct effect over nutrition is related to the children's daily HEB intake, which provides 337.5 Kcal and 14 essential vitamins and minerals. From the survey there is evidence of the student's intake during school hours showing that the "percent of students in target schools who regularly consume a meal during the school day" increased from 60% in 2015 to 94.3% (94.1 for boys and 94.5 for girls) in 2017.

HEB intake provides covers from 21.5% 13.2% of caloric intake for school boys and 23.6 to 14.8 for school girls (6-13 years old), and gives an important contribution on micronutrients. According to the Mid-Term Evaluation of the programme (WFP, 2017), the biscuits provides 66% of the recommended nutrient intake (RNI) of essential vitamins and minerals for a school-age child. Findings of this evaluation show that each HEB package contains 8.25 mg of Iron, 876 IU (or 292 mcg) of vitamin A and 33.75 mg of vitamin C⁴³. This means that the HEB distribution plays an important role in supplying essential vitamins and minerals for the students, preventing nutritional deficiencies, including anaemia⁴⁴. For example, the HEB covers about 68% of the nutritional needs of iron for both boys and girls from 7-10 years age, but at age 10-12 the coverage in iron is greater for girls (75%) than for boys (68%). For vitamin A the HEB supply about 73% of 7-10 years old students and 58% at ages 10-12. Additionally, covers over 100% of nutritional recommendations for vitamin C for all school ages⁴⁵. A proper intake of vitamins A is relevant to prevent infections and skin and eyesight problems, among other benefit. In other hand, a proper intake of iron can prevent anaemia and its negative effects such as impaired physical and cognitive performance.

76. During the fieldwork interviews and focus groups, the schools' community perceived that the biscuits reduced hunger, and also that children now have a better appearance (healthier skin), and are more energetic, happier, and stronger. Parents recognized that children are "eager to come to school" and teachers perceive that the students are more attentive in class.

77. According to the programme's framework, the indicators used to measure the SO4 were the "dietary diversity of school-age children" and the "percent of school-age children receiving a minimum acceptable diet". Both are indicators that highly depend on factors not under WFP control. The eating habits at households depends not only on what they know about nutrition but how they can afford a diet that includes all types of foodstuff required. So it is not only a matter of how well the teachers teach nutrition or how much the students learn these messages, but it is more related to the capacity of the family to buy and consume all the food that are important for a healthy eating⁴⁶. According to the 2017 school survey and the 2015 baseline comparison⁴⁷, children reduced their dietary diversity by 7.8% (-9.8% in boys and -6.7% in girls). This indicator had no performance planned target. With regard to the

⁴³ The nutritional composition of HEB is presented in Annex 6 – Table 6.4 to 6.6. The actual content of nutrients of HEB was estimated considering that each pack has 75g of weight.

⁴⁴ Diets that don't supply enough iron constitute the greater risk for anaemia, with negatively impacts of children health and could negatively impact in their learning. For more information on the relation anaemia and learning on <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5040806>. Access in 1/8/2018

⁴⁵ Nutritional recommendations for intake of vitamins A and C are equal for both genders, from ages 7-12. More information on Annex 6.

⁴⁶ The inclusion of this type of indicators in the programme's framework is an example of the type of non-explicit assumptions that were in place in that moment. Mokoro Mid-term evaluation (WFP-Mokoro, 2017) included a recommendation for future operations with regard to pay particular attention to the theory of change assumptions.

⁴⁷ The school survey only included Fulchari and Sundarganj upazilas. Did not included Gaibandha Sadar upazila, nor Gobindaganj and Saghata.

percent of school-age children receiving a minimum acceptable diet the target was 70% for girls and for boys, and the 2016 school survey reported an overall average of 65.3%, which almost reached the target.

78. SO2 Increased use of health and dietary practices: During the fieldwork was evident that in the majority of the GPS schools storage was adequately handled⁴⁸ and neither teachers nor the SMC faced problems. The ET checked the biscuit storage, finding clean places separated from the walls and off the ground. The biscuits were kept at the Head Teacher's or SMC's member house. In general, head teachers and teachers attained knowledge about good practices storage. Additional evidence comes from the schools' survey where the "percent of target schools that use a pest management plan for their food storage facilities" shows an increase of 40.4% between 2015 and 2017. Also, according to the survey in 2017, 77.9% of storekeepers were trained on safe food preparation and storage practices, 32.6% of the schools had a dedicated storeroom for storage of biscuits and 97.9% had the biscuits boxes stored off the ground.
79. With regard to hygiene, nutrition and dietary awareness the programme had a very important achievement. The "percent of students in target schools who can name at least three good nutrition and dietary practices" target was 80% and the schools' surveys showed an increase from 42% (39% boys and 44% girls) to 90.8% (89.3% boys and 92.2% girls). ET evidenced during the fieldwork, that students, parents and SMC members had hygiene and nutrition messages very clear thanks to the constant reminding of teachers, the monthly mothers' gathering and some cooking demonstrations that were carried out.

Evidence from fieldwork: Mothers highlighted that when they forgot to implement a good practice, for example washing vegetables before cooking, kids remind them.

80. McGovern-Dole SO1: Improved Literacy of school-age. The main assumption was that the WFP-McGovern-Dole SF Programme could improve literacy of school-age children by the implementation of the HEB distribution and the full learning package.

Children living under extreme poverty many times arrive at school hungry. If they remain hungry at school their level of attentiveness could decrease, compromising their learning process and attendance to school. Chronic hunger increases the chance of students' drop outs, and poor nutrition impairs their learning. There is strong evidence of the positive impact of school feeding for improving children's learning, as the negative consequences of continuous hunger for children's development and their school performance⁴⁹. Therefore, the different programme's activities may improve classroom teaching-learning process, as students are not hungry, teachers increase their pedagogy skills, both teachers and students increase their attendance, students increase their attentiveness and school environment and instructional materials improved.

81. According to the teachers interviewed during the fieldwork, the literacy quality improved with the programme. Students were getting scholarships, winning upazila level academic contests and obtaining higher grades and approval rates in national exams. They attribute these results to the higher attendance and attentiveness in class⁵⁰. Also, to the upgrade in the

⁴⁸ In one GPS school, they had to rent an additional space to store the biscuits.

⁴⁹ A US study that used cluster sample design to select a nationally representative sample of 21,260 kindergarten children attending 1592 elementary schools in 1998 –1999 has found strong evidence that food insecurity is linked to specific developmental consequences for children, both nutritional and non-nutritional. Source American Society for Nutrition (2005), from <https://academic.oup.com/jn/article-abstract/135/12/2831/4669915> by guest on 29 May 2018.

⁵⁰ It was not possible to confirm this perception with the PSC available data. ET compared the percent of students that passed the PSC exam among Gaibandha district upazilas. The indicator is almost 100%, excluding Shagata (91% in average) which showed a small improvement of 3% between 2013 and 2017, and Gaibandha Sadar that presented a decrease of 3% between those years (Annex 6 table 6.16).

teaching materials, the implementation of new teaching techniques, the complementary activities and the remedial classes. They reported that in general, girls’ academic performance was better than boys’. Likewise, SMC members, mothers and students recognized the improvements in the quality of education and reinforced the importance of the academic recognition for outstanding students and the remedial classes for children with low performance. This qualitative perceptions gathered during the ET fieldwork were confirmed by the school survey data⁵¹: Comparing 2015 baseline with 2017 final survey, the “literacy indicator”⁵² moved from 25.5 to 28.4, an 11% change, 11% boys and 12% girls⁵³.

Evidence from fieldwork: Parents of the GUK students reported that children compete with pairs from other schools and win prizes. Besides, children and teachers in the GPS said that between 1 and 3 students were getting scholarships each year and madrasa’s students said the competitions were oriented towards achieving better academic performance.

82. This qualitative perceptions gathered during the ET fieldwork were confirmed by the school survey data⁵⁴ (Annex 6 Table 6.14 and 6.15):

- Comparing 2015 baseline with 2017 final survey, the “literacy indicator”⁵⁵ moved from 25.5 to 28.4, an 11% change, 11% boys and 12% girls⁵⁶.
- The percent of school administrators and officials who demonstrate the use of new tools and technologies as a result of USDA assistance increased 51%.
- The percent of teachers who demonstrate the use of new and quality teaching techniques or tools as a result of USDA assistance increased in 29%.
- The percent of students regularly (80%) attending schools increased 2.9%⁵⁷ (1% in boys and 5.4% in girls).
- The percent of students in classrooms identified as inattentive by their teachers reduced in 25%.
- The average number of school days missed by students due to illness reduced from 1.3 to 1.12.

83. Regardless of the improvements in literacy evidenced by the surveys data and by the qualitative approach used in the fieldwork, the planned target of the programme (50 for girls and 50 for boys) was not achieved. One reason can be that the target was very high. Moving the indicator from 25.5 (baseline) to 50 may need a strong intervention far from the activities

⁵¹ WFP assigned an econometric impact assessment to a Dhaka University professor. The used 2015, 2016 and 2017 data surveys – all “treated”- (WFP, 2018). The method used was a Fixed Effect (FE) model and concluded that the Programme had impacts on the average word per minute score (AWPM) and the average attendance rate of the children. He affirmed that “maybe these are due to biscuits and the use of new and quality teaching techniques or tools as a result of USDA assistance”. Although, the conclusions have to be handled with caution. The author estimates the impacts assuming that after controlling by school fixed effects the time variation in the outcome variables is only driven by the exposition to the treatment. The latest assumption is difficult to believe because there may be other un-observable variables at individual and school level that may also vary in time and affect students’ performance.

⁵² 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.

⁵³ There is not enough information to assure that the mean differences by gender are statistically significant. To assure there is a means difference, a t-test for the comparison of two means has to be done. For it, is necessary to have the standard error for each mean. In this case there were not available.

⁵⁴ Ibid 48.

⁵⁵ The literacy indicator is defined as 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. During the baseline and endline school surveys, the Early Grade Reading Assessment (EGRA) was conducted among 936 students from Grade 3 in sampled schools during the surveys. EGRA had five sub-tests; one sub-test (Oral Reading Fluency) was taken as indicator of reading and comprehension ability of students. Students showing an ORF of ≥ 45 CWPM are included in the resulting literacy indicator.

⁵⁶ Ibid 50.

⁵⁷ As the attendance rate is already so high, increases are marginal.

implemented by the programme. Also, many factors may affect the literacy outcome performance. Internal factors like the weak delivery of teachers and administrators' trainings, but also to external issues, not under WFP control, like teacher's shortage, precarious school infrastructure, and overcrowding (Annex 6 section 6.3). For example, according to the 2017 survey (WFP, 2018), the students per classroom ratio was 70.1, toilets to student ratio was 107, and the percent of schools with separate toilets for girls was 49.5%. According to MoPME/DPE data for the 5 upazilas included in the programme, for 2017 the student teacher ratio was 1:60⁵⁸.

EQ10. To what extent there was progress towards capacity building of government stakeholders and eventual handover?

84. The WFP-McGovern-Dole SF Programme supported the continuation of a long-term capacity building process from the WFP to the GoB. By the end of 2017, and currently, as was evidenced during the fieldwork, there was:

- ✓ Construction of respectfulness within the GoB.
- ✓ A trustful relation with DPE staff.
- ✓ DPE awareness and recognition on the WFP contribution to education.
- ✓ Biscuit distribution was fully handed-over to the GoB.
- ✓ SF benchmark missions and international experience sharing contributed to GoB learning.
- ✓ WFP supported the DPE by carrying out procurements for biscuit production and distribution (factories and NGOs selection).
- ✓ SF Policy construction, consultation agreements, advocacy and draft in final process.
- ✓ Development of an App for monitoring biscuit distribution and essential package activities to be used by DPE.

85. The outcome indicator to assess capacity building is the School Feeding National Capacity Index, which is estimated based on results of SABER exercises. The WFP-McGovern-Dole SF Programme end target for this indicator was 14. According to the WFP reports, the index was 6.7 in 2012, increased to 12.54 in 2015, and then reduced to 11.00 in 2016⁵⁹. Although the latest decrease, compared with 2012 baseline, the index shows better capacity on SF. Unfortunately, the 2017 score was not available in the latest document that provides outcome indicators⁶⁰, thereby the accomplishment of its targets could not be fully assessed.

86. At the local level, the support given by the Rangpur WFP-SO in SF Programme monitoring built a respectful and trustful relation with the upazila and the district education authorities.

EQ8. How did SFP adequately address gender equality and protection (GEEW) issues?

87. According to the programme's framework and reports, HEB distribution and complementary activities promoted gender equality among students. As it was evidenced in

⁵⁸ The PEDP3 target was 1:40.

⁵⁹ Source: WFP Bangladesh Standard Project Reports 2015 and 2016.

⁶⁰ WFP Bangladesh Annual Country Report 2017

the ET fieldwork, in the RDRS and semi-annual reports, complementary activities were equally given to boys and girls. For example, according to RDRS Oct-Dec 2017 report (RDRS, 2017), from the eighty-eight thousand students participating in extracurricular activities, 53% were girls, and from the 4,374 students who received recognitions, 54% were girls⁶¹. On the other hand, biscuits were equally distributed to all students, although the HEB intake impact was different for boys and girls:

- The HEB contributed to prevent nutritional deficiencies such as anaemia, which negatively impact children's wellbeing and potentially compromise their learning. Girls from 10-17 years are at a greater risk⁶².
- The nutritional supply of calories is greater for young students, especially pre-schoolers. Although due to differences in the nutritional requirements of boys and girls, which is slightly higher for boys, the benefits of the caloric coverage by HEB was higher for girls.

Evidence from fieldwork: Teachers reported no gender differences in HEB distribution and complementary activities. In addition, all mothers agreed that there were no differences at school between boys and girls. However, at home they play different roles. Boys help their fathers in agricultural activities while girls help their mothers in daily home activities such as cleaning, cooking and decorating. Nonetheless, when asked about their kids' future they don't differentiate between boys and girls. In general, they hope children finish school and end up being doctors, engineers or teachers.

88. During the programme's implementation there were specific topics related to GEEW. The first one was the awareness campaigns done with teachers, students, parents and community delivering messages of the importance of girl's education, gender equality, and bad consequences of early marriage, dowry, and early pregnancy. The second one was the enhancement of women participation in SMC and the training in women leadership given to Head Teachers⁶³ and to the education monitors from upazila authorities. The programme has addressed, by educational messages, common practices such as early marriage and dowry that negatively impact the lives of many women and their families, thereby contributing to GEEW. Fieldwork findings evidence the results from these emphasis:

- Parents of both boys and girls who have benefited from the programme hope for a better education and future life for their children⁶⁴.
- Some Head Teachers after BRAC's training in women leadership, explained how they worked with the community and motivated some women to be part of the SMC.
- SMC interviewed explained the different activities they develop to deliver gender equality messages to parents, also the monitoring they do to cases of child labour or possible early marriage, even denouncing them with authorities.

89. The programme's outcomes by gender, based on the baseline and final schools survey, show better achievements among girl students compared with boy students, although there is

⁶¹ In average, from the total enrolled students in the schools benefited from the Programme, 53% were girls (Source: WFP-CO, 2018).

⁶² Source <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5568267/>. Access in 2/8/2018

⁶³ There is no data available in the survey related to specific gender equity or women's empowerment messages, nor the percent of women who participate in SMC.

⁶⁴ During the evaluation field work parents were asked what they hoped for the future of their sons and daughters. The result has shown that there was no difference among parents of boys and girls, and the education was highly valued by parents of boys and girls. Parents of boys and girls have equally expressed their desire to see their children to become doctors, teachers, and other professionals that require skills and long-term education.

not enough information to assure that the differences by gender are statistically significant⁶⁵ (Annex 6 – Tables 6.10, 6.13 and 6.14).

90. With regard to outcomes related to teachers and school administrators, the percent of teachers who demonstrate the use of new and quality teaching techniques or tools as a result of USDA assistance is very similar among male and female in the baseline and the final survey. A different case is the result by gender of the percent of school administrators and officials who demonstrated the use of new tools and technologies as a result of USDA assistance. Male indicator was almost half (34.8) of the female's (60) at the baseline, but at the final survey, it increased 142.5%. (Annex 6, Table 6.15).
91. At the national level, in 2017, the ratio of participants from the GoB and NGOs in capacity development activities, male and female was 84:16 (WFP, 2017) which shows that there is still a big challenge toward equalization in position of power.

EQ14. How significant were internal and external factors affecting GEEW results?

92. There is an increasing awareness of gender equality toward education among parents and community due to the GoB⁶⁶ and long term campaign of international cooperation in Bangladesh. Most of the parents interviewed during the fieldwork were highly committed with their boys and girls education and expect them to continue studying. Only in a NGO school located in very poor rural area 2 out of 5 mothers still favour a good marriage at an early age for their daughters, and maintain a very marked gender role.

Early marriage is, for some families, a survival strategy due to their economic situation or a strategy of protection as parents cannot take care of their children⁶⁷. In those cases, incentives as the stipend are insufficient. According to UNICEF, one out of every five girls is married before 18 years of age (UNICEF, 2018). Rangpur had the highest rate of child marriage in Bangladesh, according to 2011 Bangladesh Demographic and Health Survey. Islam, Haque and Bellal (2016) conclude that Rangpur, as a poor and chronic disaster-prone zone “exerts a strong influence on a higher occurrence of child marriage”.

93. Another issue is the sanitation conditions at school. Although there was progress in the availability of separate toilets for girls and boys, these are still highly insufficient in terms of quantity and hygienic conditions. Girls in adolescence do not go to school when they are menstruating, falling behind on the subject of class (Alam, M and others, 2017) and affecting the programme's results.
94. With regard to factors that may affect the GEEW results in the capacity building to the DPE: in the public sector employment there is no gender discrimination in terms of benefits and amenities, although there are constraints and barriers that promote a lower participation of women in decision-making levels. For example, UNDP (2011) shows lower recruitment of women, fewer promotions, especially in senior levels, and discriminatory attitudes at all levels, among other factors.

EQ9. What synergies were promoted with other education actors to enhance quality education, water and sanitation, school infrastructure etc.?

⁶⁵ To assure there is differences between two means obtained from a survey a t-test for the comparison of two means have to be done. For it is necessary to have the standard error for each mean. In this case there were not available.

⁶⁶ For example, Bangladesh Female Stipend Programme for secondary education is one of the policies in place to reach gender parity in secondary education.

⁶⁷ Walking to and from school may be hazardous for girls. Also, maybe dangerous for girls staying in shelters during the flood season.

95. The MoPME/DPE was the most important partner of the WFP-McGovern-Dole SF Programme, at the national level (DPE) and at the district and upazila levels. Also, there were inter-institutional mechanisms that enhanced the programme's performance as the relation with the Ministry of Health and Family Welfare (MoHFW) that was involved in activities related to health issues such as deworming and sanitary facilities:

- The percent of schools with toilet facilities for students increased from 85% in 2015 to 98.9% in 2017.
- Toilets to student ratio decreased from 179 in 2015 to 107 in 2017. However, this is still a very high ratio.
- On the other hand, all schools provided a source of safe drinking water at or near the school (WFP, 2018).

96. The most effective inter-institutional coordination was during the SF Policy construction and consultation, as was presented in EQ6. Actually, the new SF Policy draft is under discussion in the highest GoB levels. According to the officials interviewed at the DPE, there are many interests in place because for the GoB would imply a compromise of reaching 22 million school-children with daily meals.

EQ12 & EQ13. How significant were internal and external factors in enhancing or impairing the programme's performance? (See Annex 6, section 6.2)

97. According to the information collected during the fieldwork, the most important internal factor that enhanced the HEB distribution and complementary activities performance was the WFP-NGOs partnerships and the WFP-education local authorities close work. With RDRS, there was a mature supply-chain process in place that was highly planned and well executed. BRAC's experience, backup and alignment with GoB education policies and strategies were positive factors supporting WFP in quality of education outcomes. Close work and alignment between the WFP and the education local authorities enhanced their involvement in monitoring and supporting activities.

98. Other internal positive factor identified at the schools interviews with SMC members was their commitment with the children and teacher's attendance, with the schools' infrastructure improvement and the distribution of biscuits.

99. There were some internal factors that impaired the programme performance:

- The short-term teachers' and ToT RDRS-BRAC trainings. According to the interviews done to WFP-CO M&E they perceive that a two day training given by BRAC was not enough. On the other hand, the planned retraining was not done.
- SMC commitment was not generalized. According to the schools survey, by 2017, 81% of the schools had a SMC. From them, only 15.8% were highly engaged in school feeding program and 32.6% were highly engaged in other aspects of management at school level.
- The miscalculation of feeding days in June of 2017 and delayed inclusion of schools resulted in less than expected biscuit distribution and a minor complementary activities intervention in some schools (monthly WFP Rangpur-SO-Annex 6, section 6.2). The inclusion of the reasons for shortfalls in the planned number of snacks provided was a Mokoro's Mid-term evaluation (WFP-Mokoro, 2017) recommendation implemented by the programme. .

100. Some external factors affected the programme's performance: According to the interviews done during the ET's fieldwork, floods and lower enrolment than expected were the most important external factors that influenced negatively the programmes performance. Semi-annual reports and the NGOs reports also mention problems like teacher's shortages that affected their availability to attend trainings and situations of political unrest. Also, according to some of the local authorities, DPE officials, and ET observations, the school's poor infrastructure and overcrowding affected the children's improvements on literacy:

- According to the WFP Rangpur-SO monthly reports (Annex 6, section 6.2), during the first semester of 2015 and 2017, blockades caused by pipeline breaks delayed the HEB distribution. During September of 2015, July to August of 2016 and 2017, several schools were closed for days due to constant floods, and during 2016 some schools were closed because of administrative cluster meetings, feeding trainings and extended vacations. Also, Ramadan and Eid-ul-Fitre holiday on June 2017 strongly affected the school attendance because all GPS schools were closed.
- WFP semi-annual reports also described external factors that impaired the programme's performance. For example, during 2015 and 2016 the attendance expected was 90%, but actual attendance rate was around 81%. The 5th semi-annual report mentions a distribution break due to procedural delays in procurement and delivery of biscuits (WFP, 2017).

101. On the other hand, with regard to capacity building there were important factors that enhanced its performance:

- The MoPME-DPE commitment on School Feeding.
- The constant presence of the WFP-McGovern-Dole staff working closely, as a team, with DPE.
- The WFP-DPE respectful and trustful relation that has been constructed over more than 10 years of work.

Key findings and conclusions – Effectiveness and impact

The programme was effective in the distribution of HEB influencing in the hunger reduction, the increase of attendance and attentiveness. Contributed to increase nutrition and hygiene awareness, the quality in education and GEEW awareness.

- The attainment of outputs related to capacity building, number of children benefited from biscuit distribution, extra-curricular activities, school garden implementation and training parent-teacher associations were fully achieved. Targets as teacher and school administrator's trainings (specifically retraining), number of biscuits distributed and outputs related to promoting teacher attendance, training of food preparation and storage practices, had a lower accomplishment.
- The HEB intake provides 337.5 Kcal and 14 essential vitamins and minerals. It provides 66% of the recommended nutrient intake (RNI) of essential vitamins and minerals for a school-age child. It contributes to prevent nutritional deficiencies such as anaemia. It reduces hunger, attracts students to attend classes, and increases energy and attentiveness. Also enhanced gender and socioeconomic equality. The programme did not have impact over the indicator of dietary diversity of school-age children, and did not achieve the target of the percent of school-age children receiving a minimum acceptable diet. Both indicators are highly determined by factors out of the programme's control like the families' capacity to afford nutritional food.
- There was an important improvement on the understanding of hygiene, nutrition and dietary messages among students and parents.
- Teachers perceived that the literacy quality improved with the programme. Students were getting scholarships, winning upazila level academic contests, and obtaining higher grades and approval rates in national exams. According to the school's surveys the Literacy indicator moved from 25.5 to 28.4, although the target was very high: 50. Doubling the "literacy indicator" (from a 25.5 in the baseline to 50) is a long-term goal that might be disrupted by external issues outside WFP control, like teacher's shortages, poor

school infrastructure and overcrowding.

- There is high awareness among students and parents about gender equality and the importance of girl's education. Also, as a result of the programme, women participation in SMC increased. However, there are still cultural factors, in special in poor rural areas and other factors that impaired GEEW performance.
- The most important internal factors that enhanced the programme's performance were the WFP-NGOs partnerships, the WFP-DPE close collaboration, and the SMCs commitment.
- The main external factors that affected the HEB distribution performance were floods and lower enrolment than expected. Also, political unrest and extended vacations impaired the programme's performance. The most important negative internal factors were the short term teachers and ToT RDRS trainings, and the delayed inclusion of schools in 2017.
- The capacity building effectiveness was evidenced by the SF Programme handover to the GoB and the SF policy draft construction and consultation.

2.4. Sustainability (Additional information in Annex 7) ⁶⁸

EQ16. How did SFP implementation apply sustainability strategies?

102. From the international evidence, a sustainable school feeding programme includes multiple elements such as a strategy for sustainability, a sound policy, regular funding, institutional arrangements, partnerships and coordination, and community participation and ownership⁶⁹.

School feeding programme in Bangladesh and the WFP McGovern-Dole SF programme

103. The first WFP school feeding programme, in collaboration with the MoPME, started in 2001 as an emergency programme in chronically food insecure areas of the country, covering 350,00 students. Since 2011 the NSFPPA ensures distribution of HEB to students of targeted schools, in addition to the development of education activities under the scope of the Essential Learning Package (ELP).

104. In 2011 the NSFPPA supplied HEB and delivered the ELP to 56,635 students⁷⁰. Since the launch of the NSFPPA the number of schools handed over from WFP to the GoB has continuously increased, as the programme has gained popularity⁷¹. In 2017, over 3 million students in 93 upazilas were covered by the SFP, including the GPS (596) and madrasah (6) schools that were benefited by the WFP-McGovern-Dole SF Programme⁷².

105. As Bangladesh advances to a lower-middle-income country, a category of developing country, and the GoB is committed with increasing the institutional and financial support for reducing hunger, poverty and undernutrition, WFP Bangladesh Country Strategic Plan 2017-2020 (WFP, 2017) shifted its emphasis from direct aid to “technical assistance, policy engagement, advocacy and the accumulation of evidence”.

Financing school feeding

106. The NSFPPA is currently implemented by the MoPME/DPE and funded by the GoB. The sustainability of most of the WFP-McGovern-Dole SF Programme activities were ensured

⁶⁸ A complete analysis of findings in sustainability and its sources of information is discussed in ANNEX 7

⁶⁹ Source: Rethinking School Feeding: Social Safety Nets, Child Development, and the Education Sector. World Bank (2009) <https://elibrary.worldbank.org/doi/abs/10.1596/978-0-8213-7974-5>. Access in 2/8/2018

⁷⁰ Source: SFPPA factsheet, Directorate of Primary Education and WFP (2016)

⁷¹ Fieldwork findings during interviews with high level Education officers at the MoPME.

⁷² Except for the NGO funded schools that benefited from the McGovern-Dole, all school previously attended by McGovern-Dole were in 2018 handed over the GoB.

by handing over the formal to the GoB, and their long-term benefits to school children was guaranteed. Regardless the strong commitment of the MoPME with the SF programme, maintaining the current set up of this activity within the GoB still requires a stronger policy/legal framework⁷³. Worldwide the stable financing of SF is guaranteed by laws and/or national policies⁷⁴. The national school feeding policy (SFP) is yet a draft under discussion, and the NSFPPPA rely on funds of a special project of the MoPME that will expire in 2020. Supported by WFP, in response to this situation, an effort to complete and approve Bangladesh's SFP is underway.

WFP-McGovern-Dole SF Programme strategies for sustainability

107. In 2012-2013 a joint assessment (WFP and GoB) on progresses made towards strengthening the school feeding in Bangladesh, was based in SABER methodology. The status of the SF for each SABER policy goal in 2013 was rated, as presented in Annex 7 - table 7.1. The lowest rate was given to policy framework (1.5) and financial capacity (2) and the highest to community participation and ownership (2.67).
108. According to the results of the 2013 assessment, requirements for further up scaling the NSSPPPA were indicated in this report, which included:
- Establishment of a national policy and strategy for school feeding.
 - Standardization and documentation of key processes, such as resource allocation and operational coordination.
 - Establishment of short-term and long-term plans on how to mainstream technical assistance collaborations into GoB operations.
 - Enhanced funding security, logistic solutions and communication systems as the number of beneficiaries in schools and surrounding communities continues to grow.
 - To increase SF Programme size will require upscaling of the programme planning, monitoring and evaluation and ensuring the community participation.
109. Another SABER exercise was conducted in 2016 in Bangladesh and rated as emerging (rating below 2) four out of the five-policy goals: policy framework, financial capacity, design and implementation, and community roles/participation, and as established, institution capacity and coordination. A roadmap that resulted from this exercise planned the completion of the school feeding policy in 2017, the budget for the national SF programme secured by this policy in 2018 (Annex 7, table 7.2).
110. In order to promote the sustainability of the school feeding programme, in its various activities, building up partnerships and working in close collaboration and coordination with the GoB has proven to be a successful strategy adopted by the WFP-McGovern-Dole SF programme⁷⁵. As found in this evaluation, there is a strong level of collaboration and coordination among the WFP and the MoPME, especially the DPE. This partnership was observed on the documental analysis, by the large number of meetings and joint decision making reported, and as result of interviews at national, regional and upazila levels, and at schools. The SFP is very well regarded by the GoB, schools and local communities, and the collaboration with WFP is very appreciated.

⁷³ Findings of interviews in fieldwork, WFP reports and SABER assessments. More information in Annex 7.

⁷⁴ Source: Global School Feeding Sourcebook. Lessons from 14 countries (2016). <https://openknowledge.worldbank.org/handle/10986/24418>. Access in 2/8/2018

⁷⁵ Source: Fieldwork interviews including GoB officers at national and local levels, and NGOs members.

111. Another strategy to promote sustainability was the capacity building activities designed and implemented by the WFP-McGovern-Dole SF programme. These activities aimed to strengthen the capacity, of the GoB staff and schools and community members, on school feeding. Activities planned and implemented were designed for supporting progress on several of the SABER policy goals. WFP-McGovern-Dole SF Programme also invested in a staff that worked with DPE and provided technical assistance on areas such as policy development, programme design and procurement, project design, management, monitoring and evaluation, logistics, procurement and selection of NGOs and biscuit factories, quality control, and providing impact evidence of alternative school feeding modalities.

Strengthening the policy and legal school feeding framework

112. Efforts to establish a national SF policy in Bangladesh have started in 2010, supported by WFP. The creation of the NSFPPA was the first successful outcome, but a sound school feeding policy to ensure the existence of this programme in long term was still missing.

113. WFP-McGovern-Dole SF Programme adopted as a sustainability strategy on school feeding intensive advocacy for the SF programme, including the development of a national policy to support it. The policy was discussed under an extensive consultation process. The policy development was led by the MoPME in partnership with the WFP, including sectors as agriculture, health, and finance, among others.

114. Multiple workshops (at regional and national level) and 76 meetings with all stakeholders, including parents and SMC, promoted the dissemination of the policy⁷⁷. Examples of other SF programmes (Brazil, Georgia, and Thailand) were reviewed and discussed. Networking and experience sharing was another strategy adopted. The project ensured the participation of a delegation of high level governmental officers directly involved in the SFP in the largest international forum that discusses school feeding, the yearly Global Child Nutrition Forum.

115. As an outcome of the WFP-McGovern-Dole SF Programme and after an ample consultation process, a draft on national SF policy was written, providing ample opportunity of collaboration for all stakeholders involved in SF. The approval of the policy by the cabinet was still pending at the end of this evaluation (Para 96).

Strengthening the GoB capacity on implementing school feeding activities: HEB distribution, and monitoring activities

116. The WFP-McGovern-Dole SF programme was successful in ensuring its sustainability as a nutrition and education programme. The formal schools (GPS and madrasahs) were handed over to the GoB so the HEB distribution and the ELP is still in place. However, NGO schools that were supported by the programme⁷⁸, are not currently covered by the

⁷⁶ According to findings during the fieldwork McGovern-Dole has funded 7 to 8 consultation workshops on the school feeding policy.

⁷⁷ In order to allow more extensive participation and collaboration of the society in the formulation of the school feeding policy, to collect comments and contributions of an extended number of stakeholders (and potential beneficiary) and the draft document was published in public sites.

⁷⁸ Findings on the fieldwork suggest that NGO schools were attending the poorer children and the ones dropped out of public schools, at the beginning of their primary education. These schools were very well-liked by students, parents, and community leaders, and they were very successful in keeping and ensuring their regular progression of students till grades 5-6. However, there is still not clear the future of school feeding activities in NGO schools that were supported by McGovern-Dole.

NSFPFPA.

117. According to the findings of this evaluation, the distribution of HEB is a well-established and efficient process that involves various levels of the education system, and their partners. Currently, the same NGO, RDRS, is partner with the MoPME for implementing the NSFPFPA in Gaibandha. This NGO has accumulated experience and developed expertise in HEB storage and distribution over more than 10 years due to a WFP-RDRS collaboration. In addition, during all these years, the same transporter was hired to distribute the HEB from the RDRS's warehouse to the schools, and is currently responsible for the same activity, under the NSFPFPA.
118. Other sustainable strategies for HEB distribution were the activities for strengthening the capacity on implementation of the school feeding programme largely developed by the WFP-McGovern-Dole SFP Programme. They included the multiple trainings on school feeding design and management, for education officials, teachers and school committees, earlier mentioned in this report, although they did not accomplish the planned goals. In addition, permanent technical assistance was provided by the WFP CO and Rangpur SO, and school feeding staff members were placed within DPE. However, constraints as shortage of proper storage facilities for the biscuits are issues to be further addressed by the GoB.
119. Another value added for sustainability from WFP to GoB was the provision of evidence that enrich the discussion around the different SF modalities⁷⁹, which was also a Mokoro's Mid-term evaluation recommendation (WFP-Mokoro, 2017). The latest SABER assessment (2017) found that while biscuits were perceived as a less costly option than school meals, and very convenient, it was recognized that distributing biscuits is more an emergency approach, to be further replaced by school meals or by a combination of biscuits and other foodstuffs⁸⁰. A test on school meals that adopts local procurement is undergoing in Bangladesh. In collaboration with the MoPME/DEP, since 2013 WFP is testing the delivery of hot meals⁸¹ in pilot schools within the country. In 2017 a study on the impact of the two undergoing SF modalities (HEB and hot meal) has found that both modalities show positive effect on education and nutrition. Both modalities were associated with reduced anaemia, but hot meals have also positive relation with normal weight⁸². In addition, during the ET fieldwork teachers explained there has been a GoB initiative that promotes the use of a tiffin box to bring food from the student's houses, and hot meals were a discontinued community-based initiative. There were many voices arguing that meals in the tiffin box vary according to the economic differences among the students, and regardless of the teacher's messages of sharing food, some students felt bad about being unable to bring a "good meal" to school⁸³.

Improving monitoring and evaluation systems on SF

120. An offline system to facilitate the management of the biscuit distribution by the NGO

⁷⁹ As the WFP-McGovern-Dole SF programme adopted only the HEB distribution as school feeding modality, an analysis of the results or sustainability of different SF modalities are outside the scope of this evaluation.

⁸⁰ Source: WFP Report Consultation Mission to Support the formation of action plans to Strengthen institutionalization of school-feeding programme in Bangladesh, July/August 2017

⁸¹ Hot meals delivered to the students include fortified rice, fortified oil, pulses and vegetables (leafy and non-leafy).

⁸² Source: WFP - A Brief Overview of the Impact of the Government School Feeding Programme (2017).

⁸³ Interviews with headmasters and teachers have expressed this concern. According to them the school should be a place where socio-economic differences aren't evidenced.

partner RDRS, was developed by the WFP, as mentioned previously.

121. Efforts to improve the monitoring and evaluation system of MoPME included the development of an App (2016-2018) that is currently a pilot test. All SFP activities can be planned and tracked from the field using this app.

Community participation and ownership

122. A number of workshops to raise awareness of the community and to develop skills to manage the school feeding activities took place during the WFP-McGovern-Dole SF programme, although the planned targets were not accomplished. According to the findings of the fieldwork, members the community that participate in the SMC are very committed to the school feeding and have a good sense of ownership. SMC members are involved in management activities, monitor the delivery of HEB to schools and its distribution to the students, biscuit storage and controls, and package disposal. However not all members of the SMC interviewed participated in trainings provided by the project, but managed to get the information required to perform the tasks.
123. Parents that were not directly involved in SMC have little participation in the school feeding programme, and their presence in the schools was limited to attending special cultural and religious celebrations, competitions, or regular meetings with the teachers of their children.

Evidence from fieldwork: SMC interviewed seemed very committed with children education. Their work is voluntary. “It is our responsibility” said SMC chair.

Teaching and quality of education: complementary activities

124. In contrast with the success observed in sustainability strategies related to the SF programme, most of results related to improving the quality of teaching at schools did not seem to have been sustainable. Except for the activities that were developed under the essential learning package, most of the complementary activities aimed to improve the quality of education were interrupted at the end of the project.
125. Remedial classes, school decoration and reading corners are examples of complementary activities that are no longer developed. However, teacher trainings are supported by the MoPME, as a regular activity developed by the education system.

EQ17. Are the benefits of the intervention likely to continue after the programme is completed?

126. Activities that were designed and implemented by the WFP-McGovern-Dole SF programme, and its benefits on improving nutrition of schoolchildren and promoting education and nutrition of school children remained in formal schools that now benefit from the NSFPPPA. In addition, findings of this evaluation suggest that the capacity of school feeding that was developed among government officers, NGOs, teachers and community is most likely to remain.
127. The NGO schools⁸⁴ supported by the WFP-McGovern-Dole SF Programme were created to attend very poor children that dropped out of public schools at the beginning of their

⁸⁴ A sample of 5 NGO schools was visited by the ET to assess the results of the McGovern-Dole SFP for the students that benefited of this programme from 2015-2017.

primary education. According to the evaluation findings⁸⁵ these schools were very well-liked by both students and parents, and community leaders. They were very successful in keeping the totality of students since the first grade till grades 5-6, ensuring their regular progression along the primary education. However, there is still not clear the future support for the school feeding activities in NGO schools since the MoPME has as priority to ensure access to primary education by establishing at least one public school in each village of the country. Mokoro Mid-term evaluation (WFP-Mokoro, 2017) recommended WFP to pay additional attention to the handover process, and the provision of complementary support to handed-over schools, especially NGO ones.

128. According to the evaluation fieldwork findings, some of the programme benefits and activities remain after the project completion. The benefits of improving nutrition and health⁸⁶ of children and their families are most likely to remain. Students easily recall good practices on health and hygiene, when questioned, and their parents seemed to acknowledge that the lessons learned by their children at school are practiced at home. Also, some activities that need no further investment as competitions, art group, little-doctor and others are in place. Others that from time to time need investments to replace damaged/lost items are less sustainable, as vegetable gardens and education materials delivered to schools (reading corners and school decoration). However, in the schools with highly committed SMCs some of these activities are financed by the community through different fundraising activities.
129. The remedial class, which was an effective and very well regarded⁸⁷ activity, has been discontinued⁸⁸. During ET fieldwork, teachers, students and community, value the remedial classes as a very successful strategy for helping students that were struggling to learn their lessons.
130. Participation of the community in the SF programme, although not generalized, was found during the fieldwork and it is most likely to continue. Some SMCs showed strong commitment and ownership, even some SMC members were found to be contributing beyond their responsibilities. Activities such as fundraising, and personal donations to improve the school structure and support educational activities were found in some schools. In fact, in one school, members of SMC that are qualified teachers voluntarily teach classes to the students, as an eventual replacement of an absent teacher. A strong commitment and participation in the education of their children was found in some schools.
131. Progress in establishing a sound school feeding policy supports the sustainability of the SF programme developed (HEB distribution). This policy includes HEB distribution as a

⁸⁵ The ET interviewed students, parents, SMC and teachers of NGO schools and the great appreciation of the quality of education provided by the NGO schools distribution was unanimous among all interviewees.

⁸⁶ Although the nutritional benefit provided by HEB distribution will cease when the children no longer receive it at the end of primary education, their contribution for promoting a healthy development during school years, and the nutrition education provided at early ages are benefits that will remain. Source: Long-Term Effects of Childhood Nutrition. Evidence from a School Lunch Reform. <http://ftp.iza.org/dp11234.pdf>

⁸⁷ Finding on the interview with multiple stakeholders such as upazila officials, teachers, SMC members, parents and students has proven that the remedial classes were considered a relevant and successful activity to improve literacy.

⁸⁸ Some voluntary activities are implemented by community members, or by older students of 5th and 6th grades, to teach younger students are in place.

possible school feeding modality among other options ⁸⁹. The strong partnership that WFP developed with the MoPME during this project is most likely to continue in the future⁹⁰.

EQ18 Has the intervention made any difference to gender relations thus far and is it likely to continue once the intervention is completed?

132. The WFP-McGovern-Dole SF Programme worked towards increasing awareness on gender equality, aligned with long term GoB campaigns in place, with a special attention to the importance of girl's education. The negative impacts of dowry, child marriage, and early pregnancy for women's lives were highlighted. Women empowerment and participation in decision making was sought through their participation in the SMC. In addition, by promoting enrolment of both girls and boys, and its permanence in the school system, the project also aimed to reduce the gender disparities on results of education. Progress on women empowerment is likely to remain by promoting girls education and women participation in decision-making. As it was said in Para 87, programme's outcomes by gender show better achievements among girls compared with boys.
133. As the evaluation fieldwork was done during 2018-II when the schools were already handed over to the GoB, there was evidence of no gender discrimination in any of the programme's activities. HEB distribution and complementary activities were equally supplied to boys and girls.

Key Findings and conclusions: Sustainability

The WFP-McGovern-Dole SF programme was successful in ensuring its sustainability as a nutrition and education programme and has used a sound strategy of sustainability for formal schools (GPS and madrasahs) that benefited from it. At the end of the programme, the public schools and madrasahs were handed over to the GoB, and incorporated to the NSFPPPA, where HEB distribution and activities under the essential learning package remain.

- The daily distribution of HEB to students was a successful sustainable strategy to reduce the short-term hunger among students, guaranteeing the energy and nutrition that they need to better engage in the school activities. Also, benefits on improving good practices on health and hygiene remain as students and their parents seem to acknowledge that messages learned at school are valid at their homes.
- The WFP-McGovern-Dole SF programme worked towards increasing awareness on gender equality, promoting girls education and the participation of women in decision making. Outcome comparison, based on school surveys, show better results for girls compared with boys, although there is not enough information to assure that differences are statistically significant.
- Regardless the strong commitment of GoB with the school feeding programme its long-term existence still requires a stronger legal framework. So, a sustainability strategy on school feeding included the development of a national policy to support it. As result the first national school feeding policy was developed but is still in the draft stage, waiting the final approval of the GoB.
- Building up partnership and working in close collaboration and coordination with the GoB has proven to be a successful strategy adopted by the WFP-McGovern-Dole SF programme. In addition, NGO RDRS that supported the school feeding activities is currently working in close collaboration with the GoB.
- To support GoB in its commitment toward the reduction of hunger, poverty and under nutrition, WFP shifted from direct aid to technical support activities, according to the country Strategic Plan 2017-2020.
- Another strategy to promote sustainability is the reinforcement of the capacity building activities that aimed at strengthening the capacity of the GoB staff, and SMC on school feeding. The evaluation findings

⁸⁹ As results of the strong partnership among WFP and MoPME a national school feeding programme was established, pilot on school meals in undergoing, and a policy was developed. The evaluation findings show an increasing level of commitment and partnership on school feeding activities along the years.

⁹⁰ As results of the strong partnership among WFP and MoPME a national school feeding programme was established, pilot on school meals in undergoing, and a policy was developed. The evaluation findings show an increasing level of commitment and partnership on school feeding activities along the years.

3. Conclusions, Lessons Learned and Recommendations

134. Based on the findings presented in the previous section, an overall assessment that responds to the evaluation questions and lessons learned are provided below. These are followed by recommendations on how to take action to build on the lessons learned.

3.1. Overall Assessment/Conclusions

The WFP-McGovern-Dole SF programme SO were highly coherent with the GoB national policies and strategies on education, food security and nutrition among school-age children, including gender. Its activities were a complement to GoB interventions, in special DPE. Its strategies were appropriate to the needs of the food insecure population in the Gaibandha district and of the GoB's technical support necessities. For WFP, the programme SO related to the improvement of quality in education exceed its mandates, although responded to those of McGovern Dole Programme and was addressed by incorporating the technical support of NGO BRAC.

135. As enrolment rates in Bangladesh increased over 95% for 2010, quality in education became the main challenge for the GoB, as was presented in the National Education Policy (2010) and in the PEDP3 (Ministry of Primary and Mass Education, 2011). Appropriately, the WFP-McGovern-Dole SF programme Strategic Objectives (SO) included the improvement of school literacy and increasing the use of health and dietary practices of school-age children. It had also a crosscutting result of gender equality and of improvement in women empowerment. In addition, the strengthening of the GoB to take over the school feeding program and support it through a robust school feeding policy was a central goal of the programme.

136. In accordance, the Directorate of Primary Education (DPE) from the MoPME was the main partner of the programme, which provided strong elements of sustainability.

137. The WFP-McGovern-Dole SF Programme was appropriate and relevant. According to the interviews done with WFP-SO and USDA/FAD, the design of the McGovern-Dole SF programme grant was relevant and had a grass-root approach. There was previous evidence of the impact of the high energy biscuits (HEB), as of the need of continuing with the institutional capacity building supporting the GoB to take-over and scale-up in the SF programme. Fieldwork assessment during 2014 supported the need of expanding the activities from an essential learning package (ELP) to a full learning package (FLP) searching for improving education quality, which also was the mandate of the donor, McGovern Dole International Food for Education and Child Nutrition Program.

138. The programme focused in assisting one of the poorest and disaster-prone areas in Bangladesh, the Gaibandha District, specifically five out of the seven upazilas which had the joint conjunction of poverty, malnutrition (Haque, B. and Mahzab B, M., 2015) and frequent floods (HCTT, 2014). In addition, Rangpur by 2011 was the region with the higher prevalence of child marriage (Islam, K; Haque, R and Bellal, M, 2016).

139. The programme's SO were consistent with UN strategies and policies. Improving health and nutrition outcomes respond totally to WFP mandate, although, improving school literacy outcome is more coherent with UNICEF and UNESCO mandates. Consequently, the WFP strategy to address the improvement of quality in education outcome was the partnership with NGO BRAC who brought the experience and specific know-how.

140. In the programme, HEB distribution and complementary activities were done with no discrimination among boys and girls. It included specific components promoting gender

equality and women empowerment as the awareness campaigns through the Community Mobilization Workshops (CMW) that had special focus over messages on issues as child marriage, early pregnancy and dowry. Also, women empowerment was promoted through strengthening their role in the School Management Committees (SMC).

The WFP-McGovern-Dole SF programme was highly efficient in the delivery of the capacity building outputs and the HEB supply-chain. The WFP-DPE and the WFP-NGOs partnerships, and the WFP backup support were keys to their success. Full learning package delivery had some efficiency weaknesses related to internal factors as having numerous activities which dispersed the efforts, and short-term teachers training. Some external factors affected the programme's efficiency as floods and political unrest.

141. WFP-McGovern-Dole SF programme was cost-efficient. With a budget of USD 24.5 million in three years, implemented capacity and policy building activities, delivered 78.7 million biscuits and all the activities included in the full learning package for approx. 1.2000 schools, and, for 111.9 thousand students monthly per school in average⁹¹. Also, WFP provided all the technical capacity support for national and local education staff in the SF Programme handover to GoB, and the development of the national SF policy. From the USD 24.5 million, 38% was food and related costs (including the complementary activities) expenditure and 8% was capacity development and augmentation. This data implies that the direct expenditure per school per year was of USD 2,533.3, and per child per year was USD 27.17 (see Table 2-1). This value is very similar to the estimation done by Gelli, Cavallero and Minervini (2011) where the average expenditure per year per child for fortified biscuits was USD24.9⁹² (prices of 2017).
142. WFP-NGOs partnership was a factor that enhanced the programmes efficiency. The HEB distribution was an efficient process, due to the long-term relation between the WFP and the RDRS, of more than ten years' experience in biscuit distribution by the WFP, and the sixteen years' relation between the RDRS and the HEB transporter, which helped internalize lessons. BRAC provided the knowhow and the specific thematic experience on the issues related to the quality of education. Also RDRS-BRAC partnership was important. As the RDRS had the branches and close relation with all the schools, the implementation of the ToT techniques was an efficient approach that resulted from the interaction between the BRAC and the RDRS.
143. Although, there were internal elements that played against efficiency: 1) More than twenty activities in the full learning package may have dispersed efforts that could be used in a more cost-efficient way 2) The lack of a centralized, and standardized monitoring data base and a set of trackable comprehensive indicators negatively affected monitoring efficiency, 3) Schools entered gradually to the programme, consequently some of them had a short term intervention⁹³, and 4) The short training given by BRAC to teachers and to RDRS staff who had to train and follow up teachers in the use of new and quality teaching techniques or tools. With regard to the external factors, political unrest, holidays and floods affected the

⁹¹ According to the semi-annual reports.

⁹² In Genni et al estimation is only included the HEB. In the programmes' estimation is included the HEB and the complementary activities.

⁹³ According to the interviews done to RDRD, BRAC and to WFP-SO, schools entered gradually to the Programme. Although there was no available information to track the date in which each school received the different activities. Also, according to the Semi-Annual reports and the WFP-CO interviews the delayed start of implementation of approved modification request impede the early inclusion of some schools.

programme's efficiency in the HEB distribution and related activities.

The WFP McGovern-Dole SF programme was effective in the GoB strengthening. At schools, the programme accomplished the planned targets in the boys and girls benefited from HEB and extra-curricular activities, in schools benefited from the vegetable gardens and in parent-teacher association's trainings. The programme was effective in the distribution of HEB reducing hunger, contributing to the students' nutrition. There were improvements in students' attendance, attentiveness, in hygiene, nutrition and dietary awareness and in the literacy quality. There was no accomplishment of the outcomes of literacy improvement in the dietary diversity.

144. GoB takeover of the SF programme and the SF policy draft are key evidence of the effectiveness and impact of the capacity building activities of the WFP-McGovern-Dole SF programme.
145. HEB were distributed to all the students that attended the targeted schools during the implementation of the programme. The enrolment and the attendance constituted the central issues that affected biscuit distribution planned targets. Teachers mentioned there was no gender nor socioeconomic differentiation in this distribution. Mothers and students also reported a daily intake and highlighted their taste and nutritional benefits.
146. Based on the semi-annual reports and the interviews done, the attainment of outputs related to capacity building, extra-curricular activities, school gardens implementation and training parent-teacher associations were fully achieved. SMC members who were interviewed showed high compromise on the children's quality in education, infrastructure improvement and biscuit distribution. Although, according to the school surveys, schools with SMC decreased from 2015 to 2017, and the percent of SMC highly engaged in school feeding program was only 15.8% and engaged with other aspects of management at school level was 32.6%.
147. According to the semi-annual reports, targets such as teacher's training (56% of attainment), and school administrator's trainings (40% of attainment), and outputs related to promoting teacher attendance (26% of attainment), training of food preparation and storage practices (56% of attainment), were poorly accomplished. Although, WFP-CO explained that 88% school administrators (headteacher) and 100% Assistant teachers received training once under the McGovern-Dole programme, but the target included a retraining recommended by the Mid-term evaluation (WFP-Mokoro, 2017). It was done partially.
148. Outcomes showed improvements during the programmes implementation:
- The programme direct effect over nutrition is related to the children's daily HEB intake, which provides 337.5 Kcal and 14 essential vitamins and minerals. Students, teachers and parents perceived that HEB intake impact over the reduction of hunger, the increase in attendance and attentiveness⁹⁴. Also, they perceive that students were more energetic and less ill. With regard to the nutrition outcome, the programme's framework used as indicators the "dietary diversity of school-age children" and the "percent of school-age children receiving a minimum acceptable diet". According to the school surveys they did not attain the targets, although is important to highlight that these indicators are related to many external factors not under WFP control.
 - According to the teachers and confirmed by the students, the biscuits were distributed with

⁹⁴ According to the school surveys, regular attendance increased 2.9% and inattentiveness reduced in 25%.

no gender or economic capacity discrimination. Although, boys and girls benefits are not similar due to differences in the nutritional requirements among genders. The nutritional gains from the biscuit intake were slight greater for girls.

- Hygiene, nutrition and dietary awareness shows important accomplishments as 90.8% of students (89.3% boys and 92.2% girls) could name at least three good nutrition and dietary practices by 2017⁹⁵. Additionally during the fieldwork interviews, parents and students mentioned the use of different hygiene and nutrition practices.
- With regard to the literacy outcome, according to the teachers, the literacy quality improved with the programme. Students were getting scholarships, winning upazila level academic contests and obtaining higher grades and approval rates in national exams. Teachers were using new tools and teaching techniques. The baseline literacy indicator was 25.5 and moved to 28.4 by 2017, according to the school surveys, increasing an 11%⁹⁶, although the planned target of 50 was not achieved.

149. Overall there was gender equality in all the activities done with students and teachers, evidenced in the M&E reports and during the evaluation fieldwork. In addition, students, parents and SMC members interviewed were well aware about the importance of girl's education, gender equality, and bad consequences of early marriage, dowry, and early pregnancy. Also, the participation of women in SMCs increased as a consequence of the performance done by Head Teachers applying the learning from the women leadership workshops they received.

150. Outcome achievements were impaired by internal factors like the short-term intervention for some schools, and the short-term teacher's trainings. Also teacher's shortage, precarious school infrastructure, and overcrowding were external factors that affected the literacy indicator outcome. Besides, the literacy indicator target was very high compared with the baseline result. Also is important to highlight that the nutrition and the literacy outcomes indicators included in the framework highly depends on external factors out of WFP control.

The WFP McGovern-Dole SF Programme has adopted sustainability strategies for most of its outcomes. Developing a school feeding policy to sustain the national school feeding programme, handing over most of schools that benefited from the project to the MoPME, and strengthening the capacity of the GoB and the local community to implement a school feeding programme were the main accomplishments on sustainability. Although the positive results observed a certain degree of weaknesses on its sustainability was found, which include: discontinuation of the school feeding activities in the NGO schools that benefited from the project, and the interruption of many of the complementary education activities that aimed at improving literacy and nutrition in schoolchildren. Additionally, the long term existence of the NSFPPA still depends of the approval of a National School Feeding Policy that during this evaluation as yet a draft.

151. One of the major accomplishments on sustainability was the hand-over of the school feeding programme implemented under the WFP-McGovern-Dole SF Programme. The hand-over ensured that the nutritional benefits from the HEB distribution remain. In addition, the long-term impact of the school feeding programme on support the education performance of

⁹⁵ This indicator was 42% (39% boys and 44% girls) in the school survey baseline (2015).

⁹⁶ There was no available information to assure that the mean differences are statistically significant. To assure there is differences between two means obtained from a survey a t-test have to be done. For it, is necessary to have the standard error for each mean.

the country was sustained.

152. By developing a national school feeding policy, the long-term existence of this programme is in construction and now depends on the decision taken by the GoB highest levels. WFP will focus the next years, on supporting the GoB in its purpose to reduce hunger, poverty and undernutrition by an emphasis in technical assistance, policy engagement, advocacy and the accumulation of evidence (WFP, 2017).
153. The use of health and dietary practices and awareness in health practices and in adopting a diet that includes a variety of food items was surely found and ET evidenced it during the fieldwork visits. Eating habits are developed during the childhood and schools have a special role on promoting healthy practices among children, thereby the long-term benefit of the nutrition education activities that were developed by the project promote the development of healthy eating behaviours.
154. The WFP-McGovern-Dole SF Programme promoted the development of capacity for school feeding that included government officers, community members, school committees, teachers, and GoB partners such as NGOs. The evaluation has found evidence that the trainings developed by the programme have contributed to developing the required knowledge and skills to run a school feeding programme. However, it was not possible to assess in which degree the capacity in school feeding was increased as a result of the programme since the SABER exercises in Bangladesh were nationwide.

3.2. Lessons Learned and Good Practices

155. For the WFP organization and other UN agencies, the WFP-McGovern-Dole SF Programme is a benchmark for sustainability good practices strategy implementation based on the close cooperation of the WFP with the Government of Bangladesh:
- Having a design aligned with the National Education Policy, the gender policy and the Primary Education Development Programme PEPD3 was a good practice.
 - Having a WFP-DPE close partnership, providing permanent technical support as a continuation of a long-term process where WFP has been a central actor in the construction and implementation of the National SF Programme was considered a good practice.
 - Having a relationship of trust constructed on dialogue and mutual respect, identifying where WFP was needed the most, was a good practice.
 - The multi-sectorial approach implemented during the SF Policy consultation and the institutionalization of the SF Programme was an adequate strategy and good practice.
156. A central lesson from the programme is the efficient and effective use of the HEB distribution as a school feeding modality. During the fieldwork ET found that SF using HEB was preferred by teachers and students, when compared with the community based hot meals or meals brought from home in the tiffin box. HEB distribution offers better hygiene when compared with other modalities, and its quality is guaranteed. Tiffin box meals reveal the socio-economic differences among school children, while the HEB distribution is equally for everyone. Additionally, it was learned that HEB distribution is simpler to manage, do not need cooking infrastructure and it's effortless for parents, teachers and students, in comparison with cooked meals. From the students' perspective, biscuits reduce their hunger and make them stronger, are easier to properly store and can be consumed during the school day.

157. Based on the path already constructed and the good practices adopted it is fully viable that in the coming years, WFP will enhance its technical support to the GoB in accordance with the new emphasis according to the Country Strategic Plan 2017-2021. According to the interviews done with some of the primary education authorities at the MoPME, the GoB has been in a difficult discussion about the commitment of engaging in the feeding at schools of more than 22 million children in a sustainable way. It is learned that WFP may continue providing advice but with high consideration for GoB autonomy.
158. The experience of this programme offers lessons for the WFP organization where there are different models of operation. In this case, the implementation through RDRS and BRAC was an efficient decision. RDRS with its long-term experience brought a strong and well-established process in the delivery of biscuits and the complementary activities. BRAC brought to the programme all the experience and know-how that was missing by WFP for the development of the outputs related to promoting quality in education.
159. The HEB supply chain offers different lessons learned:
- During the biscuit distribution the calculation of feeding days for each month needs special attention.
 - The management of the disparity between the expected student attendance and the real attendance was learned adjusting the biscuit stocks, and keeping “over storage” to overcome possible delivery delays or shortages.
 - Other good practices were managing different modalities of transportation according to the field situation applying techniques for input-output of biscuits, or adopting the “first-in, first-out” as strategy of rotation, among other practices, and the involvement of parents and the community in the observance of biscuit distribution, helping to reduce cases of robbery and misuse was also a lesson learned and documented in an RDRS report in 2016.
 - School administrators also incorporated good practices in HEB storage by keeping the boxes off the ground, separated from walls and moving the boxes to safe places during the rainy season and floods.
 - The WFP incorporated quality control, good practices on biscuit factories when taking the supply chain into consideration and included quality control double checks by sending random samples to the Science Lab of Bangladesh. These good practices were further incorporated by the NSFPPPA on Gaibandha’s schools.
160. The programme’s implementation of the complementary activities brought lessons for future programmes:
- It was learned that community involvement through SMC and/or parent-teacher associations was a key factor in monitoring teacher and student attendance, and to make sustainable some activities like the school garden. Some SMC were highly engaged in improving the quality of the education and school conditions and teaching practices. School committees also contribute to fight child labour and early marriages. Women were participant on these school committees and exercising their decision-making.
 - Trying to implement more than 20 activities in school in the Full Learning Package was learned as not efficient and not effective. It caused a dispersion of efforts, lowering coverage and intensity of the intervention. It was learned that some activities were very much

appreciated by the parents, such as the remedial classes, and by the students, such as cultural activities and competitions. Likewise, creative teaching techniques were appreciated as they motivated students to be more attentive.

- Hygiene, nutrition and dietary awareness is learned to be very successful. Mother gatherings are very much appreciated; they recognize the learning and use them at home.
- Improvements in quality in education were affected by teacher shortages, poor school infrastructure and overcrowding. Also, GEEW results may be limited by sanitation conditions at school, specifically the availability of separate toilets for girls and boys.

161. The monitoring system of the programme produced lessons learned:

- Too many outputs and outcome indicators were included in the framework.
- Some outcome indicators depend on external factors such as “dietary diversity of school-age children”. Consequently the programme cannot commit to its improvement.
- Planned targets were very high when measured against the realities of the programme. For example, a target of 50 in the literacy indicator with a baseline was 25.5, was improbable to achieve. The programme will not be able to accomplish it.
- There was not a monitoring system in place in which each school’s intervention can be tracked; as a result, final total data does not coincide between different sources (i.e. semi-annual reports, emails sent by WFP-CO).

162. The SF Programme web app database, which is currently in the pilot stages, incorporates lessons learned from the monitoring of weaknesses during the programme’s implementation, such as the inability to follow-up each school’s intervention.

3.3. Recommendations (Additional information in Annex 8)

163. Based on the findings and conclusions of this evaluation, the recommendations of the evaluation team are outlined below. The target group and timeframe for each recommendation is clearly identified.

Table 3-1 Matrix of Recommendations

Recommendation	Specifications	Implementation timing	Responsible
1. WFP interventions in Bangladesh must continue being fully coherent with the national policies and strategies	• Every WFP technical support aspect should be made by a consensual process and be shown in a work plan that aims for an increasing GoB self-sufficiency (i.e. NGO’s and factories’ procurement process). WFP technical assistance strategy should focus on the provision of evidence, benchmarks, showing likewise examples and south-south cooperation. • WFP should develop different scenarios/action-plans to address possible SF Policy GoB decisions. • WFP’s support should include specific studies and assessments (grass-root approach) that provide information about the feasibility of implementing the different modalities at the school level (i.e. school’s infrastructure/capacity to provide hot meals vs HEB). • WFP should support an effectiveness and relevance assessment of implementing the tiffin box modality and provide evidence to the GoB for a better decision making (some EQ should be: 1. How often (regularity) parents send a meal in the tiffin box to their children (boys / girls)? 2. What is the composition of the meal sent in the tiffin box (frequency of food groups included in a meal) for boys and for girls? The WFP’s Food Consumption Score could be used to assess the quality of the meal. 3. Is the tiffin box modality causing any problem regarding to socioeconomic / gender discrimination among students? If so how to address it. 4. Is this tiffin box sent as a replacement of the current school meal programme (HEB distribution) or as a complementary meal to be consumed by students who attend to more than 4 hours classes?)	2018-II & 2019-I	WFP-CO directive staff

Recommendation	Specifications	Implementation timing	Responsible
2. WFP staff needs to be prepared to address the goals established in the WFP CSP 2017-2020	•WFP staff that has been working with DPE during the last years should train other WFP staff (CO and SO) in capacity building skills. •Staff working with DPE needs to be strengthened in number so they can support DPE in the implementation of the SF policy (at least two more people: One as cross-cutting management support and one as a data analyst). • A WFP-Bangladesh “community of knowledge” can be implemented to share experiences and learnings using internal internet.	2018-II	WFP-CO directive staff
For developing the new programme in Cox District	• Construct a rigorous programme value chain (theory of change) with explicit assumptions for the new programme in Cox District. Assumptions needs to be reviewed yearly. • HEB distribution is recommended as a SF modality. HEB can be used also in emergency situations. •FLP needs to rationalize the activities to be incorporated by selecting the activities based on the evidence of their effectiveness & possible sustainability. •WFP needs to reinforce its advocacy, technical support and coordination process with the MoPME and with the ministries in charge of school infrastructure, water and sanitation facilities and teacher’s sufficiency to handle external factors affecting the programme’s implementation. •Ensure that the programme is done under a gender equality perspective: Strengthen the awareness campaigns with teachers, students, parents (SMC/PTA) and the community delivering messages of the importance of girl’s education, gender equality, and the consequences of early marriage, dowry, and early pregnancy. Strengthen SMC/PTA role in boys and girls attendance monitoring. Strengthen SMC/PTA enhancing women participation. - Existent life conditions that affect differently boys and girls, and women and men should be permanently assessed (rapid assessments) to increase the intervention’s appropriateness and adjust the actions to be implemented in order be more impactful.	2018-2020	WFP-McGovern-Dole Programme staff and WFP-CO directives
5. M&E process needs to be reviewed and strengthen	•WFP M&E must be able to track, in real time, the NGOs activities and feedback them to improve the programme efficiency and effectiveness. • The programme value chain (with clear assumptions) must include output and outcome indicators based on quality criteria, such as SMART: Specific, measurable, achievable, relevant and time-bound (avoid outcome indicators that highly depend on factors not under WFP control). The number of indicators must be rationalized. •Construct a data base with IDs given to each school (unified codification), where each activity done is registered with the date and the number of beneficiaries, disaggregated by gender (the Web App Database in pilot stage should provide this database).	2018-II	M&E staff and WFP-CO directives

Annexes

Annex 1: Terms of Reference

1 Introduction

1. This Terms of Reference (TOR) is for the Final Evaluation of United States Department of Agriculture (USDA) McGovern-Dole International Food for Education and Child Nutrition Program (McGovern-Dole) FFE-388-2014/048-00 supported school feeding activities in Bangladesh. This evaluation is commissioned by WFP's Bangladesh Country Office and will last from November 2017 to July 2018. This evaluation will cover the start of actual implementation of the McGovern-Dole funded operation from March 2015 to the point of the project end, December 2017.
2. The evaluation process within WFP will be managed by an evaluation manager (WFP - EM) currently working as an M&E Officer in WFP Bangladesh who will be the main focal point for day to day contact during the evaluation period. The WFP – EM will be supported by the M&E Unit not associated with the implementation of the School Feeding programme in the WFP Bangladesh country office. An outside firm will be contracted to carry out the actual evaluation. Appropriate safeguards to ensure the impartiality and independence of the evaluation are outlined within this TOR.
3. The evaluation will provide an evidence-based, independent assessment of performance of the operation and associated interventions so far, so that WFP-Bangladesh can inform any future project design.
4. This TOR is prepared by Bangladesh Country Office based upon an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: firstly, it provides key information to the evaluation team and helps guide them throughout the evaluation process; and secondly, it provides key information to stakeholders about the proposed evaluation.
5. The TOR will be finalized based on comments received on the draft version and go through DE QS. The evaluation shall be conducted in conformity with the TOR.

2 Reasons for the Evaluation

2.1 Rationale

6. The WFP Bangladesh Country Office is commissioning a Final Evaluation of McGovern-Dole supported WFP school feeding activities in Bangladesh to assess performance of program operations and associated interventions for the purposes of accountability and program strengthening.
7. The World Food Programme (WFP) started the Bangladesh School Feeding Programme (SFP) in 2001. In 2014 WFP Bangladesh SFP received a US\$24.5 million donation from USDA to support 137,000 children per year over the course of the three-year assistance period. The program covers students enrolled in 286 non-formal primary schools (supporting 9,143 students) in the two upazilas (sub-districts) of Gobindaganj and Saghata and in 269 non-formal primary schools (supporting 9,611 students) and 375 formal schools (101,748 students) in Sundarganj and Fulchori upazilas. The SFP started in Fulchari in January 2015 but has been ongoing in Sundarganj since 2007. Under the program, each student receives a 75gram packet of micronutrient-fortified high energy biscuits (HEB) each day he/she attends school (approximately 240 days per year).

8. At present, the program covers students enrolled in 313 non-formal primary schools (supporting 10,477 students) in the two upazilas (sub-districts) of Gobindaganj and Saghata and in 84 non-formal primary schools (supporting 4,880 students) and 378 formal schools (96,259 students) in Sundarganj and Fulchori upazilas. In addition, the most recent expansion (August 2016) of SFP is in Gaibandha Sadar upazila to support 256 non-formal primary schools and 224 formal schools with students enrolled 9,063 and 51,694 respectively.
9. As the programme is going to end in 2017, the Bangladesh country office is keen to evaluate progress and achievements to inform future programme design and lessons learned. Further, a key component of the programme is to work in partnership with stakeholders and provide capacity building to government to eventually take over the programme. Therefore, an important part of this evaluation will be to assess the partnerships with the government and other key stakeholders, such as the local communities and NGOs.
10. This Final Evaluation will also fulfil a requirement of USDA that McGovern-Dole funded projects carry out a final evaluation to critically and objectively review the achievements of implementation with an eye to generating recommendations that will inform future project design. The Final Evaluation will also be an opportunity to evaluate whether recommendations made during the mid-term evaluation were integrated into programme implementation and if so, whether these recommendations were successful in strengthening the programme.

2.2 Objectives

11. Evaluations in WFP serve the dual and mutually reinforcing objectives of accountability and learning.
12. Accountability – The evaluation will assess and report on the performance and results of school feeding activities.
13. Learning – The evaluation will determine the reasons why certain results occurred or did not occur, to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.

For USDA, the purpose of the final evaluation is to assess whether the project has achieved the expected results as outlined in the results framework. The final evaluation should assess areas of project design, implementation, management, lessons learned and replicability. It should seek to provide lessons learned and recommendations for USDA, program participants and other key stakeholders for future food assistance and capacity building programs.⁹⁷

2.3 Stakeholders and Users

14. Stakeholders: A number of stakeholders both inside and outside of WFP have an interest in the results of the evaluation and some of these will be asked to play a role in the evaluation process. The methodology for the evaluation will ensure that a range of beneficiary voices are captured through key informant interviews and focus group

⁹⁷ USDA Monitoring and Evaluation Policy, 2013

discussions (FGD) with various interest groups of both genders (parents/teachers/students/SMC Members/Govt. Counterpart-DPE).

15. Table 1.1 below provides a preliminary stakeholder analysis, which should be further developed by the evaluation team as part of the inception phase.

16. Accountability to affected populations is tied to WFP's commitments to include beneficiaries as key stakeholders in its work. As such, WFP is committed to ensuring gender equality and women's empowerment in the evaluation process, with participation and consultation in the evaluation by women, men, boys and girls from different groups.

Table 1.1 - Preliminary Stakeholder Analysis

Stakeholders	Interest in the evaluation and likely uses of evaluation report to this stakeholder
INTERNAL STAKEHOLDERS	
Country Office (CO) Bangladesh	Responsible for the country level planning and operations implementation, it has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries and partners for performance and results of its operation.
Regional Bureau (RB) for Asia and the Pacific based in Bangkok	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
WFP HQ	WFP has an interest in the lessons that emerge from evaluations, particularly as they relate to WFP strategies, policies, thematic areas, or delivery modality with wider relevance to WFP programming.
Office of Evaluation (OEV)	OEV has a stake in ensuring that independent evaluations commissioned directly by WFP country offices and regional bureaux, deliver high quality, useful and credible evaluations.
WFP Executive Board (EB)	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings may feed into annual syntheses and into corporate learning processes.
EXTERNAL STAKEHOLDERS	
Beneficiaries	As the ultimate recipients of food assistance, the school feeding beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought. In particular, information will be collected from the schools that are included in the sample, as well as from students, teachers and parents.
Government	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. The Ministry of Primary and Mass Education (MoPME) Directorate of Primary Education (DPE) will have particular interest in issues related to capacity development as the direct institutional beneficiary. Issues related to handover and sustainability will also be of interest to the MoPME as well as the Ministry of Health and Family Welfare (MoHFW), Ministry of Food, Ministry of Agriculture (MoA), and Ministry of Finance (MoF).
UN Country team (UNCT)	The UNCT's harmonized action should contribute to the realisation of the government's developmental objectives. It has, therefore, an interest in ensuring that WFP's operations are effective in contributing to the UN concerted efforts. Various agencies are also direct partners of WFP at policy and activity level.
NGOs	NGOs BRAC and RDRS have partnered with WFP Bangladesh for the implementation of school feeding activities while also engaging in other initiatives outside of WFP. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships.

Donor- USDA Food Assistance Division (FAD)	USDA has specific interest in ensuring that operational performance reflects USDA standards and accountability requirements, as well as an interest in learning to inform future project design, results framework, and critical assumptions.
Others	A wide range of actors, such as local suppliers, school administrators and local communities, are involved in the provision of school meals and are expected to benefit from some of the capacity development activities. Their perspectives will be sought as the engagement of those actors influences the effectiveness of the programme as well as its sustainability.

17. Users The primary users of this evaluation will be:

- WFP-Bangladesh and its government partner to adjust joint activities to implement School Feeding programme in Bangladesh and to inform any future project design and implementation
- Given RB's core functions, the RB is expected to use the evaluation findings to provide strategic guidance, programme support, oversight, and to extract lessons for sharing across the region.
- WFP HQ may use evaluations for wider organizational learning and accountability
- OEV may use the evaluation findings, as appropriate, to feed into evaluation syntheses.
- USDA will use evaluation findings to inform changes in project strategy, results framework, and critical assumptions.
- NGOs BRAC and RDRS have partnered with WFP Bangladesh for the implementation of school feeding activities while also engaging in other initiatives outside of WFP. These organizations could use the results of the evaluation to inform current activities as well as future project design.
- The government is expected to take over the management and monitoring of the school feeding program over time, therefore, information on whether the programme is yielding the desired results is of primary importance.
- Other COs may also benefit from the findings, which can contribute to corporate learning on implementation of capacity development interventions.

3 Context & Subject of the Evaluation

3.1 Context

18. Bangladesh is one of the most densely populated and disaster-prone countries in the world. Its population is estimated at over 160 million and it is classified as a least-developed, low-income, food-deficit country. It falls in the low human development category, ranking 142 out of 185 countries on the Human Development Index.⁹⁸ Despite significant gains in terms of macro-economic growth and human development over the past decade, Bangladesh continues to experience high levels of extreme poverty, and high rates of food insecurity and under-nutrition. Forty-one percent of children under the age of five are stunted, 16% are wasted, and 36% are underweight⁹⁹; levels that are above public emergency thresholds. It is

⁹⁸ UNDP, Human Development Report, 2015.

⁹⁹ Bangladesh Demographic and Health Survey, 2011

also highly vulnerable to natural disasters, such as flooding and cyclones, which exacerbates food insecurity status of millions of people.

19. Bangladesh also faces the human development challenge of illiteracy. The national literacy rate is 50.5% (11-45 years) and among 11-14 year olds, 19.5% are non-literate and 10.4% are only semi-literate.¹⁰⁰ In recent years, Bangladesh has made significant progress in its efforts to address illiteracy, especially with regard to increasing access to education and gender equality at the primary level, and is on track to reach the net enrolment target of Millennium Development Goal 2, universal primary education, by 2015. The positive gender parity in primary education is evident in the primary schools supported by USDA in Gaibandha district. The enrolment data of the project shows that around 89 thousand girls enrol in 1255 primary schools as opposed to 83 thousand for the boys. However, female school dropout rates soar as the girl children enter into the adolescence group, the generally-defined transition period between puberty and legal adulthood (ages 10-19),. These rates are strongly related to the prevalence of social conduct norms such as not allowing girls leave their home unaccompanied, being subject to sexual harassment (eve teasing) and physical and psychological violence (e.g. stalking). School drop-out rates are also strongly related to child marriage, a pervasive practice in Bangladesh despite existing legislation banning it. Starting from age ten, the opportunity cost of sending girls (and boys) to school increases with their age. Separate toilet facility for the girls in most schools is absent.
20. Targeted Beneficiaries and Regions: The northern district of Gaibandha is among the poorest in Bangladesh; in Gaibandha it is between 49-60%.¹⁰¹ This district is affected by high levels of food insecurity, exacerbated by frequent floods; in 2012 alone, three separate floods were experienced and the effects continue to be felt well into 2013. Education performance in Gaibandha is poor and below the national average. For example, in this district students are less likely to successfully complete fifth grade than they are elsewhere in the country.¹⁰² Also, children's achievement levels remain far below the national targets; only about half of the primary school graduates in the targeted communities achieve the minimum national curriculum competencies.¹⁰³
21. The baseline survey conducted in December 2015 by Kimetrica in the sub-districts of Sundarganj and Fulchari (during the 2014 academic year) found low student literacy skills, with only a quarter of students (26 percent) classified as fluent readers according to the oral reading fluency (ORF) benchmark of 45 words per minute. The follow up outcome survey conducted one year after the baseline survey reported only one percentage point increase over the initial value.
22. WFP's McGovern-Dole FY 2014-2016 project provides school feeding assistance in all *upazilas* (sub-districts) in Kurigram, and three of the seven *upazilas* in Gaibandha. Moreover, it will include one currently unreached *upazila* in Gaibandha, Fulchari, by 2017. On the banks of the Brahmaputra River, and comprising many *char* areas, Fulchari is highly disaster-prone and susceptible to river erosion. This has led to significant displacement and serious livelihoods impacts. This *upazila* also faces regular economic crises during the lean season. As such, it is of the utmost importance that this *upazila* also be prioritized for school feeding activities.

¹⁰⁰ Bangladesh Bureau of Statistics, Literacy Assessment Survey, 2011

¹⁰¹ WFP, Bangladesh Proportion of the Population Poor 2005.

¹⁰² DPE, Bangladesh Primary Education Annual Sector Performance Report, May 2012.

¹⁰³ DPE, Bangladesh Primary Education Annual Sector Performance Report, May 2012.

23. WFP-Bangladesh's School Feeding Programme is funded by donors, including USDA, AusAID, the Government of Spain, Unilever, and other private donors. WFP-Bangladesh also receives regular in-kind wheat contributions from GoB. The European Union, since 2009, has contributed US\$11.75 million directly to GoB to provide school feeding assistance to 230,000 children in ten *upazilas* in ten districts in southern and northern Bangladesh. The GoB strongly supports school feeding. In 2011, it established the National School Feeding Programme, thanks in part to technical support provided by WFP-Bangladesh, through its FY 2011-2013 McGovern-Dole project.

3.2 Subject of the evaluation

24. The McGovern-Dole (McGovern-Dole) funded school meals project was designed to provide school feeding assistance (micronutrient-fortified biscuits) to an average of 137,000 pre-primary and primary school children per year in four upazilas (sub-districts) of Gaibandha districts in North-West Bangladesh, and support a critical phase of the handover of school feeding to the GoB. The project will use USDA food and funding to contribute directly towards McGovern-Dole Strategic Objective 1 (Improved Literacy of School Age Children) and Strategic Objective 2 (Increased Use of Health and Dietary Practices) by:

(i) Supporting and implementing activities that promote education, literacy and health among pre-primary and primary school children at the national, regional, and local levels;

(ii) Formulating, institutionalizing, and operationalizing Bangladesh's first National School Feeding Policy;

(iii) Mainstreaming GoB's National School Feeding in Poverty Prone Areas (NSFPPA) program into GoB's five year primary education sector program (the Third Primary Education Development Program or "PEDP-III"); and

(iv) Continuing and intensifying institutional capacity support to the Ministry of Primary and Mass Education (MoPME) through WFP-Bangladesh's Capacity Support Unit (CSU) located in MoPME's Directorate of Primary Education (DPE).

25. USDA signed the McGovern-Dole commitment letter on October 1, 2014. USDA has allocated up to \$24.5 million¹⁰⁴ for donations of commodities, transportation, and financial assistance through McGovern-Dole Grant FFE-388-2014/048-00 for FY2014-2016. Project implementation started with the first tranche of commodities' arrival in March 2015, and the baseline assessment was conducted in July 2015 and the midterm evaluation was conducted in December 2016.

26. USDA has recently approved an amendment to the original grant that extends the project coverage to new areas and enhances literacy activities using underutilized resources through December 31, 2017.

4 Evaluation Approach

4.1 Scope

27. The evaluation will cover the WFP Bangladesh School Feeding USDA McGovern-Dole Grant FFE-388-2014/048-00, including all activities and processes related to its formulation, implementation, resourcing, monitoring, evaluation, and reporting relevant to answer the evaluation questions. It will focus on the operational and managerial aspects of the McGovern-Dole funded school feeding activities. This evaluation, to be commissioned by

¹⁰⁴ With the last amendment, the final funding was US\$24,501,398.2

the WFP Bangladesh Country Office, will cover the start of actual implementation of the McGovern-Dole funded operation from March 2015 to the point of the project end, December 2017.

28. The school meals programme is a longstanding WFP operation that has been implemented in Bangladesh since 2001. McGovern-Dole has been one of the primary financial inputs for implementation since 2008 for the agreed target areas. A key aspect of the evaluation will be to measure the programme's progress towards contributing to intended outcomes as well as the evidence of likely sustainability.

4.2 Evaluation Criteria and Questions

29. **Evaluation Criteria** The evaluation will use the standard evaluation criteria of Relevance, Effectiveness, Efficiency, Sustainability, and Impact.¹⁰⁵ Gender Equality and the Empowerment of women (GEEW) should be mainstreamed throughout.
30. **Evaluation Questions** Allied to the evaluation criteria, the evaluation will address the following key questions, which will be further developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons and performance of the school feeding activities, which could inform future strategic and operational decisions.

Question 1: How appropriate is the operation? Areas for analysis will include the extent to which the objectives, targeting and activities:

- Are coherent with relevant stated national policies and strategies on education, food security and nutrition, including gender.
- Seek complementarity with the interventions of relevant government and development partners.
- Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including gender), and remained so over time.
- Whether the strategies (education, food security and nutrition) and project design were appropriate to the needs of the food insecure population and community, and participation of boys and girls as applicable, and remained so over time.

Question 2: What are the results of the operation? This will entail an analysis of outputs and progress towards outcomes expressed in the results framework (in so far as these can be assessed at the mid-term point); overview of actual versus planned outputs; efficiency issues; assessment of whether assistance reached the right beneficiaries in the right quantity and quality at the right time. Particular attention will be paid to gender disaggregation and analysis.

- The level of attainment of the planned outputs (including the capacity development activities as well the number of beneficiaries served disaggregated by women, girls, men and boys) and the extent to which the intervention delivered results for men and women, boys and girls;

¹⁰⁵ For more detail see: <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm> and <http://www.alnap.org/what-we-do/evaluation/eha>

- The extent to which the outputs led to the realization of the operation objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys;
- The effect of SFP performance on key outcome indicators. The effect of school attendance, concentration and other school level variables on higher-level educational impacts such as literacy attainment
- How Gender empowerment and equality of women (GEEW) results have been achieved; The extent to which gender equality and protection issues have been adequately addressed by the programme;
- What attempts have been made to promote synergies with other education actors with regards to promoting quality education? How has the project tracked partners activities (such as those related to quality education, water and sanitation, school infrastructure etc.) critical to achieve the results?; and
- Progress towards capacity building of government stakeholders and eventual handover.

Question 3: What are the factors that affected the results positively or negatively?: the evaluation should generate insights into the main internal and external factors that caused the observed changes and affected how results were achieved. The inquiry is likely to focus, amongst others, on:

- Internally (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ as relevant); the partnership and coordination arrangements (how have these partnerships helped/hindered implementation of the Programme?); to what extent the implementation partnerships in force are relevant, sufficient and effective etc.
- Externally (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc. How has the limitation of available government funding affected the achieved results, caused the observed changes and may affect the success of the capacity development efforts in the future (post-WFP)?

Question 4: To what extent does the intervention's implementation strategy include considerations for sustainability, such as capacity building of Education Ministry/Department at central level and local level education officials, primary schools, communities and other partners? Government initiatives for institutionalization of School Feeding Programme including policy support needs to be explored.

- Are the benefits of the intervention likely to continue after the Programme is completed?
- Has the intervention made any difference to gender relations thus far and is it likely to continue once the intervention is completed?

4.3 Evaluability assessment

31. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package based on time availability. The team will notably critically assess data availability and take evaluability limitations into consideration in its choice of evaluation methods. In doing so, the team will also critically

review the evaluability of the gender aspects of the operation, identify related challenges and mitigation measures and determine whether additional indicators are required to include gender empowerment and gender equality dimensions.

32. The Final Evaluation will 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. Specifically, this will include the baseline survey, the first outcome survey, midterm evaluation, government capacity assessments, previous evaluations of WFP-Bangladesh's School Feeding Program, as well as all monitoring data. The evaluation will employ both quantitative and qualitative methods including: desk review of documents and data, semi-structured interviews and focus groups (to ensure that a cross-section of stakeholders are able to participate and a diversity of views are gathered) and observation during field visits. The selection of field visit sites will be based on objectively verifiable criteria and may include stratified sampling to ensure a representative selection.
33. The results of the final outcome survey will inform the assessment of the project impact in the Final Evaluation. The final outcome survey is planned to occur in October 2017, more than two years after the baseline assessment conducted in June 2015. The outcome survey will employ multivariate analysis to identify the relative contribution of different factors including programme interventions compare the variation in implementation between the schools within the programme, and using econometric methods assess the impact of the programme implementation. Data should be available to the evaluation team to provide systematically generated evidence on effectiveness of the school meals programme. The full list of monitoring data available for the evaluation is provided in Annex 5.
34. The evaluation team will have access to the following information for desk review: baseline and assessment reports and data, project documents, the project level results framework (which outlines the strategic objectives, selective outputs, outcomes, and targets) and logframe, and previous evaluations. In addition, the team will have access to relevant WFP strategies, policies, and normative guidance.

4.4 Methodology

35. The evaluation team will design the methodology during the inception phase. The Final Evaluation will build upon the results of the baseline and outcome studies¹⁰⁶ and the mid-term evaluation. The studies which include econometric analysis will compare the variation in implementation between the schools within the programme, and using econometric methods assess the impact of the programme implementation. Documents to be reviewed or consulted by the evaluation team will include reports/data set available on the baseline survey, mid-term outcome survey, the mid-term evaluation, the final outcome survey, the government capacity assessments, as well as all monitoring data. The evaluation will use mixed methods and triangulate information from different sources through various methods to enhance the reliability of findings. Participatory methods will be used where relevant to highlight lessons learned and case studies that are representative of the

¹⁰⁶ There are two outcomes studies of the project; mid-term and final outcome survey. Outcome survey is a large quantitative survey to collect data from 95 sample schools assisted under McGovern Dole SFP. The outcome survey collects data from the field on the agreed set of indicators to measure the progress towards achieving the results. The first outcome survey was conducted in 2016 with the purpose of measuring the program outcome at the midline stage of the program. The findings was fed into the Mid-Term Evaluation performed by Mokoro. The final outcome survey will be conducted following the same approach to feed into the final evaluation.

interventions will be prepared. The Final Evaluation will also give priority to the views of students and their families (beneficiaries) through various qualitative data collection methods. Overall, the final evaluation methodology should consider the following:

- Adopt a program theory approach based on the results framework as agreed with USDA. The evaluation team will review the Project Level Results Framework to understand and clarify the theory of change of the project for the Final Evaluation. The process will require assessment of progress towards achieving the agreed results and corresponding set of indicators in view of the findings of the first and final outcome survey, government capacity assessments as well as all monitoring data. The final outcome survey findings will provide the evidence based on performance and specific outcomes/impacts of the project through regression analysis in order to understand the relationship between SFP performance, school attendance and concentration and higher-level impacts. The evaluation will verify the findings of quantitative analysis to examine the effectiveness of the project in view of the theory of change.
- In order to generate evidence based for the evaluation the outcome survey employed quantitative data collection that included: school questionnaires to collect school-level information through interviews with the head teacher, direct observation of the school facilities, and school records data; student questionnaires of selected pupils in each sampled school; household questionnaires for parents of the pupils; early Grade Reading Assessment (EGRA) administered to selected students from the third grade from each school; a teacher questionnaire to selected teachers and their teaching techniques observed; a storekeeper questionnaire administered to the person responsible for the storage of SFP food in each school as well as direct observation of the storeroom.
- Draw on the existing body of documented data, and triangulate this with information to be collected in the field using the quantitative methodology as well as appropriate qualitative information; the adequacy of available CO monitoring data to inform the evaluation needs to be reviewed and the methodology adjusted depending on the findings.
- Include: a desk review, semi-structured interviews and focus groups (to ensure that a cross-section of stakeholders is able to participate so that a diversity of views is gathered) and observation during field visits. The selection of field visit sites will be based on objectively verifiable criteria. Field work should take approximately three weeks, however, the service provider is invited to indicate if there are circumstances that would dictate less or more time required. The evaluation team during the inception phase will detail out the specific subject of queries under the key evaluation questions. Exact timing of the field visits will be negotiated with the country office to ensure that there is no overlap with regular country office missions. As some of the field locations are quite remote, team members may be required to hike to field locations;
- Apply an evaluation matrix geared towards addressing the key evaluation questions taking into account the data availability challenges, the budget and timing constraints;
- Consider whether the mode of implementation will generate a sufficient understanding of how the programme is addressing the needs of boys and girls.

Impartiality and Independence: Measures are in place to ensure impartiality and independence during the Final Evaluation. An external service provider will be hired to conduct the evaluation; WFP has appointed a dedicated evaluation manager to manage the evaluation process internally; an internal WFP evaluation committee, led by staff not

directly implementing the programme at the country office level, to manage and make decisions on the evaluation; an Evaluation Reference Group (ERG) (including WFP and external stakeholders) will be set up to steer the evaluation process and further strengthen the independence of the evaluation. All feedback generated by these groups will be shared with the service provider. The service provider will be required to critically review the submissions and provide feedback on actions taken/or not taken as well as the associated rationale.

Risks: A risk to the evaluation includes a potential difference in the methodological approach used by the service provider between the baseline and Final Evaluation. To mitigate this risk, a service provider will be chosen from among a well recommended set of evaluation firms that regularly provide services to WFP. Additionally, the inception report will be carefully reviewed and discussed by WFP and stakeholders to ensure methodology and approach are sound.

4.5 Quality Assurance

36. WFP's Decentralized Evaluation Quality Assurance System (DEQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for quality assurance, templates for evaluation products and checklists for the review thereof. It is based on the UNEG norms and standards and good practice of the international evaluation community (DAC and ALNAP) and aims to ensure that the evaluation process and products conform to best practice and meet WFP's quality standards. DEQAS does not interfere with the views and independence of the evaluation team.
37. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on disclosure of information. *Refer to WFP Directive (#CP2010/001) on Information Disclosure.*
38. DEQAS should be systematically applied to this evaluation and the evaluation manager will be responsible to ensure that the evaluation progresses in line with its process steps and to conduct a rigorous quality control of the evaluation products ahead of their submission to WFP.
39. The CO will designate an Evaluation Manager who has no involvement in the daily implementation of the school meals programme. An internal evaluation committee (IEC) will be chaired by the Country Director or his/her deputy. The IEC will ensure due process in evaluation management, providing advice the evaluation focal point and clearing evaluation products submitted to the Chair for approval.
40. The CO will further establish an evaluation reference group of WFP and external stakeholders to review the TOR, inception package, and final report to ensure appropriate safeguards for independence and impartiality.
41. WFP's OEV has developed a quality assurance checklist for its independent evaluations. This includes checklists for feedback on quality for each of the evaluation products. These checklists will be applied to ensure the quality of the evaluation process and outputs. In addition, a post-hoc quality assessment of the final decentralised evaluation report will be conducted by OEV.
42. Concerning the quality of data and information, the evaluation team should systematically check accuracy, consistency and validity of collected data and information and acknowledge any limitations/caveats in drawing conclusions using the data.

5 Phases and Deliverables

43. The evaluation will proceed through the following phases. The evaluation schedule in Table 1.2 provides the proposed timeline for each phase over the full timeframe. A summary of the deliverables and deadlines for each phase are as follows:
44. Preparation phase (November - December 2017): The Evaluation Manager in CO will conduct background research and consultation to frame the evaluation; prepare the TOR; select the evaluation company for the management and conduct of the evaluation. According to the USDA McGovern-Dole programme requirements, draft evaluation ToRs for the Final Evaluations must be ready for WFP to transmit to the USDA Food Assistance Division (FAD) for inputs and comments three months prior to the start of an evaluation.
45. Inception phase (January 2018 – February 2018): This phase aims to prepare the evaluation team for the evaluation phase by ensuring that it has a good grasp of the expectations for the evaluation and a clear plan for conducting it. The inception phase will include a desk review of secondary data, finalisation of evaluation methodology and tools and initial interaction with the main stakeholders. The quality assured inception reports must be submitted to the WFP Country Office for approval no later than *two weeks before* the evaluation begins.
- Deliverable: Inception Report. The Inception Reports will describe the country context, provide an operational factsheet and a map, and provide a stakeholder analysis. The Inception Reports will also describe the evaluation methodologies and the approach taken by the team to cultivate ownership and organize debrief sessions and quality assurance systems developed for the evaluation. The Inception Reports will include use of Evaluation Plan Matrices, and they will outline how the evaluation teams will collect and analyse data to answer all evaluation questions. Finally, they must include an evaluation activity plan and time line. The evaluation designs and proposed methodologies specified in the Inception Reports must reflect the evaluation plans, budgets and operational environments, and the extent to which methods lead to collection of reliable data and analysis that provide a basis for reaching valid and reliable judgments. For more details, refer to the [content guide for the inception package](#).
46. Evaluation phase (March 2018): The fieldwork will span two weeks and will include visits to project sites and primary (to the extent needed) and secondary data collection from local stakeholders. Accessibility to remote areas should be considered when determining visiting sites and travel logistics. A debriefing session will be held upon completion of the fieldwork.
- Deliverable: Exit debriefing presentation. An exit debriefing presentation of preliminary findings and conclusions (power point presentation) will be prepared to support the de- briefings.
47. Reporting phase (March – June 2018): The evaluation team will analyse the data collected during the desk review and the field work, conduct additional consultations with stakeholders, as required, and draft the evaluation report. It will be submitted to the evaluation manager for quality assurance. Stakeholders will be invited to provide comments, which will be recorded in a matrix by the evaluation manager and provided to the evaluation team for their consideration before report finalisation. According to the USDA McGovern-Dole Programme requirements, the Final Evaluation reports must be finalized for WFP to transmit to the USDA FAD *within 60 days* following the evaluation fieldwork and *no more than 15 days* after the report has been completed. Quality assured

Final Evaluation reports must be submitted to WFP COs for final comments and pre-approval *one month before* the USDA deadline.

- **Deliverable: Evaluation report.** The Final Evaluation report will outline the evaluation purpose, scope and rationale, and the methodologies applied including the limitations that these may come with. The report must reflect the TOR and Inception Report and outline evaluation questions and the evaluation teams' answers to these alongside other findings and conclusions that the teams may have obtained. The reports will also outline interim lessons learned, recommendations and proposed follow-up actions. The evaluation report should be no longer than 25 pages, excluding annexes.

48. **Follow-up and dissemination phase (June - July 2018):** The final evaluation report will be shared with the relevant stakeholders. A meeting on Final Evaluation findings and recommendations will include USDA FAD programme staff and WFP CO staff. The USDA FAD and CO management will respond to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines for taking those actions. According to USDA McGovern-Dole program requirements, the meeting should be held within 30 days of USDA receipt of the Final Evaluation report. **Deliverable: Evaluation summary with power-point presentation. A final briefing to WFP RB and COs will be required** during which the service provider will present a summary of the evaluation findings. Comparisons and contrasts and lessons learned should be highlighted.

49. The evaluation report will also be subject to external post-hoc quality review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards. The final evaluation report will be published on the WFP public website. Findings will be disseminated and lessons will be incorporated into other relevant lesson sharing systems.

50. **Notes on the deliverables:** The inception package and evaluation reports shall be written in English and follow the EQAS templates. The evaluation team is expected to produce written work that is of very high standard, evidence-based, and free of errors. The evaluation company is ultimately responsible for the timeliness and quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.

51. Key dates for field mission and deliverables are provided in Table 1.2.

Table 1.2. Key dates for field mission and deliverables (indicative only - exact dates to be finalized with selected service provider)

Entity responsible	Phase	Activities	Key Dates
ET	Preparation	Prepare budget proposals	10 October 2017
EM/WFP	Preparation	Selection of service provider	31 December 2017
EM/WFP	Preparation	Signing of contract	05 January 2018
EM/ET	Inception	Draft Inception Report	10 February 2018
CO	Quality assurance of draft inception report	Submit draft inception report for external quality assessment as per WFP DEQAS	15 February 2018
ET	Inception	Incorporate comments of peer	25 February 2018

Entity responsible	Phase	Activities	Key Dates
		reviewers	
CO	Comment on inception report	Stakeholders review and comment on final inception report draft	28 February 2018
EM/ET	Finalize inception report	Final Inception Package	2 March 2018
CO/ET	Evaluation	Evaluation field mission	05 March 2018
ET	Evaluation	Exit Debriefing Presentation	By 18 March 2018
EM/ET	Reporting	Draft Evaluation Report	08 May 2018
CO	Quality assurance of final evaluation report	Submit final draft evaluation report for external quality assessment as per WFP DEQAS	10 May 2018
EM/ET	Finalize evaluation report	Incorporate peer review recommendations and produce final draft of evaluation report for stakeholder review	20 May 2018
CO	Finalize evaluation report	Stakeholders review and comment on final report draft	05 June 2018
EM/ET	Reporting	Final Evaluation Report	15 June 2018
CO	Dissemination	Dissemination of report to key stakeholders	25 June 2018
CO/RBB	Follow-up	Management Response	30 June 2018 at the very latest
USDA	Follow-up	USDA Review of Final Evaluation	30 days following receipt of Final Evaluation (due to be sent on 15 July 2018)

6 Organization of the Evaluation

6.1 Evaluation Conduct

52. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with the WFP evaluation manager. The team will be hired following agreement with WFP on its composition.
53. The independent evaluation firm will conduct and report on the evaluation according to WFP standards:
- Evaluators must have personal and professional integrity.
 - Evaluators must respect the right of institutions and individuals to provide information in confidence and ensure that sensitive data cannot be traced to its source. Evaluators must take care that those involved in evaluations have a chance to examine the statements attributed to them.
 - Evaluators must be sensitive to beliefs, manners and customs of the social and cultural environments in which they work.
 - In light of the United Nations Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender inequality.
 - Evaluations sometimes uncover evidence of wrongdoing. Such cases must be reported discreetly to the appropriate investigative body. Also, the evaluators are not expected to

evaluate the personal performance of individuals and must balance an evaluation of management functions with due consideration for this principle.

54. To ensure the independence of the studies and the evaluations the role of Evaluation Manager is distinguished from the role of the independent evaluation team. As a result, the Evaluation Manager cannot take the role of a Study and Evaluation Team member. The main functions and tasks expected from the Evaluation Manager, the independent Study and Evaluation Teams, the WFP COs, the OMB and the USDA FAD are described below.

6.2 Team composition and competencies

55. The evaluation team will conduct the evaluation under the direction of the Evaluation Manager. The team will be hired by the company following agreement with OEV on its composition.
56. The evaluation team will comprise of a team leader and other team members as necessary to ensure a complementary mix of expertise in the technical areas covered by the evaluation. All will be independent consultants and may be national or a mix of international and national consultants. The team leader will have strong evaluation skills and experience as well as leadership skills. At least one team member should be familiar with WFP's FFE work and with the USDA monitoring and evaluation (M&E) policy. The team will be selected during a competitive bidding process in line with WFP's regulations.
57. The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas:
- Institutional capacity development (with a focus on handover process, cost-efficiency analysis, supply chain management, logistics)
 - School feeding, quality education system at primary school level, nutrition and food security
 - Knowledge management
 - Gender and protection expertise / good knowledge of gender issues within the country/regional context as well as understanding of UN system-wide and WFP commitments on gender.
 - All team members should have strong analytical and communication skills, evaluation experience, and expertise or experience in the country or region.
 - All team members should have strong skills in oral and written English. In addition, given the remoteness of some field sites and their limited accessibility, all team members should be in good physical condition.
58. The Team leader will have technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools and demonstrated experience in leading similar evaluations. She/he will also have leadership and communication skills, including a track record of excellent English writing and presentation skills.
59. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception report, exit debriefing presentation and evaluation report in line with EQAS; .

60. The team members will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments. At least one member of the evaluation team should have gender expertise.
61. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s).

6.3 Security Considerations

62. Security clearance where required is to be obtained from the Bangladesh duty station.
 - As an ‘independent supplier’ of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel. Consultants hired independently are covered by the UN Department of Safety & Security (UNDSS) system for UN personnel, which cover WFP staff and consultants contracted directly by WFP.
63. However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:
 - The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
 - The team members observe applicable UN security rules and regulations – e.g. curfews etc.

7 Roles and Responsibilities of Stakeholders

7.1 The Bangladesh Country Office:

The Bangladesh Country Office management will be responsible for:

- Managing selection of independent evaluation firm, and contract agreement for these services.
- WFP CO will appoint a McGovern-Dole Evaluation Manager, who will review main quality assured deliverables and share these with CO management and programme staff, as appropriate, to solicit comments and inputs and to consolidate and return these to the Evaluation Team. The Evaluation Manager will facilitate CO to ensure timely provision of comments and inputs on all deliverables. Teleconferences, briefings and debriefings relating to all deliverables.
- An internal evaluation committee chaired by the Country Director(CD)/Deputy Country Director(DCD) will approve Terms of Reference, budget, evaluation team, inception and evaluation reports, which helps to maintain distance from influence by programme implementers.
- A wider Evaluation Reference Group chaired by the CD/DCD with representation from different stakeholder groups will be involved in review of draft ToR and inception and evaluation reports— safeguarding against undue influence and bias in reporting.

- Acting as Key Informants and providing documentation on school meals programmes for baseline and outcome studies, and evaluations. The Evaluation Manager and other staff, as required, will be available to act as Key Informants and provide the documentation and data sets required for production of the evaluation. The WFP Evaluation Manager will facilitate site visits and meetings for the evaluation mission.
- Organising security briefings for the evaluation team and provide any materials as required
- Endorsing all deliverables (draft and final) before submitting these to the USDA FAD through the WFP Washington Office. The WFP COs will pre-endorse all deliverables before transmitting these for final approval or comments to the USDA FAD through the WFP Washington Office.
- Providing management response to evaluation findings and recommendations for follow-up action and participate in debriefings and teleconferences to discuss study and evaluation findings.

64. The WFP Washington Office will be responsible for:

- Managing all communication with the USDA FAD relating to Performance Management including USDA FAD provision of comments on deliverables and organization of FAD participation in stakeholder discussions of evaluation findings and project-level follow-up;

65. The Regional Bureau for Asia and the Pacific (RB). The RB management will be responsible for:

- Complying with the evaluations policy's provisions and safeguards of impartiality at all stages of evaluation process: planning, design, team selection, methodological rigor, data gathering, analysis, findings, conclusions and recommendations.
- Assigning a Focal Point to support the evaluation.
- Providing technical oversight to the country office, and participate in all debriefings and teleconferences.
- Providing comments on the TOR, inception report and the evaluation report at the request of the Country Office.
- Coordinating the management response to the evaluation and track the implementation of the recommendations.

66. USDA Food Assistance Division (FAD) will be responsible for:

- Providing inputs and comment on final evaluation draft TOR
- Participating in discussions of findings and recommendations that suggest changes in the project strategy, results frameworks and critical assumptions.

67. Headquarters Some HQ divisions might, as relevant, be asked to discuss WFP strategies, policies or systems in their area of responsibility and to comment on the evaluation TOR and report.

68. The Office of Evaluation (OEV). OEV will provide technical oversight as required to ensure quality assurance standards are maintained.

8 Communication and budget

8.1 Communication

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

- The Evaluation Manager will submit all final deliverables to the ERG for advice and comments, and to the IEC in draft. The ERG will submit their comments and advice to the IEC. The IEC will review the advice and the draft report, making any comments, before approving the product. Upon approval of deliverables by the IEC, the WFP CO will forward the deliverables to WFP's Washington Office with the Bangkok Regional Bureau in copy. WFP's Washington Office will transmit deliverables to the USDA FAD. All communication with USDA will be transmitted via WFP's Washington Office including invitations to the FAD programme staff to participate in teleconferences to discuss CO management responses to evaluation findings and recommendations.
- The service provider will deliver an evaluation report. USDA comments on final draft report as part of the evaluation reference group will be taken into consideration by the evaluation team in addition to comments from all external stakeholders in the evaluation reference group. The evaluation team will produce an excel file indicating all comments received and how these were addressed. Exit debriefings will follow all field visits. A final presentation on the overall findings will be delivered to the CO.

8.2 Budget

70. Funding Source: The evaluation will be funded by the WFP Bangladesh Country Office using the M&E budget allocation in the McGovern-Dole grant funds.

71. Budget: The service provider will outline their budget in a financial proposal to WFP as part of their response to the Request for Proposal (RfP). For the purpose of this evaluation the company will:

- Include budget for domestic travel and for all relevant in-country data collection
- Hire and supervise any and all technical and administrative assistance required (including in-country)
- Follow the agreed rates for decentralized evaluations as provided for in your Long Term Agreement (LTA) with WFP.
- Not exceed a budget of USD 150,000 – this should include any foreseen primary data collection and analysis.

Annex 2. Evaluation subject

72. The following table presents a summary of the WFP-McGovern-Dole SF Programme objectives, outcomes and activities.

Table 2.1. McGovern-Dole-WFP SFP Objectives, outcomes and activities

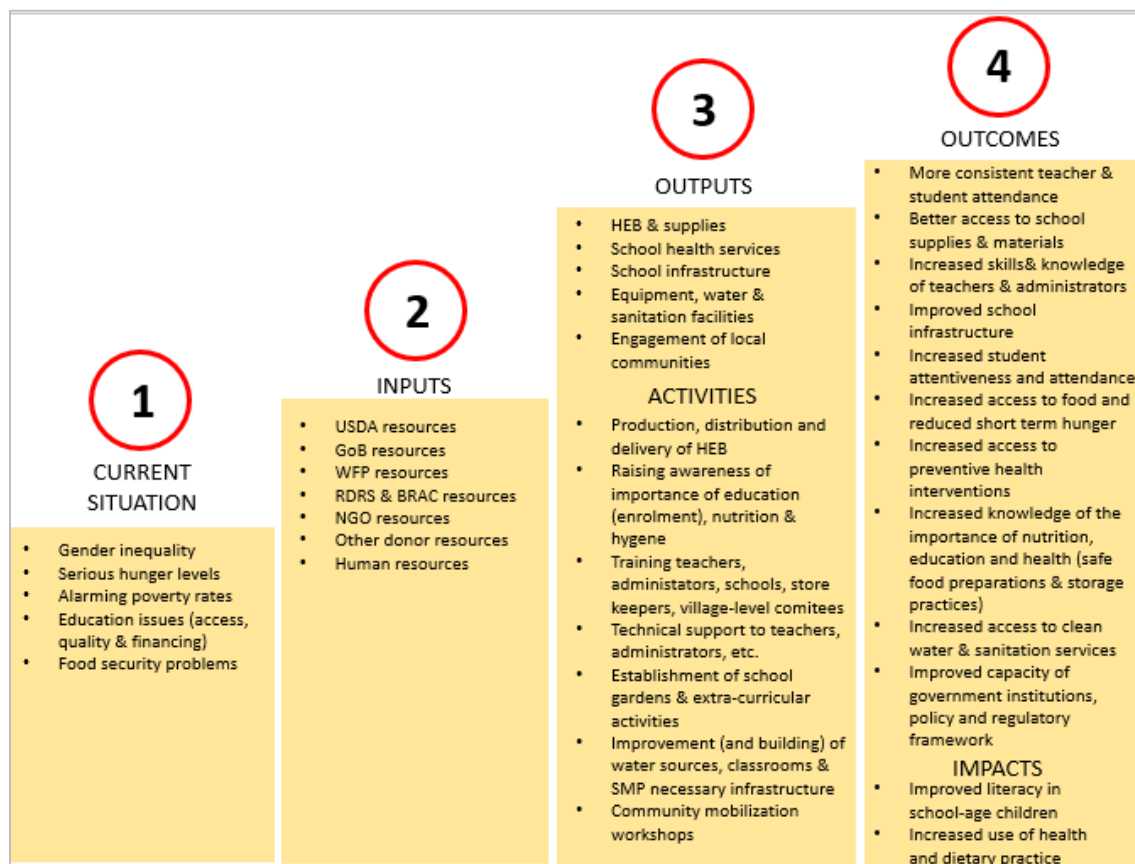
OBJECTIVES, OUTCOMES AND ACTIVITIES			
	Strategic Objectives	Operation specific objectives and outcomes	Activities
Cross-cutting Results		Gender: Gender equality and empowerment improved	
		Partnerships: Food assistance interventions coordinated and relevant partnerships developed and maintained	
	WFP Strategic Objectives	Operation specific objectives and outcomes	Activities
Strategic Objective 4: Reduce under nutrition and break the intergeneration cycle of hunger		Objective: Work with Government to maintain access to gender parity in primary education.	
		Outcome SO4.1: Increase equitable access to and utilization of education	-Provision of onsite school meals -Sensitization on sanitation, hygiene and nutrition -Training on food storage warehouse and stock management
		Objective: Strengthen the capacity of the Ministry of Education to run a nationwide school feeding programme	
		Outcome SO4.2: Ownership and capacity strengthened to reduce under nutrition and increase access to education at regional, national and community levels	Three pillars of the Capacity Development component include: -Joint policy analysis and priority setting; -Supply chain management; -Programme management, oversight and monitoring
McGovern-Dole Strategic Objectives		Operation specific objectives and outcomes	Activities
McGovern-Dole Strategic Objective 1: Improved Literacy of School-Age Children		McGovern-Dole 1.1 Improving Quality of Literacy Instruction	- Promote teacher attendance - Training for teachers and school administrators - Providing school supplies and literacy instruction materials
		McGovern-Dole 1.2 Improving Attentiveness by reducing short-term hunger (McGovern-Dole 1.2.1) and increase access to nutritious food (McGovern-Dole 1.2.1.1, 1.3.1.1)	- Provide micronutrient-fortified biscuits in the first hour of school - Provide school meals - School gardens
		McGovern-Dole 1.3 Improving Student Attendance	- Economic incentives through school meals and complementary GoB stipend program - Events to raise community awareness on benefits of education - Repair of school infrastructure
McGovern-Dole Strategic Objective 2: Increased Use of Health and Dietary Practices		McGovern-Dole 2.1 – 2.3 Improved Knowledge of Health and Hygiene Practices, Safe Food Prep and Storage Practices, Nutrition	- Deliver health and hygiene awareness education - Provide training on safe food prep and storage practices to biscuit producers - Deliver nutrition training as part of “essential learning package”
		McGovern-Dole 2.4-2.6	- Provide and maintain clean water and

OBJECTIVES, OUTCOMES AND ACTIVITIES			
	Strategic Objectives	Operation specific objectives and outcomes	Activities
		Increased Access to Clean Water and Sanitation Services, Preventative Health Services, and Requisite Food Prep and Storage Tools and Equipment	sanitation facilities - Complementary GoB deworming campaign - Training on safe food prep and storage practices to factories and warehouses

Source: ToR

73. The ET understanding of the Theory of Change is summarized in the following figure.

Figure 2.1. Theory of Change-Stairway to Success



Source: ToR (WFP, 2016) & Mid Term Evaluation (WFP-Mokoro, 2017)

74. Figures 2.2, 2.3 and 2.4 present the programme's framework from the Theory of Change (WFP, 2016).

Figure 2.2. McGovern-Dole-WFP SFP Results Framework

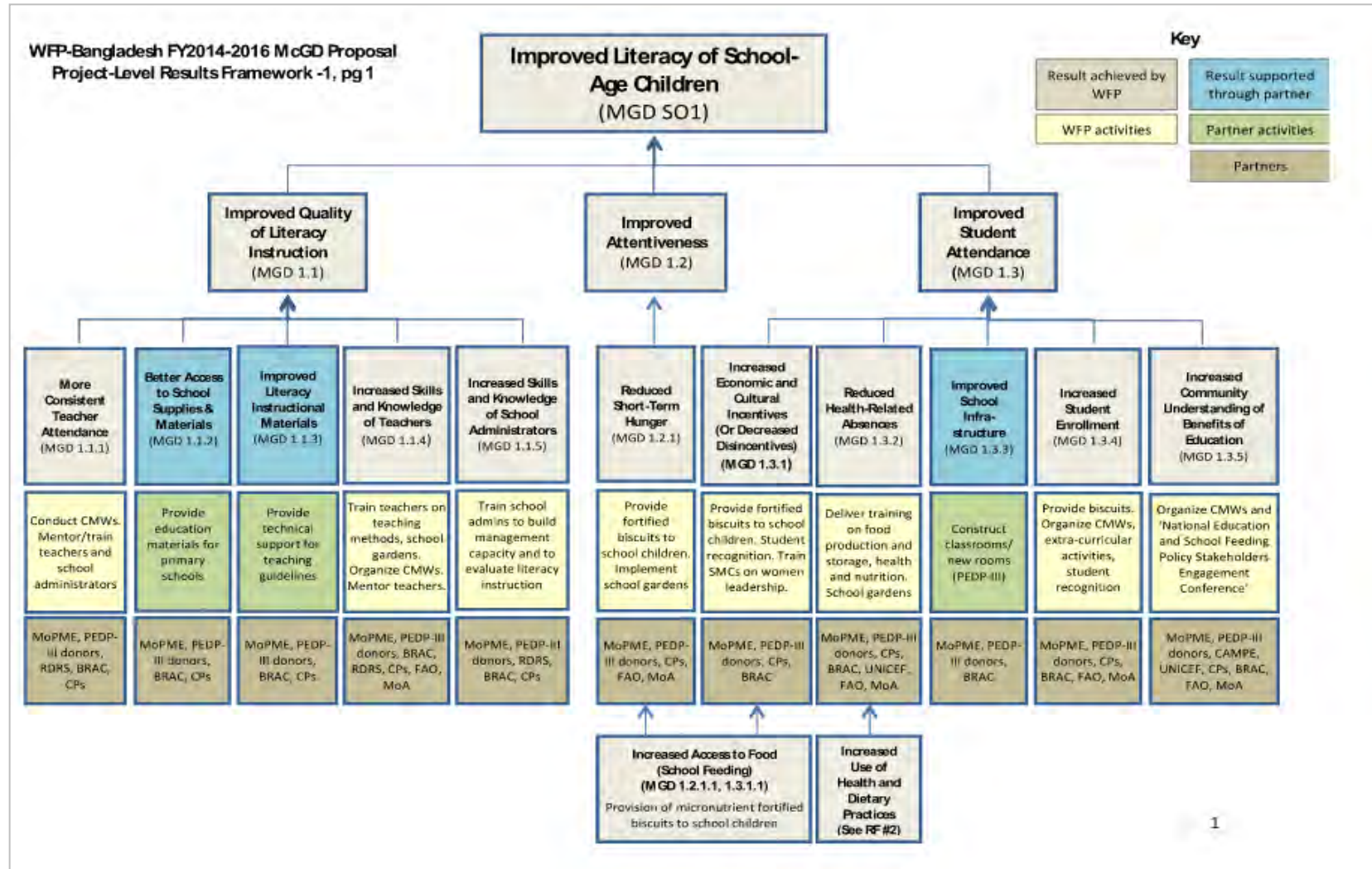


Figure 2.3. McGovern-Dole-WFP SFP Results Framework

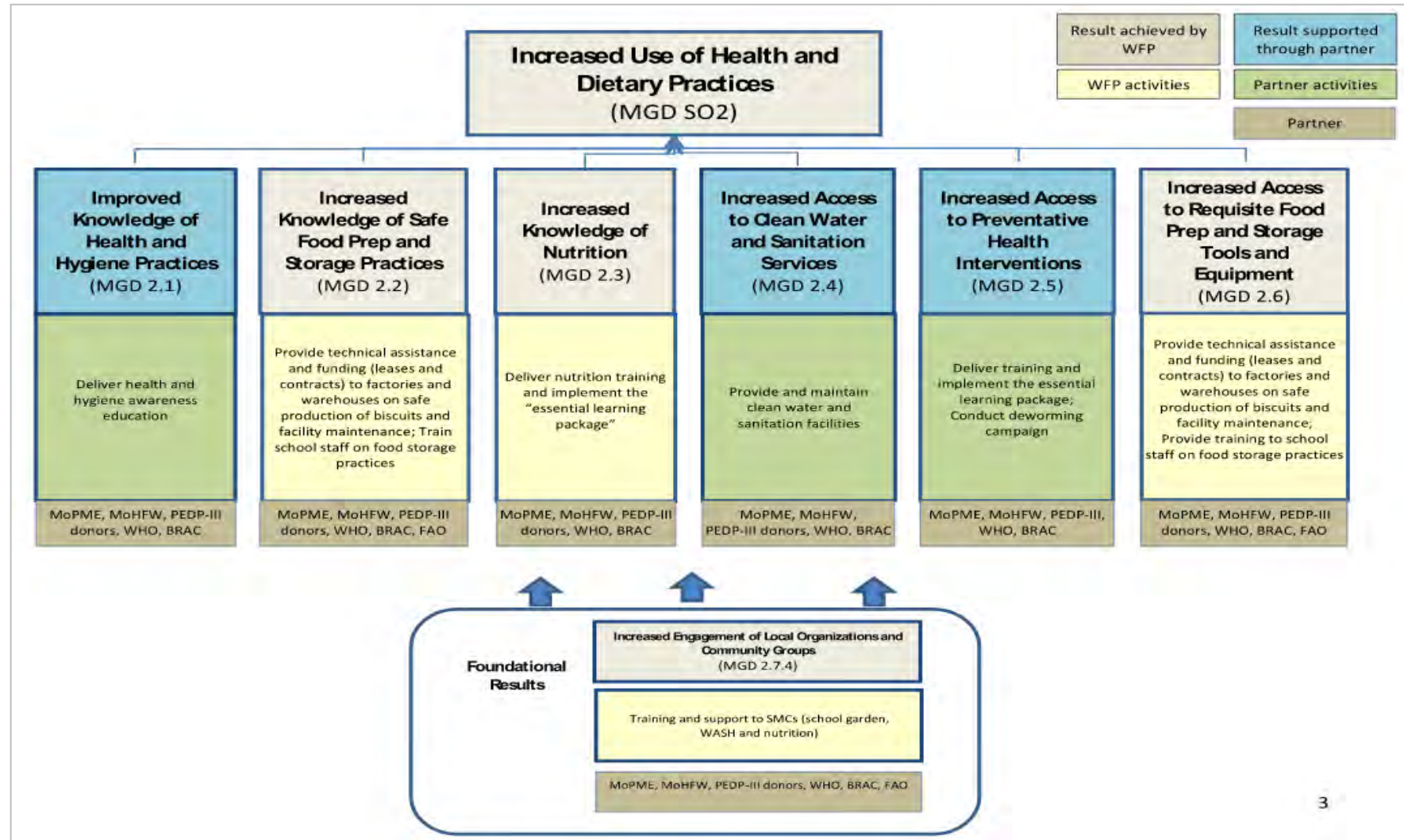
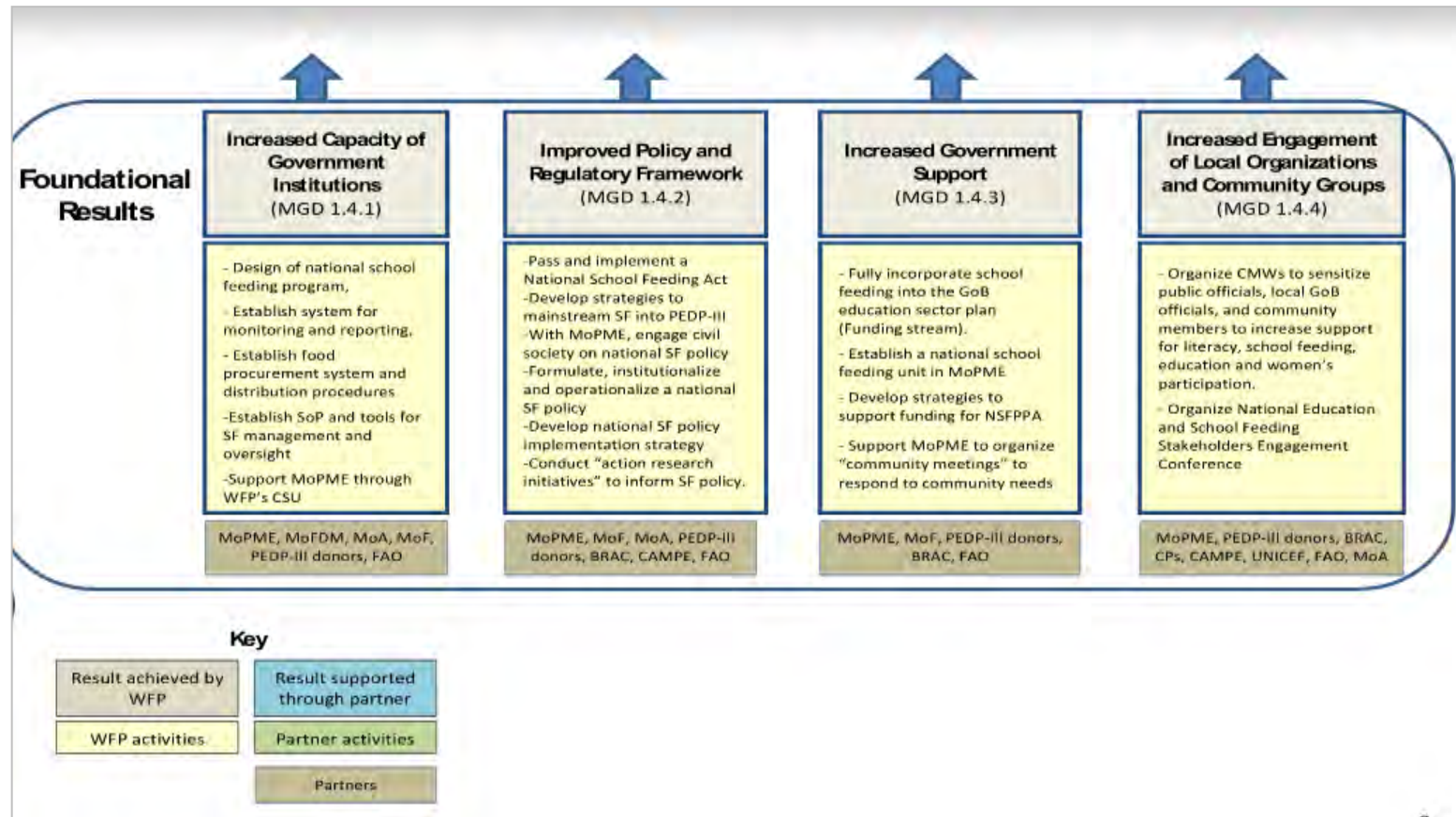
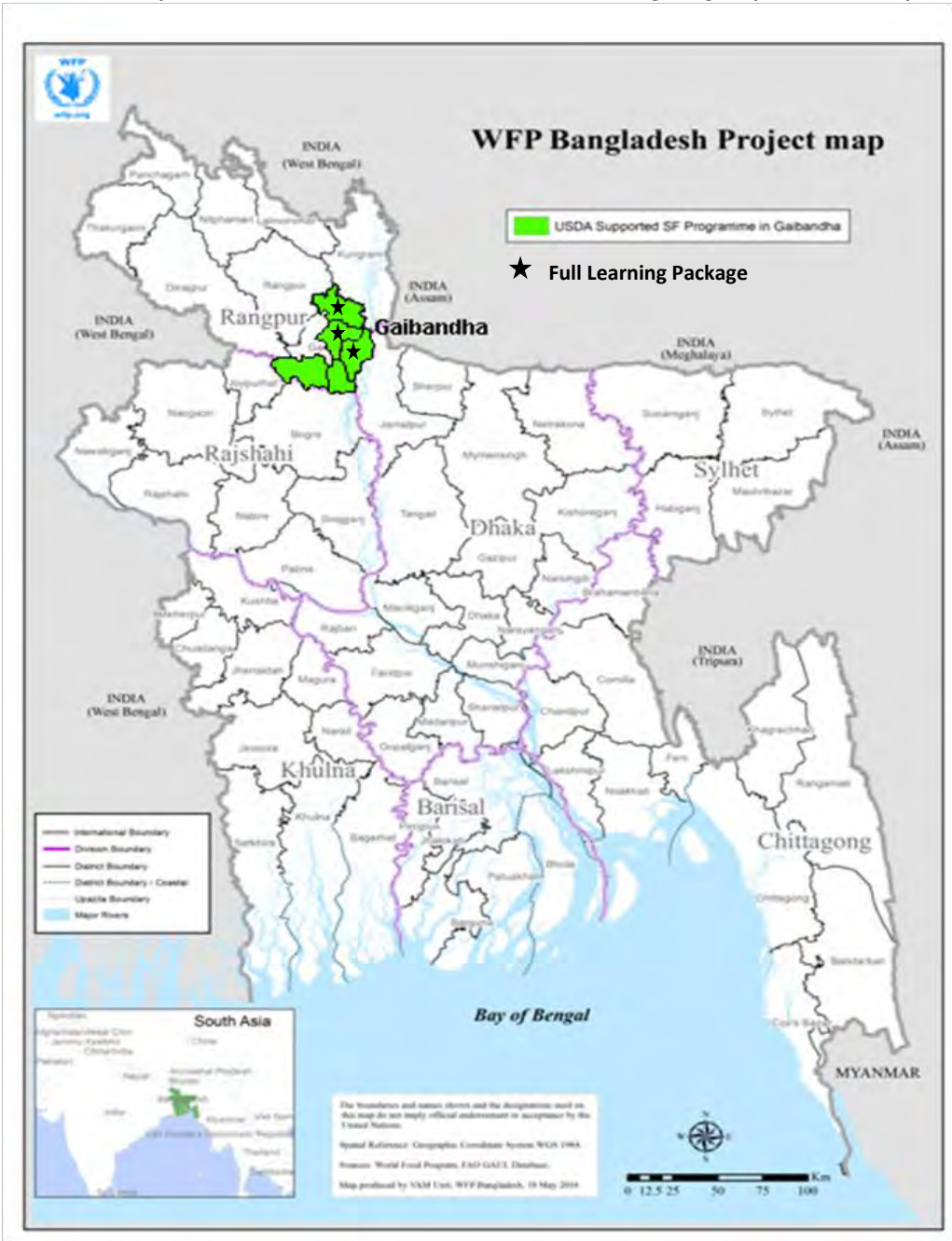


Figure 2.4. McGovern-Dole-WFP SFP Results Framework



75. As can be seen in the following map, the McGovern-Dole-WFP SFP took place in 5 of the 7 upazilas of the Gaibandha District (green). In three of them (Fulchari, Gaibandha Sadar and Sundarganj) the Full Learning Package was applied.

Map 2.1. McGovern-Dole-WFP SFP geographical scope



Source: Econometria, based on ToR

76. A summary of the previous evaluations 2004-2015 is presented in the following table.

Table 2.2. Summary of previous evaluations (2004-2015)

DATE	Subject	Ref	Relevant findings
2004	IFPRI evaluation of the SFP in Bangladesh	Ahmed, 2004	1. According to the impact evaluation, the SFP has raised school enrolment by 14.2 percent, reduced the probability of dropping out of school by 7.5 percent, and increased school attendance by about 1.3 days a month. The BMI of participating children increased. 2. SFP improves children's diets. Calories consumed from SFP biscuits are almost entirely (97 percent) additional to the child's normal diet. The child's family does not give him or her less food at home for eating the SFP biscuits at school. 3. Mothers note that children's interests in attending school and concentration on studies have increased; their incidence of illness has declined
2009	Bangladesh Country Programme evaluation (SF component)	WFP, 2009c, Mokoro 2011c	1. The average increase in enrolment of WFP assisted-schools was 3.8% at primary level and 31.1% at pre-primary level in 2008; there was also an increase in school attendance. 2. Teachers observed a positive change in pupil's attentiveness and cognitive and learning abilities. 3. The Food for Education (FFE) does not directly meet the country programme goal, but it is relevant for improving school enrolment, dropout rates and learning capacity. 4. FFE has shown to be effective to promote girl's enrolment and the participation of women in school management committees.
2011	Evaluation of the WFP's School Feeding Policy	Mokoro, 2011a	1. Attendance may be necessary for learning to take place, but it is never sufficient. 2. SF may exacerbate overcrowding and strain inadequate facilities 3. Impact evaluations find it difficult to demonstrate positive impacts on concentration and cognitive performance. 4. There is strong evidence that SF can enhance the nutritional status of children, it has spillover effects on other members of the beneficiary's household, and may have a positive influence on the life-cycle of adolescent girls. 5. Regarding Home Grown School-Feeding, the Policy tends to oversimplify the mechanisms through which school feeding may be able to contribute to local economic development
2011	School Feeding in Bangladesh (2001-2009): A Mixed Method Impact Evaluation (Downen et al, 2011)	Downen et al. 2011	1. Overall attendance rates in programme schools are higher than control schools. 2. The grade attrition rate is particularly marked in Class 4 and Class 5 (treatment and control), indicating a major educational challenge. 3. SF is a strong incentive to keep children in school, especially in the most vulnerable households. 4. Transition and success to/in secondary school is strongly influenced by the educational level of the household head and the vulnerability status. 5. The diet of school-age children are deficient in energy, vitamins and iron. Biscuits contributed substantially in improving nutrition. 6. The biscuits reduced the daily food bill by 4.4% for the most vulnerable households. 7. There is no consistent pattern of the effect on overall performance in programme schools relative to control schools. 8. Children drop out because they are needed to contribute to the precarious household economy. As the child grows and becomes a more important economic asset to the household, diminishing the value of the biscuit.

DATE	Subject	Ref	Relevant findings
2015	Baseline survey report for the McGovern-Dole-funded SFP – 2015 (Kimetrica, 2015)	(Kimetrica, 2015)	Objective: collect baseline data on all of the approved key performance indicators, to serve as a benchmark for subsequent assessment of SFP performance. - Results in quality of information: - School record-keeping is poor (attendance - of both students and teachers, biscuit distribution) - Discrepancies in distribution and consumption of biscuits. - Some recommendations: - The final target of 80 percent of students with fluency and comprehension by 2017, is highly ambitious and is unlikely to be achievable with the existing project activities and resources. Additionally, WFP and de MoPME should look for strategic partners aiming at improving literacy. - Increased use of health and dietary practices, measured as Average Dietary Diversity Score (DDS) of school aged children. This indicator was updated during the design stage and, as such, does not have a target defined. A target should be defined (taking into account that DDS is very low). - Invest in school infrastructure: Both toilets and classrooms in the sampled schools are not sufficient when compared to the national guidelines. Very few schools have separate toilets for boys and girls. - Verify/triangulate consumption data: Many students reported that they do not regularly consume the biscuits because they are not hungry or they give them to someone else. This suggests that consuming the biscuits is not a priority for many students. - Ensure proper record keeping at the school level.
2015	Bangladesh Country Programme 200243 – Mid-Term Evaluation	(Downen et al, 2015)	- At mid-term, the CP reached beneficiary targets at an annual attainment rate ranging from 87-98 percent. - SF beneficiary targets were largely met or exceeded, though the number of feeding days was affected by delays in biscuit production and political crises. - The targeted supplemental feeding programme (TSFP) showed significant reductions in wasting among children 6-23 months as compared to the control group. - Attendance rates for WFP-assisted schools are high, but slightly below control and government assisted schools, which can be attributed to the fact that they are in the poorest and most remote areas of the country, and more accurate monitoring data. - Factors affecting results: lack of synergy between components. - The CP was relevant at the time of design but in a rapidly changing context, donor priorities shifted from traditional CP designs, and resource levels declined. - WFP relevance in Bangladesh would in part depend upon its ability to test innovative approaches, to provide support to policy decisions and to build government capacity to implement existing programmes more efficiently. - WFP is trusted by the Government and other stakeholders, who feel that it is transparent in its communications. - The pilots, research and capacity building WFP undertakes are helping government to improve how resources are channeled to the poor. - Many of WFP's contributions are sustainable as they are part of or closely connected to the Government's own programmes, and some are financially supported in part by government. - WFP's capacity building with ministries supports sustainability by strengthening national and local capacity to manage development programmes.
2015	Workshop report on 'School Feeding & its Achievements' – 15 October 2015	(WFP & DPE, 2015)	- The taste of the biscuits needs to be changed – a variety of flavors can be added, keeping food value intact. - An integrated approach to education, health, nutrition and sanitation is required for sustainable impact. - The necessary steps towards a nationalization of school feeding should be taken as it is an important contributory factor for enhanced learning environments. - For large scale SF coverage and increased quality in education, communities need to be mobilized.

DATE	Subject	Ref	Relevant findings
			5. As the ongoing SF project ends in June 2017, MOPME should start working on the SF design, relevant to the development of a National School Feeding Programme. 6. School Feeding as a mechanism to include farmers and to boost the local economy should be investigated. 7. MOPME will have to work out the feasible funding solutions before taking steps to bring 20 million primary school children under SF coverage.

Midterm evaluation (WFP-Mokoro, 2017)

- 77 The Mid-term evaluation, done by the firm Mokoro, grouped their conclusions and findings in the following categories: relevance, external coherence, internal coherence, effectiveness, efficiency, sustainability, and gender. Regarding relevance, Mokoro's ET concluded that the WFP operations was relevant against all dimensions considered, including the beneficiary populations. On the other hand, the programme is aligned with the national planning objectives and WFP's policy guidance on SF and nutrition. Additionally, the programme took into account rigorous impact evaluations in Bangladesh.
- 78 Respecting external and internal coherence, the Mid-term evaluation concluded that "the project sought complementarity with related initiatives, and is generally coherent with successive UNDAFs, and with national policies (although there is a possibility that the emergent national SF policy may emphasize HEB less and full meals more)" (WFP-Mokoro, 2017). Additionally, the project is considered as coherent with relevant WFP policies (nutrition and gender) and normative guidance on SF.
- 79 Regarding effectiveness and efficiency, the MTE did not have the necessary data availability to evaluate the outcomes of the effectiveness of the programme. However, the MTE ET mentioned that there is strong evidence of the effectiveness of SF. Also, they pointed out that there is significant scope for strengthening the effectiveness of the operation (although the WFP has many constraints, which will be mentioned below). Additionally, the MTE pointed out that improved literacy (one of the McGovern-Dole-WFP SFP strategic objectives) depends on many factors in the school environment; therefore, SF projects may contribute to literacy, but not necessarily determine it. On the other hand, the MTE was able to get more relevant conclusions. Firstly, they conclude that despite some initial delays, the SFP was effective, proving that the HEB modality is cost-effective compared with other SF modalities. Secondly, the actual project costs were lower than planned because the wheat donated was converted in more biscuits than expected, which allowed a geographical expansion of the programme. Finally, procurement and distribution was considered efficient.
- 80 Sustainability is an extremely important issue for both WFP and the GoB, who seek that the SFP turns into a nationally owned programme. According to the MTE, sustainability depends on the development of national and local capacities to maintain and operate the programme. The MTE ET considered that there is room for optimism because the SFP that the GoB has taken over continue to function. However, there is no certainty that the government will continue funding the programme when external funding stops. Also, the MTE ET considers that there is a risk in the transition of a full

meals modality, which could compromise the benefits and coverage of SF in Bangladesh.

- 81 Despite GEEW is a crucial aspect to the WFP, the MTE mentions that there isn't enough information to explain crucial gender issues such as the difference of dropout rates between boys and girls. Therefore, there is a need to generate studies and information that enable a better understanding of the subject. However, the MTE pointed out that gender dimensions are "factored in the project design and it conforms to national gender commitments and policies".
- 82 Additionally, the MTE pointed out the main factors that affected the results (both positive and negative). On the positive side there is the WFP's experience in SF and its partnership with the GoB and major NGO's. Nonetheless, the negative aspects pointed out include the lack of reflection between the coordination of international agencies and its practical cooperation in the field. Additionally, local level coordination among the GoB ministries and agencies is often weak. Finally, given the weaknesses of M&E, the ability to improve the McGovern-Dole-funded operation is constrained in the short term.
- 83 Taking into account the results mentioned above, the MTE formulated a series of recommendations, which are stated in the following table. Within this evaluation, the ET analysed how WFP responded to each one of the MTE recommendations, which is mentioned all along the text of this report, and in this table is included in the final column.

Table 2.3 Midterm evaluation recommendations

Recommendation	Specific action and timing	Responsible	Rationale	How WFP responded to MTE recommendation
R1. Improve the monitoring and evaluation function, with rationalization and streamlining of the indicators used, and improvements to the table used for reporting against plans and targets.	In rationalizing indicators and reporting formats, take account of information needs for efficient management of SF in the short term, as well as data needed to support the end-line evaluation. Revise the reporting format to: - ensure that the time frames for targets and performance are identical (for the current grant this should be six monthly targets); - include a column for the percent achievement of target; - include a column to provide an explanation or comments against any indicator which shows performance more than 15% below or above target; - substantially reduce the number of the indicators that are currently used to measure the achievement of SF activity. <i>(before next six-monthly report)</i>	WFP CO, USDA	Section 2.3 and Annex H highlight that reporting against the indicators is often problematic. Better quality reporting against fewer indicators would be more useful, as well as being a more realistic reporting system to hand over.	WFP included the percent of achievement of target, and explanations over low performances. Also adjusted some indicators, although, the output and outcome matrix of indicators were included in USDA-WFP agreements, consequently WFP must give accountability of them. WFP developed an online monitoring and reporting system which was in its pilot phase during the present evaluation. The improvement of the monitoring and evaluation system is still a relevant recommendation and was included in this report.
R2. Ensure that the reasons for any shortfalls in the planned number of snacks provided are tabulated and explained in regular monitoring reports.	Include a table in the six-monthly reports which shows whether any shortfalls in delivery of snacks have occurred, and, if so the extent to which they are due to each contributing factor (unexpected school closures; interruptions to delivery of HEB; differences between planned and actual enrolments; difference between projected and actual attendance rates). <i>(next six-monthly report and ongoing)</i>	WFP CO	The data show that the target number of beneficiaries was broadly reached while the number of snacks provided fell significantly short of target. The MTE eventually received a clear explanation of the factors accounting for this shortfall, but such analysis should be a routine part of reporting to management. See ¶66 above and Figure 4 above, as well as Table 44 and Table 45 in Annex H.	RDRS reports included detailed explanations about the different situations faces during the programme implementation. Those, were also in the suboffice monthly reports. WFP-CO explained in the monthly reports the reasons behind the shortfalls in the planned number of snacks. For example, pipeline breaks, floods and extended holidays such as Ramadan

Recommendation	Specific action and timing	Responsible	Rationale	How WFP responded to MTE recommendation
R3. Retention/dropouts in schools remain a concern. WFP and partners should, first of all, strengthen recording and analysis of attendance and dropout, then follow up on the dropout of boys (due to child labor) and girls (due to child/early marriage).	This is a nation-wide issue, but for Gaibandha specifically it would be useful to strengthen recording of school attendance and drop-out so as to allow a more granular analysis of patterns and the reasons for them. Take this analysis into account in any future phase of the SFP in Gaibandha. <i>(during 2017 and beyond)</i>	WFP and development partners, GoB	High levels of enrolment have been achieved, but there are problems of drop-out that affect continuation to secondary school. Dropout is linked to poverty and social norms, with boys likely to leave school to supplement family income and girls for early marriage. The programme ought to gather systematic information on attendance and dropout, so as to develop a tailored response.	RDRS reports included attendance follow-up, and according to it, planned the biscuits distributions. The programme do not gather systematically information on attendance and dropout so as to develop a tailored response.
R4. Also, in any future phase of SF support, pay additional attention to the handover process, and the provision of complementary support to handed-over schools, especially NGO schools.	To be taken into account in the design and review of any continuation of the present McGovern-Dole operation. <i>(immediate and during 2017)</i>	WFP USDA GoB NGO partners	There are encouraging signs of willingness and ability to maintain the core SF activity after handover from WFP to GoB. However, there is less attention to ensuring complementary support that facilitates a holistic approach to securing the wider benefits of SF. This is a particular issue for NGO-run schools.	WFP advocate with DPE for NGO schools SF support, although the GoB do not consider it a priority.
R5. Both in the remainder of the current operation and in the preparation of future operations, pay particular attention to the theory of change assumptions that this MTE has identified as problematic.	1. Sufficient focus on foundational results a) Continue technical support to the national foundational results. SF programme; b) Intensify implementation of local capacity development activities during the remainder of the current operation; c) Seek to ensure that local capacity development activities are launched early and effectively in any future McGovern-Dole-funded operation. 4. Strong coordination and collaboration with other donors/ stakeholders (e.g. UNICEF, FAO) a) Strengthen national-level partnering arrangements with key agencies, including UN agencies; b) seek specific local-level agreements for complementary inputs from such agencies when	WFP, USDA, GoB, and NGO partners as appropriate	The key assumptions of the theory of change are not all equally within WFP's and USDA's influence or control, but WFP and USDA should nevertheless seek to mitigate any adverse influences on the programme's effectiveness, taking these factors into account in the design of future programmes as well as the continuing implementation of the current one. Specific actions are listed in the same order (and with the same numbering) as the "problematic" assumptions noted in Table 16 above.	This recommendation is still relevant and was included in this evaluation report.

Recommendation	Specific action and timing	Responsible	Rationale	How WFP responded to MTE recommendation
	SFPs are rolled out to new areas. 10. Adequate implementation of national health and WASH programmes, so as to realize potential health benefits of SFPs a) WFP to continue advocacy for such programmes to be priorities by the relevant GoB and international agencies. 13. Adequate support from parents and local communities. a) Further attention to community mobilization and capacity development activities in the remainder of the current SFP. b) And in the design of future SFP roll-outs.			
	14. Effective implementation of key national policies a) WFP to continue active advocacy role in forums where key education, nutrition and social protection issues are addressed. 15. Quality of monitoring and reporting. a) See recommendations R1 – R3 above. 16. Deworming programme is effective. a) Continued advocacy by WFP with GoB and international partners. 18. Improvements in teacher attendance. a) WFP to continue to report findings from its SFPs and maintain advocacy in national education forums.			

Recommendation	Specific action and timing	Responsible	Rationale	How WFP responded to MTE recommendation
R6. In the next phase of McGovern-Dole support, reconsider WFP's direct role in supporting complementary activities that are not linked to its core competences.	To be taken into account in the design and review of any continuation of the present McGovern-Dole operation. <i>(immediate and during 2017)</i>	WFP USDA	School feeding should be designed strategically to support wider educational, social protection and nutrition objectives, but a direct role for WFP in supporting activities (e.g. education quality) that do not reflect WFP's core competencies may not be efficient or sustainable. Efforts should focus on activities directly related to the delivery of the SFP, supported by the necessary complementary programmes of other partners.	WFP Bangladesh continue implementing McGovern-Dole Programme in Cox with a direct role in supporting complementary activities, although the activities were revised and simplified. In this report, the ET included some recommendations about the rationalization of activities, and to have support from other UN agencies with a specific mandate on education, and extensive experience.
R7. With support from GoB and other development partners, WFP should continue to provide strategic support to SF in Bangladesh.	WFP to continue its support into piloting and rigorous evaluation of alternative SF modalities. GoB to (continue to) contract WFP services for HEB procurement and other technical support to the national SFP. <i>(ongoing, feed into country strategy/plans)</i>	WFP GoB other DPs	WFP is already playing a valued role in supporting the GoB SF programme, through independent technical advice and support and by managing HEB procurement. The GoB could contract WFP services that directly support the management of the SFP, while other DPs should be willing to help finance WFP's independent research, analysis and advice.	WFP continue providing strategic support to SF in Bangladesh.
R8. Ensure that the choice of future SF modalities (HEB vs. hot meals) is based on rigorous evaluation of the hot meals pilot, and takes full account of equality considerations as well as the proven effectiveness of school biscuits.	To be taken into account when considering future phases of USDA support and the wider McGovern-Dole-WFP SFP. Finalization of the national SF strategy should not pre-empt the findings of the forthcoming evaluation of the hot meals pilot. <i>(ongoing)</i>	GoB WFP USDA other SF donors	The HEB modality has been validated by impact evaluations in Bangladesh, is particularly valuable for the poorest groups in society, and has much lower unit costs than hot meals. With SF coverage still very limited, it is important that the existing and potential benefits of the school biscuit programme are not compromised by a premature shift to hot meals.	This recommendation is still relevant and it was included in this report.

Source: Taken from MTE

84 The following matrix summarizes the Programme’s stakeholders, their roles and responsibilities and level of involvement.

Table Annex 2.4. Stakeholder analysis

Stakeholder	Interest in the McGovern-Dole-WFP SFP	Involvement in Evaluation and likely use	Roles and responsibilities of Stakeholders	Who (specifically for the Evaluation)
Internal (WFP) stakeholders				
Country Office (CO) Bangladesh	Responsible for the country level planning and operations implementation.	➤ Has a direct stake ➤ Major partner of the ET ➤ Wishes to use the learning for further project development. ➤ Wishes to use the outcomes of the evaluation in the next 5-year country strategic plan	➤ Approve Terms of Reference, budget, evaluation team, inception and evaluation reports, ➤ Assign an Evaluation Manager for conducting the evaluation ➤ Acting as Key Informants and providing documentation on school meals programmes for baseline and outcome studies, and evaluations ➤ Formation of a reference group chaired by the CD/DCD including representation from different stakeholder ➤ Selection of an independent evaluation firm ➤ Endorsing all deliverables (draft and final) before submitting these to the USDA FAD through the WFP Washington Office ➤ Supervision of the evaluation process.	CD, DCD, Head of Programme, M&E (WFP CO)
Regional Bureau (RB) for Asia and the Pacific based in Bangkok	Responsible for both oversight of COs and technical guidance and support.	➤ Has a direct stake ➤ Major partner of the ET ➤ Need for input in the next CSP for Bangladesh CO ➤ Apply this learning to other country offices	➤ Complying with the evaluations policy's provisions and safeguards of impartiality at all stages of evaluation process: planning, design, team selection, methodological rigor, data gathering, analysis, findings, conclusions and recommendations. ➤ Assigning a Focal Point to support the evaluation. ➤ Providing technical oversight to the country office, and participate in all debriefings and teleconferences. ➤ Providing comments on the TOR, inception report and the evaluation report at the request of the Country Office. ➤ Coordinating the management response to the evaluation and track the implementation of the recommendations.	Regional Head
WFP HQ	WFP strategies, policies, thematic areas, or delivery modality with wider relevance to WFP programming	➤ Has a direct stake ➤ Major partner of the ET ➤ Use recommendation for the WFP's strategies and policies	➤ Discuss about WFP's strategies, policies or systems ➤ Provide comments on the ToR, inception report and the evaluation report	Relevant Representative
Office of Evaluation (OEV)	Impartiality of decentralised evaluation	➤ Has a direct stake ➤ Major partner of the ET ➤ Wishes to use the learning for further project	➤ Ensures that independent evaluation commissioned directly by WFP country office and regional bureaux ➤ Provide technical oversight for ensuring DEQAS	Consultant from OEV

Stakeholder	Interest in the McGovern-Dole-WFP SFP	Involvement in Evaluation and likely use	Roles and responsibilities of Stakeholders	Who (specifically for the Evaluation)
		development		
WFP Executive Board (EB)	Effectiveness of WFP operations	➤ Has a direct stake ➤ Major partner of the ET ➤ The WFP governing body has an interest in being informed about the effectiveness of WFP operations ➤ Its findings may feed into annual syntheses and into corporate learning processes	➤ Incorporate findings in the annual synthesis ➤ Incorporate findings in the CSP ➤ Approve the further projects that incorporated the lessons learned from this project revealed by this evaluation	Representation
External stakeholders				
Beneficiaries (Boys and girls)	Ultimate recipients of food assistance.	➤ Have a direct stake ➤ Major partner of the ET ➤ Determining whether WFP's assistance is appropriate and effective	➤ Participate in the evaluation ➤ Provide necessary information	Some boys and girls, representing the total group of pupils
Benefiting Schools (School administration and teachers)	Operational efficiency of the various approaches: lessons from the different systems, direct stake and interest in improvement of systems and procedures, so as to obtain more operational effectiveness.	➤ Have a direct stake ➤ Key informants of the ET ➤ Improved effectiveness	➤ Participate in the evaluation ➤ Provide necessary information ➤ Use findings of the evaluation ➤ Implement recommendation of the evaluation	School management Committee (Headship & members)
The local communities	Operational effectiveness and efficiency	➤ Have a direct stake ➤ Key informants of the ET ➤ Improved effectiveness and efficiency	➤ Participate in the evaluation ➤ Provide necessary information ➤ Use findings of the evaluation ➤ Practice lessons learned through the evaluation	Boys and girls parents
Local suppliers	Expected to benefit from some of the capacity development activities	➤ Have a direct stake ➤ Improved effectiveness and efficiency	➤ Provision of school meals	
Ministry of Primary and Mass	The Ministry of Primary and Mass Education	➤ Have a direct stake ➤ Interest in project	➤ Participate in the evaluation ➤ Provide necessary information	Permanent Secretary

Stakeholder	Interest in the McGovern-Dole-WFP SFP	Involvement in Evaluation and likely use	Roles and responsibilities of Stakeholders	Who (specifically for the Evaluation)
Education	(MoPME) has the main responsibility for GoB SF programmes and policy.	performance ➤ Responsible to take-over of the SFP in the near future	➤ Use findings of the evaluation ➤ Incorporate policy recommendations into the government policies and strategies	
Other Ministries	Ministry of Health and Family Welfare (MoHFW), Ministry of Food, Ministry of Agriculture (MoA), and Ministry of Finance (MoF) are SFP partners.	➤ Has an indirect stake ➤ Key informants of the ET ➤ Issues related to handover and sustainability will also be of interest to the Ministry of Health and Family Welfare (MoHFW), Ministry of Food, Ministry of Agriculture (MoA), and Ministry of Finance (MoF)	➤ Participate in the evaluation ➤ Provide necessary information ➤ Use findings of the evaluation ➤ Provide support and cooperate for incorporating the SF policy into the national strategy	Ministry of Health and Family Welfare (MoHFW), Ministry of Food, Ministry of Agriculture (MoA), Ministry of Finance (MoF).
Regional Education Directors	Operational efficiency and effectiveness	➤ Has a direct stake ➤ Interest in project performance at regional level ➤ Responsible to take-over of the SFP in the near future	➤ Positive to take-over the SFP in the near future ➤ Use findings of the evaluation ➤ Incorporate policy recommendations into the government policies and strategies	Regional Education Directors
School Agriculture and Food Management Unit (SAFMU)	Operational efficiency and effectiveness	➤ Has a direct stake ➤ Key informants of the ET ➤ Interest in improvements of operational efficiency	➤ Participate in the evaluation ➤ Provide necessary information ➤ Use findings of the evaluation ➤ Implement recommendation of the evaluation	Directorate SAFMU
Regional School Feeding Focal Points	Operational efficiency and effectiveness	➤ Has a direct stake ➤ Major partner of the ET ➤ Interest in improvement of operational efficiency	➤ Participate in the evaluation ➤ Provide necessary information ➤ Use findings of the evaluation ➤ Implement recommendation of the evaluation	Regional SFFPs
Regional Multi-Sectoral Committees	Operational effectiveness	➤ Has a direct stake ➤ Interest in improving operational effectiveness as to local procurement.	➤ Positive to take-over the SFP in the near future ➤ Use findings of the evaluation ➤ Provide support and cooperate for incorporating the SF policy into the national strategy	Regional Governors
External stakeholders and partners				
FAO Country	Agricultural	➤ Has an indirect stake	➤ Participate in the evaluation	Country Rep. FAO

Stakeholder	Interest in the McGovern-Dole-WFP SFP	Involvement in Evaluation and likely use	Roles and responsibilities of Stakeholders	Who (specifically for the Evaluation)
office	production/productivity	➤ Key informants of the ET ➤ Interest in food production/productivity	➤ Provide necessary information ➤ Use lessons learned of the evaluation ➤ Provide support in policy formation and approval	
FAO-FASDEP & MDG1c	School management capacity building, policy, & strategy considerations	➤ Has an indirect stake ➤ Key informants of the ET ➤ Interest in operational efficiency	➤ Participate in the evaluation ➤ Provide necessary information ➤ Use lessons learned of the evaluation	Project Coordinators
UNICEF Country Office	Social protection nutrition & education support	➤ Has an indirect stake ➤ Key informants of the ET ➤ Interest in school meals as social safety & effect on school enrolment	➤ Participate in the evaluation ➤ Provide necessary information ➤ Use lessons learned of the evaluation ➤ Provide support in policy formation and approval	CD UNICEF
NGOs BRAC and RDRS	BRAC provides technical support to ensure quality primary education. RDRS is the selected service provider, responsible for preparing a delivery plan, checking attendance and distribution, inspecting schools for good storage practices, hygiene and sanitation and for reporting back to WFP.	➤ Has a direct stake ➤ Key informants of the ET ➤ The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships.	➤ Participate in the evaluation ➤ Provide necessary information and documents ➤ Organize and cooperate evaluation field mission ➤ Use lessons learned and best practices of the project sorted by the evaluation ➤ Sustain the project achievement	BRAC and RDRS representation
Donor				

Stakeholder	Interest in the McGovern-Dole-WFP SFP	Involvement in Evaluation and likely use	Roles and responsibilities of Stakeholders	Who (specifically for the Evaluation)
USDA Food Assistance Division (FAD)	Donor	➤ Has a direct stake ➤ Major partner of the ET ➤ USDA has specific interest in ensuring that operational performance reflects USDA standards and accountability requirements, as well as an interest in learning to inform future project design, results framework, and critical assumptions.	➤ Participate in the evaluation ➤ Provide necessary information ➤ Provide feedback on the evaluation report ➤ Use lessons in the similar type project design	USDA FAD representation
Evaluation quality assurance committees				
Internal Evaluation Committee (IEC)		➤ Will ensure due process in evaluation management, providing advice the evaluation focal point and clearing evaluation products submitted to the Chair for approval.		
Evaluation Reference Group (ERG)		➤ Review the TOR, inception package, and final report to ensure appropriate safeguards for independence and impartiality.		
Evaluation Reference Group (ERG)		➤ Review the TOR, inception package, and final report to ensure appropriate safeguards for independence and impartiality.		

Annex 3. Methodology

85 The mixed method methodology included a series of semi-structured interviews. Table 3.1 presents the name and designation within the organization of those interviewed during the fieldwork. Table 3.2 presents the names and school of the teachers and SMC members interviewed.

Table 3.1. Stakeholder interviewed or consulted

Organization	Name	Designation	Interviewed	Debriefing
WFP Bangladesh	Christa Räder	Country Director WFP Bangladesh	X	X
	Md. Ezaz Nabi	M&E Officer	X	X
	Hafiza Uhan	Head of Sub-Office Rangpur	X	X
	Ms. Shaheen Sultana	Assistant Field Officer (AFO)	X	
	Ms. Mamataz Begum	Assistant Field Officer (AFO)	X	
	Md. Moshin Reza	M&E Database Associate	X	
	Nesin Semen	M&E Officer, Cox Bazar's Operations		X
	Md. Crias Addin	Senior Programme Assistant, SFP		X
	Abdullah Patwary	Senior Programme Assistant, SFP	X	X
	Sheha Lata	Programme Associate, SFP	X	X
	Farzana Avtez	Programme Officer, SFP	X	X
	Md Rezaul Karim	Head of Social Safetynet Policies and Programme	X	
	Katelyn Runyan	Programme Policy Officer, SFP		X
	Bithika Bisaia	Senior Programme Associate, Field Operation		X
	Md. Shazadul Islam	DMA, SFP		X
	Selina Akter	Field Monitor Assistant		X

Organization	Name	Designation
WFP - Washington	Adair Akley	Government Partnerships Officer, WFP Washington
USDA	[REDACTED]	Agricultural attaché
	[REDACTED]	Agricultural specialist
	[REDACTED]	International Program Specialist
UNICEF	[REDACTED]	Chief of Education Section, Bangladesh Office
BRAC	[REDACTED]	Head of Partnership and Projects
	[REDACTED]	
MoPME /DPE	[REDACTED]	Project Director of SFP in Poverty Prone Areas
	[REDACTED]	Assistant Project Director, SFP in Poverty Prone Areas
	[REDACTED]	Assistant Project Director, SFP
	[REDACTED]	DPE / SF Programme Staff
	[REDACTED]	Deputy Director of MoMPE
	[REDACTED]	Deputy Director of General Education

Table 3.2. Teachers and SMC fieldwork interviews, by school

School	Teachers	SMC
Kamarervita GUK	[REDACTED]	[REDACTED]
		[REDACTED]
		[REDACTED]
		[REDACTED]
		[REDACTED]
		[REDACTED]
		[REDACTED]
Bhagdoria Fulbari	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
		[REDACTED]
		[REDACTED]
		[REDACTED]
		[REDACTED]
Shatailbatali Balika	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
		[REDACTED]
Nill Kuthi SKS	[REDACTED]	[REDACTED]
		[REDACTED]
		[REDACTED]
		[REDACTED]
		[REDACTED]
Kobi Sufiya kamal GUK	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
		[REDACTED]
		[REDACTED]
		[REDACTED]
		[REDACTED]
Kanchipara GPS	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	
Purbo Kanchipara GUK	[REDACTED]	[REDACTED]
		[REDACTED]
		[REDACTED]

School	Teachers	SMC
		[REDACTED]
		[REDACTED]
		[REDACTED]
Ketkjrhan GPS	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]

86 18 schools were visited in 5 of the 7 upazilas of the Gaibandha District. Table 3.3 summarizes the number of schools visited in each upazila, by type of school. Table 3.4 shows the number of persons interviewed by upazila and group.

Table 3.3. Schools visited by upazila and type

	GPS	Madrasah	SKS	GUK	Total
Sundargonj	5	1		1	7
Fulchari	4			1	5
Gobindaganj	2				2
Gaibandha Sadar	1			1	2
Saghata			2		2
Total	12	1	2	3	18

Table 3.4. Persons interviewed by upazila and group

	Students	SMC	Teachers	Parents	Total
Sundargonj	97	36	40	57	230
Fulchari	51	30	22	59	162
Gobindaganj	20	25	17	12	74
Gaibandha Sadar	19	15	6	17	57
Saghata	58	11	2	13	84
Total	245	117	87	158	607

Table 3.5. Local and district authorities interviews by gender

Upazila	Male	Female	UEO Gender
Sundarganj	2	0	Male
Fulchari	6	0	Male
Gobindaganj	7	0	Male
Gaibandha Sadar	4	5	Not present
Saghata			
District Authority	3	1	Male

Table 3.6. Number of SMC, teachers & students interviewed by type of school and gender

Type	Name	SMC			Teachers			Parents		Students	
		Men	Women	President gender	Men	Women	HT Gender	Men	Women	Boys	Girls
GPS	Matherhat	5	3	Male	1	6	Female		12	5	5
GPS	Dharmopur PN					7	Female		15	7	7
GPS	Saidpur	5	2	Male	3	4	Male	2	8	5	5
GPS	Bekatari-1	5	2	Male	1	5	Female			4	7
Madrasah	Purbo Hura Vaya kha	2			3	2	Male		25	8	6
GPS	Dhopadanga	5	5	Not present	2	5	Male	5	4	5	5
GPS	Shovagonj	4	2	Male	2	5	Male	2	8	5	5
GUK	Kamarervita	5	5		1	5	Female		5	5	5
GPS	Bhagdoria	5	5		1	8	Female	2	10	5	5
GPS	Shatailbatail Balika	3	5			6	Female	1	11	5	5
SKS	Singria-2	2	4	Male	1		Male				
SKS	Nill Kuthi	2	3			1	Female		8	12	18
GUK	Kobi Sufiya kamal	1	5			2	Female		7	7	4
GPS	Kishamot Malibari Purbopara	6	3	Male	1	2	Female	4	6	5	5
GPS	Kanchipara-1								8	5	5
GUK	Purbo Kanchipara	1	5	Female	1		Male		5	4	6
GPS	Singria Uttarpara	9	2	Male	3	1	Male		30	6	5
GPS	Ketkirhat	3	4				Female		5	3	7

Sample of pictures - Fieldwork

Bekatari - SMC



Purbo Hara – Students Focus group



Biscuits



Biscuit distribution – Kishamot



Matherhat – infrastructure



Nill Kuthi SKS- Infrastructure



Toilets – Ketkjrhat



Wash facility - Kishamot



School garden



Biscuit storage - Ketkjrhat



Hygiene posts – Kishamot



Reading corner – Kobi Sufiya



Tiffin boxes – Kishamot



Wall decoration – Sundargonj



Storage at warehouse



Warehouse



Gaibandha Sadar – Education Authority



Gaibandha education district authority



87 The evaluation matrix is presented in the following table

Table 3.5. Evaluation matrix

Key Question / Evaluation Question	Measures / Indicators	Sources of information	Methods of data collection	Methods of analysis	Quality of the information
Relevance / Appropriateness					
Key question 1. How appropriate is the operation					
EQ1 How coherent were SFP objectives, targeting and activities with relevant stated national policies and strategies on education, food security and nutrition, including gender?	Level of coherence of SFP objectives, targeting and activities with relevant stated national policies and strategies on: Education, food security and nutrition, including gender: In which degree the SFP is aligned with the needs of its beneficiaries (children, teachers and local community).	Interviews and desk review programme documentation: SFP objectives, targeting and activities. National policies documentation: Stated national policies and strategies on education, food security and nutrition, including gender.	WFP CO, WFP SO, GoB, local authorities' interviews. Desk review.	Compare SFP objectives, targeting and activities vs. national policies and strategies on education, food security and nutrition, including gender. Cross checking views and documentation.	Reliable information exists
EQ2. Did SFP objectives, targeting and activities seek complementarity with the interventions of relevant government and development partners?	Level of complementarity of SFP objectives, targeting and activities with interventions of relevant government and development partners.	Interviews and desk review programme documentation: SFP objectives, targeting and activities Documentation on interventions of relevant government and development partners.	WFP CO, GoB, UN agencies, BRAC and RDRS, and USDA interviews. Desk review.	Compare level of complementarities of SFP objectives, targeting and activities vs. interventions of relevant government and development partners. Cross checking views and documentation.	Reliable information exists
EQ3. How coherent were SFP design stage objectives and targeting relevant with WFP and UN-wide system strategies, policies and normative guidance (including gender), and remained so over time?	Level of coherence of SFP design stage objectives and targeting relevant with WFP and UN-wide system strategies, policies and normative guidance (including gender).	Interviews and desk review programme documentation: SFP design stage objectives and targeting. WFP and UN-wide system documentation: strategies, policies and normative guidance.	WFP CO and UN agencies interviews. Desk review	Compare SFP design stage objectives and targeting vs. WFP and UN-wide system strategies, policies and normative guidance and remained so over time. Cross checking views and documentation.	Reliable information exists
EQ4. Were strategies (education, food security and nutrition) and project design appropriate to the needs of the food insecure	Level of appropriateness of SFP strategies and project design to the needs of the food insecure population	Interviews and desk review programme documentation: SFP strategies and project design.	WFP CO and GoB interviews. Desk review.	Compare needs of food insecure population and community with SFP strategies and project design.	Reliable information exists

Key Question / Evaluation Question	Measures / Indicators	Sources of information	Methods of data collection	Methods of analysis	Quality of the information
population and community, and participation of boys and girls as applicable, and remained so over time?	and community and participation of boys and girls (gender equality) as applicable, and remained so over time.	Analytical data and/or reports and documents on needs of the food insecure population and community.		Geographical focalization analysis. Cross checking views and documentation	
EQ5. To what extent were GEEW strategies coherent with WFP policies and alignment with other relevant policies & strategies (WFP Office of Evaluation, 2016)?	Level of coherence of SFP GEEW strategies with WFP policies and alignment with other relevant policies & strategies.	Interviews and desk review programme documentation: SFP GEEW strategies. WFP GEEW documentation policies Documentation on other GEEW relevant policies and strategies.	WFP CO interviews. Desk review.	Compare SFP GEEW strategies vs. WFP policies and alignment with other relevant policies & strategies Cross checking views and documentation	Reliable information has to be completed.
Effectiveness, efficiency and impact					
Key question 2. What are the results of the operation?					
EQ6. What is the level of attainment of the planned outputs (including the capacity development activities as well the number of beneficiaries served disaggregated by women, girls, men and boys) and the extent to which the intervention delivered results for men and women, boys and girls?	Level of attainment of planned outputs (men, women, boys and girls): % of attainment (as stated in the project framework)	SFP planned outputs and performance data: Outputs delivered (baseline, SPRs, and monitoring reports).	Interviews and Focus Groups Discussion in 18 schools. Desk review.	Cross-checking the final survey report finding with the perceptions from beneficiaries (students, teachers, School Management Committees), local authorities, WFP-CO, GoB, NGOs and UN agencies.	Performance indicators up to Sept 2017 Reliable data
EQ7. To what extent the outputs led to the realization of the operation objectives (outcomes) as well as to unintended effects (highlighting, as applicable, differences for different groups, including women, girls, men and boys; performance on key outcome indicators. The effect of school attendance, concentration and other school level variables on higher-level educational impacts such as literacy attainment)?	Key outcome indicators as school attendance, concentration and other as literacy attainment, teachers with new skills, others	SFP performance secondary data (monitoring reports, SPR, and other WFP reports)for: Outputs delivered. Baseline outcomes. Final outcomes. For impact exercise: School information related outcome variables (beneficiaries and non beneficiaries) specific assistance received from the programme and the schools	Fieldwork collection of schools secondary data on outcomes (indicators as school attendance, concentration and other as literacy attainment). Interviews and Focus Groups Discussion, in 18 schools (perception of key outcomes attainment). Desk review	Cross checking of outputs delivered vs. outcomes (baseline vs final survey). Complement quantitative and qualitative data. A comparative analysis between outcome indicators of beneficiary and non-beneficiary schools of Gainbandha.	Baseline vs. Final survey (nov 2017) Annual education statistics up to 2016

Key Question / Evaluation Question	Measures / Indicators	Sources of information	Methods of data collection	Methods of analysis	Quality of the information
		characteristics.			
EQ8. How did SFP adequately addressed gender equality and protection (GEEW) issues?	1.Open question, 2.Outputs and outcomes for both male and females	1. Interviews 2. Desk review SFP documentation (project document/planning, and evaluations - baseline, mid-term - and SPR and monitoring reports).	WFP CO, GoB, NGOs and other partners, interviews. Interviews and Focus Groups Discussion in 18 schools. Desk review. Data disaggregated by sex	Cross checking GEEW adequately addressed perceptions and complement with desk review.	Available outcome and output indicators by gender Non documentation on GEEW strategies implementation.
EQ9. What synergies were promoted with other education actors to enhance quality education, water and sanitation, school infrastructure etc.?	Synergies promoted with other education actors to enhance quality education, water and sanitation, school infrastructure	Interviews and desk review: Documentation on SFP relations with other education actors to enhance quality education, water and sanitation, school infrastructure.	WFP CO, WFP SO, GoB, UN agencies, BRAC and RDRS interviews. Interviews and Focus Groups Discussion, and direct observation, in 18 schools. Desk review.	Compare perceptions of synergies with other education actors to enhance quality education, water and sanitation, school infrastructure. Cross checking views and complement with desk review.	Reliable information has to be completed.
EQ10. To what extent there was progress towards capacity building of government stakeholders and eventual handover?	Level of progress in building capacity of government stakeholders and eventual handover, according to SABER framework (World Bank, 2017).	Interviews, observation in schools, and desk review: Assessments on capacity for implementing school feeding programme (government and other stakeholders)	WFP CO, GoB and Local authorities, NGOs, school communities, and other stakeholders' interviews. Desk review.	Compare perceptions on progress in building capacity of government stakeholders, at various levels, for an eventual handover. Cross checking views and complement with desk review.	Reliable information has to be completed.
EQ11. Were activities cost-efficient? (Were objectives achieved on time? Was SFP implemented in the most efficient way compared to alternatives?)	In which degree the planned activities /outputs were timely and regularly implemented/achieved, in relation to inputs on time.	SFP performance data: Outputs delivered (SPR and other WFP Project reports). SFP documentation on inputs. Interviews with stakeholders	WFP CO, WFP SO, GoB, NGOs, and local authorities' interviews. Interviews in 18 schools. Desk review.	Track how resources (inputs) were converted to outputs along the programme's implementation cycle, identifying bottlenecks and lessons learned. Cross checking views complement with desk review.	Budget data until SPR until 2015
Key Question 3. What are the factors that affected the results positively or negatively?					
EQ12. How significant were WFP's factors in enhancing or impairing SFP performance?	Significance of WFP factors in enhancing SFP performance.	Interviews and desk review: SFP performance documentation on internal	WFP CO, WFP SO, interviews. Interviews in 18 schools.	Compare assessment of internal factors from different views and	Reliable information has to be completed.

Key Question / Evaluation Question	Measures / Indicators	Sources of information	Methods of data collection	Methods of analysis	Quality of the information
(processes, systems, tools, monitoring/evaluation and reporting, governance structure and institutional arrangements, partnership and coordination)	Significance of WFP factors in impairing SFP performance.	factors that determine SFP performance.	Desk review.	complement with desk review. Identify critical factors and grade their level of significance over SFP performance.	
EQ13. How significant were external factors in enhancing or impairing SFP performance and sustainability? (The external operating environment; the funding climate; external incentives and pressures; etc.)	Significance of external factors in enhancing SFP performance. Significance of external factors in impairing SFP performance.	Interviews and desk review: SFP performance documentation on external factors that determine SFP performance.	WFP CO, GoB, UN Agencies, BRAC and RDRS, and Local Authorities, interviews. Interviews in 18 schools. Desk review.	Compare assessment of external factors from different views and complement with desk review. Identify critical factors and grade their level of significance over SFP performance.	Reliable information has to be completed.
EQ14. How significant were internal and external factors affecting GEEW results?	Significance of internal factors affecting GEEW results Significance of external factors affecting GEEW results	Interviews and desk review: SFP performance documentation on internal and external factors affecting GEEW results.	WFP CO, GoB, UN Agencies, BRAC and RDRS, and Local Authorities, interviews. Interviews in 18 schools. Desk review.	Compare assessment of internal and external factors from different views and complement with desk review. Identify critical factors and grade their level of significance over SFP performance GEEW results.	Reliable information has to be completed.
EQ15. Were Mid-term Evaluation recommendations (WFP-Mokoro, 2017) implemented? If yes, how were implemented. If no, why?	Appropriateness of the MTE recommendations. Level of implementation of MTE recommendations.	Interviews and desk review: Mid-term evaluation recommendations. Implementation of Mid-term evaluation recommendations.	WFP CO, USDA, GoB, UN Agencies, BRAC and RDRS interviews. Desk review.	Compare perceptions and records/report on the implementation of Mid-term evaluation recommendations. Identify causes of non-implementation.	Reliable information has to be completed.
Sustainability					
Key Question 4. To what extent does the intervention's implementation strategy include considerations for sustainability, such as capacity building of Education Ministry/Department at central level and local level education officials, primary schools, communities and other partners?					
EQ16. How SFP implementation did applied sustainability strategies?	Suitability of SFP implementation of sustainability strategies	Interviews and desk review: GoB SF capacity assessment (SABER - Policy framework, financial capacity,	WFP CO, GoB and local authorities' interviews. Desk review (including SABER reports)	Compare different views on SFP implementation applied sustainability strategies (based in SABER	Reliable information has to be completed.

Key Question / Evaluation Question	Measures / Indicators	Sources of information	Methods of data collection	Methods of analysis	Quality of the information
		institutional capacity and coordination, design and implementation, community participation/ownership) SFP sustainability strategies based in GoB capacity assessment (SABER): SFP Implementation of sustainability strategies.		assessments). Cross checking views and complement with desk review.	
EQ17. Are the benefits of the intervention likely to continue after the programme is completed?	Level of continuity of SFP benefits after the programme.	Interviews, focus groups and desk review: Evidences of activities that derived of the SF and are now embedded in the Education/school system.	WFP CO, GoB, BRAC, and RDRS interviews. Interviews and Focus Groups in 18 schools. Desk review.	Cross checking analysis from interviews and focus groups complemented with desk review.	MoPME documents not yet available
EQ18 Has the intervention made any difference to gender relations thus far and is it likely to continue once the intervention is completed?	Outcomes on gender relations for both males and females. Level of continuity of advances over gender relations.	Desk review: comparison of the project results for both males and females on base-line, mid-term, final evaluation. Interviews and focus group discussions	WFP CO and GoB interviews. Interviews and Focus Groups in 18 schools. Desk review.	Cross checking analysis from interviews and focus groups complemented with desk review and quantitative findings analysis (base-line vs. final survey).	Reliable information has to be completed.

88 Data collection tools are presented below in Table 3.6.

Table 3.6. Data collection tools

Meetings with WFP-CO:	1. Plenary meeting with McGovern-Dole-SFP for briefing by WFP team followed by discussion.
	Presents all technical team.
	Continuation of the first briefing by WFP team.
	Suggested questions
	o Among all, what is the most important aspect that has to address in this evaluation? What is the expected contribution of this evaluation to the school feeding programme?

	o How successful was the project in developing the planned key activities (1.provide school meal, 2.promoting teacher's attendance, 3.raising awareness on the importance of education, 4.organizing extracurricular activities, 5.Student recognition, 6.establishing school gardens, 7.trainning on food preparation and storage practices, 8. Training commodity, 9.trainning teachers, 10.training parent teachers association, 11. Training school administrators, 12.capacity building)? What were the causes of successes and/or failures in implementing the planned activities?
	o Why the McGovern-Dole-WFP SFP ends up with that wide range of activities? How was the process of constructing the Programmes framework? Which were the hypothesis behind it?
	o In the first briefing you explained that Gaibandha was chosen among other districts because of its poverty indicators (which are related with under nutrition and low literacy), and also because logistics considerations, can you explain more how was the focusing process? Why not Kurigram or Raingpur, or Sherpur, of Jamalpur which are all neighboring districts? Which were the considerations taken in account? And within Gaibandha how was the process of inclusion of the different upazilaas?
	o What is the contribution and role of the MoME for the McGovern-Dole project? What are other key GoB (ministries or agencies) for project?
	o Is there any kind of inter-ministerial/inter-sectorial coordination to implement the McGovern-Dole SFP? Please explain.
	o Why BRAC and RDRS were chosen as partners?
	o How the Programme engaged with the National School Feeding Programme?
	o How is the programme engaged with the National School Feeding policy that is under development? Is the modality of school feeding adopted by the McGovern-Dole SFP (HEB) in alignment with the school feeding policy under development? Why?
	o How it engaged with the PEDP-3?
	o How it engaged with the School Feeding in Poverty Prone-areas?
	o Give us an overall grade of this relevance or alignment of McGovern-Dole-WFP SFP with national policies and strategies, in a scale from 1 (low) to 5 (high). Please justify your grade (ask for each document mentioned).
	o Let´s review the different activities and identify the distribution of responsibilities and complementarities with partners: With central GoB, with district, with Upazilas, with UN agencies, with NGOs.
	o How is the coordination among the partners who implements this project, i.e. what agency coordinates at national level? And at local level? Are there regular joint coordination meetings and reports? Give us a grade of coordination and joint activities with each partner, on a scale from 1 (low) to 5 (high). Explain.

	- o UNICEF has a central role in supporting PEDP-3, with teacher training for example with the Diploma in Primary Education, empowering primary schools, implementing the strategy of Each child learns, and, motivating communities. How was the coordination between the Programme's activities and those from Unicef? Are there joint assessments/reports of the results of this project under this partnership? - o How was the coordination/relation with FAO? And with WHO? - o What lessons learned do you identify in trying to reach complementarities and synergies between McGovern-Dole-WFP SFP, GoB, other education actors and partners? - o What was the role of McGovern-Dole SFP to develop capacity in the GoB to implement a school feeding programme? - o Which were the specific activities developed to increase capacity of government institutions? Which are the main achievements and difficulties? lessons learned? - o Which ones to improve policy and regulatory framework? Which are the main achievements and difficulties? lessons learned? - o Which ones to increase government support/involvement? Which are the main achievements and difficulties? lessons learned? - o Which ones to engage of local organizations and community groups? Which are the main achievements and difficulties? lessons learned? - o Which were the specific activities done to increase gender empowerment and equality of women? Which are the main achievements and difficulties? lessons learned? - o About gender implementation, how significant were internal and external factors in affecting results? - o How do these activities engage with the national primary education gender targets? - o Additional comments or recommendations regarding to the McGovern-Dole SFP?
	2. Meeting with WFP-SO - o During the McGovern-Dole-WFP SFP implementation, how worked the relation between WFP-CO and WFP-SO? Which decisions can be taken decentralized? What were the lessons learned identified upon this arrangement? What to improve? - o Within the SFP implementation, how does the local coordination platform between local authorities – other agencies – NGOs – private initiatives worked? - o Let's detail the Programme's implementation cycle (HEB delivery), from the donation – production – delivery and distribution - monitoring?

	- o What was the role of the SO on the other activities implemented by the McGovern-Dole SFP (all activities)? How was the implementation of the other activities monitored by the SO? - o How was the SO the articulation with other implementation partners? (for example, UNICEF, FEO, WHO, NGOs)? - o What were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance? - o Now let's review the implementation cycle of the other activities like the work with the communities, with teachers, administrators, the establishment of schools gardens and extra-curriculum activities, improvement of schools facilities? What were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance? - o Let's review the implementation cycle of the local capacity building process (trainings and sensitization of school members, local government and communities), What were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance? - o Let's review the implementation the specific activities done in order to enhance gender empowerment and equality of women, what were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance? - o Now that SFP is under GoB implementation, what is happening? How do you see the continuation of the different activities and of the achievement? - o What level of visitors visited the programme? How frequently they visited? Was there any recommendation from them?
	3. Meeting with Evaluation Manager. - o Reviewing the Programmes objectives: improved literacy of schools age children and increase use of health and dietary practices; to what extent were those outcomes monitored? How was the M&E process? For example, there are 4 semi-annual reports with activity outputs (april-sept 2016), what about the rest of the programme performance? (dec 2017?) - o The Kimetrica base-line and the final survey compares outcomes including only 2 of the 5 upazilas, Sundarganj and Fulchari, how the M&E process covered the other 3 upazilas? - o Which are the lessons learned from the M&E process? Which the issues to improve? - o To what extent were the Mid-term Evaluation recommendations implemented? Why? (review recommendations) - o Does the GoB/MoME collect and organize data on education performance (indicators such as enrolment rate, progression, drop out, completion rate, etc.)? If so is this data disaggregated by gender? At school level? Are schools' beneficiary of SFP in the country (McGovern-Dole and another WFP SFP) identified in this database? If so how we can access this database/information?

	o Does the M&E process included any identification of equal treatment between girls and boys in, for example, school meals, timing to eat, activities at school, homework, participation?
	o Within the M&E process, what differences are identified in gender relations attributed to McGovern-Dole-WFP SFP outcomes? (give specific cases)
	o Give us an overall grade in the progress accomplished in gender equality and protection issues due to SFP, on a 1 to 5 scale (1 no progress and 5 very high progress). Why?
	o Which was the capacity building of GoB stakeholders and SFP handover M&E process?
	4. Security Briefing
	o What is the type of situations can we be dealing with?
	o Which precautions do we have to take?
	o What type of support are we going to receive from WFP?
	o Recommendations to avoid security situations during our stay in Dhaka and in the northern region.
	o How we should proceed in case there is a security situation that requires support to overcome?
	5. Meeting with Programme Head.
	o Among all, what is the most important aspect that has to address in this evaluation?
	o Give us an overview about the available resources that the Programme had (human resources – cash – in-kind resources – infrastructure and technology. McGovern-Dole was the main donor with US \$24.5 million, but clearly that cash mobilized a whole lot more of resources, can you estimate a number that represents how much each dollar mobilized (in the 2016 Standard Project Report there is a value of 40 million <i>(taka I guess)</i> ?)
	o Let's detail the Programme's implementation cycle (HEB delivery), from the donation – production – delivery and distribution - monitoring? What were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance?
	o Now let's review the implementation cycle of the other activities like the work with the communities, with teachers, administrators, the establishment of schools gardens and extra-curriculum activities, improvement of schools facilities? What were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance?
	o Let's review the implementation cycle of the GoB capacity building process, what were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance?

	- o Let's review the implementation the specific activities done in order to enhance gender empowerment and equality of women, what were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance? - o Was there any project steering committee (PSC) and/or project management committee (PMC)? If yes, who were the members of those committees? What were the roles of those committees?
D A M e .u	Introductory meeting with CD.
	ET presentation
	o What are your expectations about this evaluation?
	o What is the WFP CO vision for the school feeding programme in Bangladesh in the next 5 years?
	o Was this McGovern-Dole SFP coordinated and aligned with the other school feeding programmes implemented by the WFP CO in Bangladesh? How?
	o Is clear that the McGovern-Dole SFP included a mix of activities, not only aiming to reduce hunger and increase use of health and dietary practices, but had a strong emphasis over the improvement of literacy of school-age children, quality of literacy instruction, teacher attendance, skills and knowledge of school administrators, capacity of GoB institutions, policy and regulatory framework. How those objectives connected and aligned with WFP policies and practices?
	o During the McGovern-Dole-WFP SFP, how were the relations with the main partners? GoB? UN agencies? NGOs? How was the process of inter-institutional and inter-agencies arrangement? And the coordination?
	o How is the decision making and coordination process within WFP-CO and WFO-SO?
	o In your opinion, which were the most important achievements of the McGovern-Dole-WFP SFP?
	o In your opinion, what internal and external factors were significant in enhancing or impairing SFP outputs performance?
	o Which is the gender policy and strategies established for WFP in Bangladesh? How is being implemented, in special in the Programme?
	o Now that SFP has been handover to the GoB, the WFP Strategic Plan 2017-2020 shows a shift to “technical assistance, policy engagement, advocacy and the accumulation of evidence”, how has been this process of changing focus and role? And, within it, what are the expectations about the results from this evaluation, so it can contribute the most to this shifting?
	o What are the most important aspects, according to your opinion, that still has to be strengthening to the MoPME – DPE? Any recommendation for further activities to strengthen the MoPME-DPE?
	o Additional comments or recommendations?
	o What does USDA/ McGovern-Dole expects from this evaluation?

MoPME meetings	o As the principal donor, why choosing McGovern-Dole-WFP SFP in Bangladesh among other options?
	o To what extent this program responds to USDA-FAD strategies and policies?
	o Which were the main achievements of the Programme? And what areas still needs improvements?
	o What lessons learned does the Programme leave? What to improve for the future?
	o What are the plans/perspective for future funding of similar SF programmes in Bangladesh?
	Any additional comments or recommendations for this evaluation or future collaborations on SFP in Bangladesh?
	1. DG, ADG, Dir (Admin), Dir (Prog)
	What has been the main achievements of the SFP pre-primary and primary: In terms of nutrition and health, and in terms of education and literacy objectives (including developing capacity for teaching and improving learning on nutrition)?
	What was the McGovern-Dole-WFP SFP contribution to the improvement on policy and regulatory framework? For example in the Nations Schools Feeding Act, in engaging civil society on national SF policy, in formulate, institutionalize and operationalize a national SF policy, among others.
	Which have been the difficulties /challenges in integrating SF into routines a processes of primary education (opinion)?
	What is the vision and which the goals of the Directorate regarding to school feeding?
	How was the SFP handover process from McGovern-Dole-WFP to the MoPME DPE?
	What are the actual main challenges within the SFP and its objectives?
	What new approaches do you plan to implement to improve the school feeding?
	2. Dir Planning and Dev & Dir Fin
	Actually, which are the priorities of primary education? how the school feeding is integrated into planning education activities, and future perspectives of school feeding for the area of the country that we are evaluating?
	How does the Ministry address gender equality and the contributions of SF for achieving it?
	How was the process of institutional capacity building that McGovern-Dole-WFP implemented? Which were their accomplishments (the contribution for the design of national school feeding program? Establish food procurement system and distribution procedures? Establish SoP and tool for SF management and oversight? Among others). Which the difficulties?
	How is the central GoB – district – upazila planning and financing articulation/relation? Does any of McGovern-Dole capacity building influence that articulation?
	What was the accomplishment of the activity of “fully incorporate school feeding into de GoB education and sector plan (Funding stream)? About developing a national SF unit in the MoPME?

TEACHERS:	Is the financial resources enough for the requirements of the school feeding? How has been this handover process?
	3. Dir Training
	What are the strengths of the actual staff skills of the MoPME DPE? What to improve? Is the staff number matching to mandates and operational requirements?
	Do staff receives regular training?
	Do staff has adequate contract arrangements?
	How was the process of institutional capacity building that McGovern-Dole-WFP implemented, related to strengthening of staff skills? Which were their accomplishments? Difficulties?
	How is the central GoB – district – upazila staff articulation? Does any of McGovern-Dole capacity building influence that articulation?
	4. Evaluation Manager and Dir (M&E)
	How school feeding is integrated into the monitoring and evaluation mechanisms/processes of school feeding
	Are the results of school feeding reflected in the education statistics?
	How was the process of institutional capacity building that McGovern-Dole-WFP implemented related to M&E strengthening? Which were their accomplishments? Difficulties?
	How is the coordination among national level and local level on monitoring the school feeding, Does any of McGovern-Dole capacity building influence that articulation?
	5. Project Director SFP in poverty prone areas, DPM SFP in impoverished areas
	How the Programme engaged with the National School Feeding Programme?
	How is the programme engaged with the National School Feeding policy that is under development? Is the modality of school feeding adopted by the McGovern-Dole SFP (HEB) in alignment with the school feeding policy under development? Why?
	How it engaged with the PEDP-3?
	How it engaged with the School Feeding in Poverty Prone-areas?
	Give us an overall grade of this relevance or alignment of McGovern-Dole-WFP SFP with national policies and strategies, in a scale from 1 (low) to 5 (high). Please justify your grade (ask for each document mentioned).
	1. In what themes you received teachers training?
	2. How, your teaching skills changed after the training? How do you apply what you learned?

	3. What type of retraining you received? Do you need more retraining?
	4. About the biscuits, where do you store the biscuits? How often you receive it? For how many days you request? (Picture of the register)
	5. What activities are in place or how they participate in follow up and reporting of the biscuit distribution?
	6. What could be improved about the biscuit distribution?
	7. What is your perception about the biscuits delivery effects?
	8. What is your perception about the hot meals? What is the process? What the benefits?
	9. About the tiffin box, what's the benefits?
	10. Do you have some budget directed to SF? From whom?
	11. What is your perception about the quality of the education?
	12. Which of the following activities are still in place:
	List:
	Welcome day
	Reading corner
	Art competition
	Writing competition
	Classrooms decoration
	Garden of vegetables and fruits
	Agricultural group
	Art group
	Little doctor
	Printing materials
Remedial classes	
Wall magazine	
13. What is the participation of parents in school activities?	
14. Is there any difference between boys and girls in the biscuit distribution? Is there any separate arrangements?	
Do you have any final comments? Recommendations?	

parents	1. What could be improved about the biscuit distribution?
	2. What is your perception about the biscuits delivery effects?
	3. What is your perception about the hot meals? What is the process? What the benefits?
	4. About the tiffin box, what's the benefits?
	5. What is your perception about the quality of the education?
	6. What is the participation of parents in school activities?
	7. What activities do the boys / girls does at home?
	Do you give the same portion of food among boys / girls?
	You learned about nutritional practices, hygiene practices. How you practice this in your house?
	8. How do you see your kids future?
	9. Do you have any final comments? Recommendations?
STUDENTS	1. What could be improved about the biscuit distribution?
	2. What is your perception about the biscuits delivery effects?
	3. What is your perception about the hot meals? What is the process? What the benefits?
	About the tiffin box, what are the benefits?
	4. Which of the following activities are still in place:
	Welcome day
	Reading corner
	Art competition
	Writing competition
	Classrooms decoration
	Garden of vegetables and fruits
	Agricultural group
	Art group
	Little doctor
	Printing materials

	Remedial classes
	Wall magazine
	5. What activities do the boys / girls does at home?
	What happens if boys / girls activities shifted?
	6. You learned about nutritional practices, hygiene practices. How you practice this in your house?
	7. What do you want to be in the future?
SMC	1. Where do you store the biscuits? How often you receive it? For how many days you request? (Picture of the register)
	2. What activities are in place or how they participate in follow up and reporting of the biscuit distribution?
	3. What could be improved about the biscuit distribution?
	4. What is your perception about the biscuits delivery effects?
	5. What is your perception about the hot meals? What is the process? What the benefits? About the tiffin box, what's the benefits?
	6. What is your perception about the quality of the education?
	7. Which of the following activities are still in place:
	Welcome day
	Reading corner
	Art competition
	Writing competition
	Classrooms decoration
	Garden of vegetables and fruits
	Agricultural group
	Art group
	Little doctor
	Printing materials
	Remedial classes
	Wall magazine
	8. What are the activities performed by the SMC?

	9. Why you are participating in the SMC? 10. What type of training did you receive? 11. Do you have any final comments? Recommendations?
UPAZILA AUTHORITY:	1. There is a SF policy of the GoB, how this Programme is related to them? And also with the education package? (complementary activities) 2. What was your involvement in the Programme? 3. How do the other authorities related to health, sanitation, other services relate SF? 4. According to you, what were the benefits of the Programme? 5. What are the principal problems implementing of the SFP? 6. What was the contribution of the Programme to increase their capacity to implement the SF? 7. With regard to the different SF models: Tiffin box, hot meals, biscuits. What is the opinion about if? 8. Do the Upazila, from the regular budget, have any specific budget portion directed to SF? What is the destination of this budget? 9. What data of SF and education indicators do the Upazila authority gather? With what regularity collect data from schools?
Warehouse:	How do you end-up participating in the McGovern-Dole-WFP SFP? What requirements you had to accomplish? How was the Programme's implementation cycle (HEB delivery) where you participated? What were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance? What reports did you deliver? To whom? How often? What type of supervision or monitoring was done?
NGOS	1. BRAC (provided technical support to ensure quality primary education). o Let's detail your activities within the Programme's implementation related to the technical support to ensure quality primary education or other activities you had done (work with the communities, with teachers, administrators, the establishment of schools gardens and extra-curriculum activities, improvement of schools facilities)? What were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance? o Give us an overview about the available resources that BRAC had to implement the technical support to ensure quality primary education to the Programme (human resources – cash – in-kind resources – infrastructure and technology).

	o Let's review the implementation cycle of the GoB capacity building process that BRAC did (within McGovern-Dole-WFP SFP), what were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance?
	o Let's review the implementation the specific activities done in order to enhance gender empowerment and equality of women, what were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance?
	2. RDRS (is the selected service provider, responsible for preparing a delivery plan, checking attendance and distribution, inspecting schools for good storage practices, hygiene and sanitation and for reporting back to WFP).
	o Let's detail your activities within the Programme's implementation related to preparing a delivery plan, checking attendance and distribution, inspecting schools for good storage practices, and hygiene and sanitation. What were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance?
	o Give us an overview about the available resources that the Programme had (human resources – cash – in-kind resources – infrastructure and technology).
	o Let's review the implementation cycle of the GoB capacity building process, what were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance?
	o Let's review the implementation the specific activities done in order to enhance gender empowerment and equality of women, what were the main bottle-necks? The achievements? How partners came in the process? Which were the internal and external factors that enhancing or impairing SFP outputs performance?
	o Was there any project steering committee (PSC) and/or project management committee (PMC)? If yes, who were the members of those committees? What were the roles of those committees?

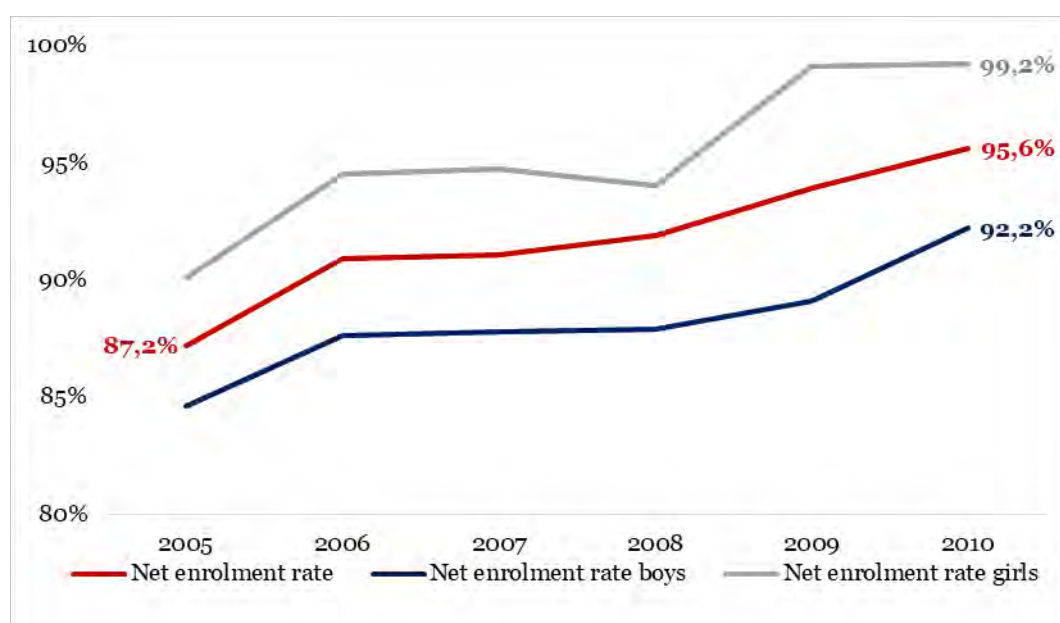
Annex 4. Relevance

4.1. Coherence of WFP-McGovern-Dole SF Programme design

89 By 2014, there was sufficient evidence to support the coherence of the WFP-McGovern-Dole SF Programme design. It prioritized outcomes of improving school literacy and increasing the use of healthy and dietary practices of school-age children. Also, the empowerment of women and the reduction in gender disparities as cross-cutting results.

90 According to the PEDP3 (Ministry of Primary and Mass Education, 2011) significant progress have been made in terms of participation and equitable access to education in Bangladesh, following the targets of the Education for All and the Millennium Development Goals. For example, the primary net enrolment rate increased from 87.2% in 2005 to 95.6% in 2010 (see Graph 4.1).

Graph 4.1. National net enrolment rates 2005-2010



Source: PEDP3, 2011

91 However, the fulfillment of learning outcomes and primary completion rates remain a challenge, despite the advances in teachers' training and textbook provision and the investments in schools' infrastructure. For example, as can be seen in Table 4.1, learning outcomes have been improving in some of the areas, but in some others, achieving master performance is still a huge challenge. On the other hand, throughout the years, national average completion rates have been increasing (see Table 4.2), however when analyzing by type of school, urban-rural areas and gender, the behavior of the indicator is heterogeneous. Basically, the completion rate is higher in girls in the urban primary, attached to high schools and government schools (CAMPE, 2008).

Table 4.1. Learning outcomes NSA 2006 and 2008

			2006	2008
Grade 3	Bangla	Reading Comprehension	29.8%	53.1%
		Writing	5.1%	13.6%
	Math	Number concepts	16.6%	58.4%
		Mathematical operations	18.4%	57.6%
		Problem Solving	35.4%	7.9%
		Units and measurements	24.1%	21.1%
		Geometrical figures	34.1%	13.4%
Grade 5	Bangla	Reading Comprehension	13.0%	26.5%
		Writing	13.7%	26.8%
	Math	Mathematical operations	9.4%	48.9%
		Problem Solving	8.3%	32.8%
		Geometrical figures	20.6%	4.0%

Source: ASPR, 2011

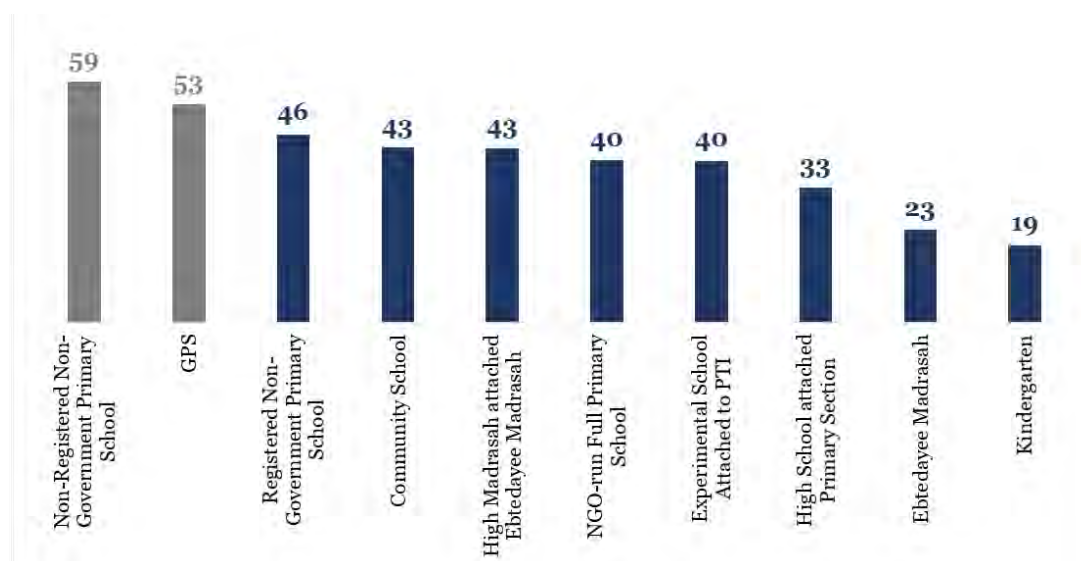
Table 4.2. National completion rates 2008-2011

	2008	2009	2010	2011
Total	57.17%	63.36%	65.58%	73.31%
Male	54.38%	60.50%	61.91%	68.47%
Female	60.07%	66.32%	69.40%	78.35%

Source: World Bank DATA

92 Additionally, as can be seen in Graph 4.2, in 2010 just 85% of the schools met the target of 46 children per teacher (Ministry of Primary and Mass Education, 2011). In 2014, the average student teacher ratio in Gaibandha was 41:1. Although it was close to the national average ratio (40:1) the dispersion between school types is important: while GPS and NNPS reported ratios of 45:1 and 46:1 respectively, the madrasahs registered a 35:1 ratio (DPE, 2014).

Graph 4.2. National student teacher ratio (2009)



Source: PEDP3, 2011

93 Furthermore, lowering repetition and dropout rates is still a government concern because, although throughout the years, there has been a decreasing tendency, targets are not accomplished yet (see Table 4.3), which might imply some quality challenges in the provision of primary education.

Table 4.3. National key performance indicators 2005-2010

	2005	2006	2007	2008	2009	2010	
Mean scores grade 5 Bangla		56.2%		68.5%			Below target
Mean scores grade 5 Math		46.7%		63.3%			Below target
Repetition rate Grade 1	12.3%	11.5%	11.9%	11.3%	11.4%	11.4%	Below 10%
Repetition rate Grade 2	11.0%	10.7%	11.2%	11.0%	11.7%	12.1%	Below 10%
Repetition rate Grade 3	13.7%	13.8%	14.9%	14.5%	15.4%	14.1%	Below 10%
Repetition rate Grade 4	11.4%	13.0%	14.4%	13.7%	15.6%	16.5%	Below 10%
Repetition rate Grade 5	5.7%	5.6%	2.2%	5.2%	3.1%	7.1%	Below 5%
Dropout rate	47.2%	50.5%	50.5%	49.3%	45.1%	39.8%	

Source: ASPR, 2011

94 However, national indicators hide regional heterogeneities. According to the Annual Primary School Census of 2014, while the average dropout rate in Bangladesh was 20.9%, in the Gaibandha district this indicator corresponded to 42.9%, in fact Gaibandha was the district with the highest dropout rate of the country. Moreover, the boys' (46.9%) and girls' (38.9%) dropout rates are the higher among the districts (DPE,

2014). On the other hand, repeating rates for boys and girls are in general below the national average in all type of schools in Gaibandha district (see table 4.4).

Table 4.4. Repeating rates by type of school, gender and grade for Gaibandha district (2014)

		Repeating rate Grade 1	Repeating rate Grade 2	Repeating rate Grade 3	Repeating rate Grade 4	Repeating rate Grade 5
GPS	Boys	6.9%	5.8%	7.6%	10.2%	1.6%
	Girls	5.7%	3.6%	8.4%	11.3%	2.1%
NNPS	Boys	7.7%	4.9%	5.4%	8.4%	3.8%
	Girls	7.3%	3.4%	7.3%	10.0 %	3.4%
NRNGPS	Boys	3.5%	2.6%	2.3%	7.5%	6.9%
	Girls	3.5%	1.9%	3.6%	8.9%	4.3%
Experimental Schools	Boys	5.9%	10.5%	18.2%	0.0%	0.0%
	Girls	0.0%	8.3%	16.7%	0.0%	0.0%
Ebtedaiyee Madrasha	Boys	6.9%	4.9%	3.8%	8.3%	9.9%
	Girls	6.9%	2.7%	5.6%	7.6%	4.1%
Community Schools	Boys	1.3%	2.3%	3.2%	9.7%	0.0%
	Girls	1.3%	1.8%	6.9%	8.0%	23.1%
National Average	Boys	7.5%	5.7%	6.6%	10.4%	3.0%
	Girls	6.2%	3.1%	7.3%	10.1%	2.5%
	Total	6.9%	4.4%	6.9%	10.2%	2.8%

Source: Annual Primary School Census, 2014

95 According to the 2011 Annual Sector Performance Report, 79% of GPS lacked teachers, 19% of these schools' classrooms were unusable and only 37% of these schools had separate toilets for girls (DPE, 2011). Moreover, the DPE (Ministry of Primary and Mass Education, 2011) reported that in 10,400 schools drinking water sources required repair, 15,000 of the schools had no potable water sources and in 6,700 of them tubes or piped supplies were contaminated with arsenic. Besides the health and sanitation problem, the lack of adequate-segregated sanitation facilities for boys and girls at school discourages girls from attending full time, which affects their academic

performance and perpetuates gender inequality (Islam, Rahaman, & Sarker, 2013). Additionally, preventing girls' dropouts related to early marriages is still a challenge.

- 96 In fact, in 2014 Bangladesh had the highest rate of child marriage in Asia, where 3 out of 5 young women married before age 18 (Unicef, 2014). According to Unicef (Unicef, 2018), girls with only primary education are 73% more likely to be married before age 18, compared to the ones with higher education and female early marriage is associated with limited labor opportunities (Unicef, 2014) and in the short run, with school dropouts (Unicef, 2018).
- 97 However, there have been important advances in terms of gender equality as Bangladesh achieved the MDG of gender parity in primary education. For example, the number of girls (aged 6-11) that entered primary school increased in 9.1 percentage points in 5 years while the boys' increase was of 7.6 percentage points in the same 5 years (see Table 4.5).

Table 4.5. National net enrolment rates by gender 2005-2010

	2005	2006	2007	2008	2009	2010
Net enrolment rate	87.2%	90.9%	91.1%	91.9%	93.9%	95.6%
Net enrolment rate boys	84.6%	87.6%	87.8%	87.9%	89.1%	92.2%
Net enrolment rate girls	90.1%	94.5%	94.7%	94.0%	99.1%	99.2%

Source: PEDP3, 2011

4.2 Appropriateness of maintaining HEB distribution

- 98 The programme's design maintains HEB distribution, which is a key element because it enforces the achievements made in terms of child attendance. In fact, the Bangladesh School Feeding Impact Evaluation found that biscuits help attract children in lower grades to school and provide a supplement to an inadequate diet, especially in Gaibandha, that is a poor area, subject to floods and with weak nutrition indicators. Moreover, they found HEB had a positive effect on enrolment, dropout and attendance rates because it was an incentive for parents to keep children in school (see table 4.6) and contributed to improve children nutrition (Downen, Finan, Gomes, & Walters, 2011).

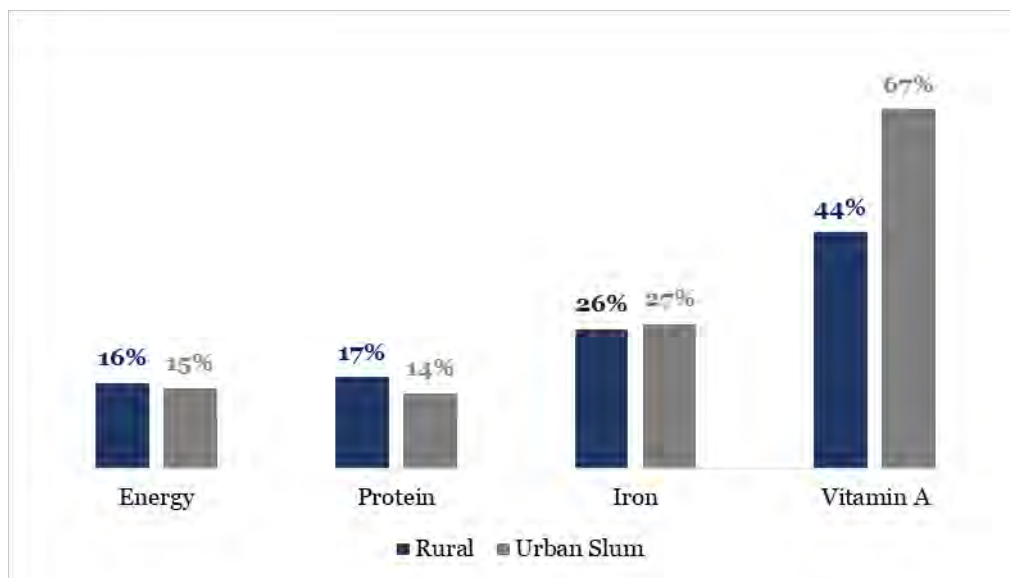
Table 4.6. Advantages of school biscuits (household surveys)

	North west region	Southern coast
Save food and money	40%	52%
Promote the health of younger siblings	40%	22%
Save time	14%	40%

Source: Downen et al, 2011

99 The International Food Policy Research Institute (International Food Policy Research Institute (IFPRI), 2005) reported that biscuits are a fundamental source of children nutrition, as can be seen in the following graph.

Graph 4.3. Contribution of biscuits to students' daily nutrition



Source: IFPRI, 2015

100 According to IFPRI, SFP biscuits are the most important source of energy, protein and iron, after rice, in the participants' diet (International Food Policy Research Institute (IFPRI), 2005). Besides, mothers reported positive effects of the biscuits in children: kid's interests in attending school and concentration on studies increased, their incidence of illness declined and were perceived as happier and livelier people than before.

4.3 Coherence of WFP-McGovern-Dole SF Programme with relevant stated national policies

101 WFP-McGovern-Dole SF Programme was completely coherent with the National Education Policy, especially with the PEDP3. The programme's design and implementation was consistent in terms of education achievements, health and sanitary practices and the gender approach.

Table 4.7. Comparison between the programme and the national policies

	National Education Policy 2010	PEPD3	WFP-McGovern-Dole SF Programme
Education	The main goals are to (1) Establish an integrated school system under a framework that unifies public, NGO and private providers; (2) Improve quality through reduced class size, improved teaching practices, and a focus on ICT literacy; (3) Decentralize primary education administration and management; (4) Engage in partnerships with	The programme focuses on quality over access. It's main objective is to establish an efficient, inclusive and equitable primary education system, delivering effective and relevant child-friendly learning to children from pre-primary through grade V by (1) improving learning outcomes	The main objective of the programme was to increase school attendance and enrolment via nutritional incentives. Besides, activities such as teachers' and school administrators' training were held to reinforce quality of education

	National Education Policy 2010	PEPD3	WFP-McGovern-Dole SF Programme
	NGOs and the private sector. Besides, increase the number of teachers and the physical facilities and establish a minimum qualification for recruitment of teachers	(increasing literacy rates and reducing class size for example), (2) promoting universal participation and completion, (3) reducing disparities, (4) decentralizing, (5) increasing effectiveness of budget allocation, and (6) developing programme planning and management. To pursue these goals, textbooks, supplementary reading material and teacher training must be reinforced. Besides, physical environments must be improved (e.g. safe drinking water)	
Food Security	N/A	Provision of sanitation and water to schools on a need basis	Training on food storage and preparation, stock management and health-hygiene practices, provision of clean water and sanitation facilities, support GoB deworming campaign
Nutrition	Provision for lunch in all schools located in the rural and backward areas. Free lunch provision for street children and other ultra-deprived children	Provision of school health and school feeding programmes	Daily provision of HEB, nutrition training
Gender	Closing the gender gap is a transversal strategy, for example, through the provision of separate lavatories for boys and girls and the special measures designed to deal with female drop-out	The gender approach focuses on promoting universal access, participation and learning outcomes for both, boys and girls. These are mentioned all across the programme as an accountable strategy, for example by the provision of separate toilets for boys and girls	Improvement of gender equality and women empowerment, for example, gender based accountability and through HEB distribution

Source: MoMPE 2011, National Education Policy 2010

4.4 Appropriateness of WFP-McGovern-Dole SF Programme to the needs of the population and community

102 According to the data presented by Khonder and Mahzab (Khonder & Mahzab, 2015) Gaibandha is a district with poor socio-economic indicators' performance. In fact, when analyzing poverty rates, this district ranks 8 out of 64 (see table 4.8). In terms of lower income per capita, Gaibandha holds position number 11 (see table 4.9), and 10 when it comes to infant mortality rate (see table 4.10).

Table 4.8. Top 15 districts with higher poverty rates (2014)

District	Poverty rate (upper poverty line)
Kurigram	63.7%
Barisal	54.8%
Shariatpur	52.6%
Jamalpur	51.1%

District	Poverty rate (upper poverty line)
Chandpur	51.0%
Mymensingh	50.5%
Sherpur	48.4%
Gaibandha	48.0%
Satkhira	46.3%
Rangpur	46.2%
Magura	45.4%
Pirojpur	44.1%
Bagerhat	42.8%
Gopalganj	42.7%
Rajbari	41.9%

Source: WFP, 2014 & Khonder & Mahzab, 2015

Table 4.9. Top 15 districts with lower monthly income per capita (2010)

District	Monthly per capita income
Khagrachhari	2,046
Comilla	2,058
Sunamganj	2,156
Feni	2,185
Nilphamari	2,322
Hobigonj	2,326
Brahmanbaria	2,359
Nawabgonj	2,370
Maulavibazar	2,399
Sirajgonj	2,424
Gaibandha	2,424
Bandarban	2,435
Kishoregonj	2,443
Noakhali	2,463
Munsigonj	2,476

Source: Bangladesh Bureau of Statistics, 2010 & Khonder & Mahzab, 2015

Table 4.10. Top 15 districts with higher infant mortality rate (2010)

District	Infant Mortality Rate per 1000 Live Birth
Manikgonj	51.40
Rangpur	50.00
Khagrachhari	49.79
Sirajgonj	49.42
Feni	47.14
Satkhira	47.01
Jhenaidah	45.98
Comilla	45.90
Maulavibazar	45.71
Gaibandha	44.94

Sylhet	44.94
Rajbari	44.90
Lalmonirhat	44.53
Brahmanbaria	44.32
Panchagar	42.17

Source: Bangladesh Bureau of Statistics, 2010

103 In terms of education indicators, Gaibandha holds the 11th position in the rank of lower literacy rates by districts (see table 4.11). When analyzing economic indicators, Gaibandha's participation in the Per Capita Gross District Product is 1.3%, which means Gaibandha holds position number 54 out of 64 in the higher to lower participation rank (see table 4.12).

Table 4.11. Top 15 districts with lower literacy rate (2011)

District	Literacy rate
Sunamganj	35.0
Bandarban	35.9
Sherpur	37.9
Jamalpur	38.4
Cox's Bazar	39.3
Netrokana	39.4
Hobigonj	40.5
Kishoregonj	40.9
Sirajgonj	42.1
Kurigram	42.5
Gaibandha	42.8
Nawabgonj	42.9
Bhola	43.2
Mymensingh	43.5
Nilphamari	44.4

Source: Bangladesh Bureau of Statistics, 2011

Table 4.12. Participation in Per Capita Gross District Product 2010-2011

District	Per capita Gross District Product (current prices)	
Dhaka	66,548	3.01%
Khulna	58,346	2.64%
Chittagong	55,281	2.50%
Bagerhat	48,696	2.21%
Narayangonj	47,707	2.16%
Gazipur	45,481	2.06%
Barguna	40,225	1.82%
Rajshahi	40,008	1.81%
Joypurhat	39,664	1.80%
Jessor	39,242	1.78%
Pabna	38,938	1.76%
Patuakhali	38,582	1.75%
Natore	37,940	1.72%
Barisal	37,934	1.72%

District	Per capita Gross District Product (current prices)	
Narail	37,911	1.72%
Satkhira	37,083	1.68%
Bhola	37,023	1.68%
Narsingdi	37,021	1.68%
Rangamati	36,934	1.67%
Thakurgaon	36,460	1.65%
Meherpur	36,414	1.65%
Naogaon	36,223	1.64%
Manikgonj	35,347	1.60%
Cox's Bazar	35,225	1.60%
Magura	35,171	1.59%
Kurigram	35,107	1.59%
Kushtia	35,036	1.59%
Dinajpur	34,811	1.58%
Bogra	34,396	1.56%
Sherpur	34,354	1.56%
Jhenaidah	34,131	1.55%
Chuadanga	33,955	1.54%
Madaripur	33,895	1.53%
Pirojpur	33,453	1.51%
Jamalpur	32,922	1.49%
Mymensingh	32,629	1.48%
Rajbari	32,615	1.48%
Lalmonirhat	32,528	1.47%
Rangpur	32,232	1.46%
Chandpur	31,998	1.45%
Gopalganj	31,984	1.45%
Sylhet	31,966	1.45%
Netrokana	31,780	1.44%
Tangail	30,957	1.40%
Lakshmipur	30,862	1.40%
Panchagar	30,477	1.38%
Jhalakathi	30,407	1.38%
Faridpur	30,405	1.38%
Shariatpur	30,277	1.37%
Munsigonj	29,713	1.35%
Noakhali	29,565	1.34%
Kishoregonj	29,325	1.33%
Bandarban	29,220	1.32%
Gaibandha	29,090	1.32%
Sirajgonj	29,088	1.32%
Maulavibazar	28,797	1.30%
Nawabgonj	28,442	1.29%
Brahmanbaria	28,318	1.28%
Hobigonj	27,915	1.26%
Nilphamari	27,870	1.26%
Feni	26,225	1.19%
Sunamganj	25,872	1.17%
Comilla	24,705	1.12%
Khagrachhari	24,556	1.11%

Source: Bangladesh Bureau of Statistics, 2011

Annex 5. Efficiency

5.1 WFP-McGovern-Dole School feeding Programme cost- efficiency

- 104 According to the IFPRI impact evaluation of feeding children in school in Bangladesh (2005) the SFP is highly cost-effective. In fact, the SFP cost per child per year in Bangladesh was of USD18, while in other countries WFP-supported school feeding cost was on average of USD34 per child per year. Besides, this same study highlights that the HEB strategy is simpler and cheaper to implement and manage than a full school lunch programme, basically because it avoids the costs of cooking at the schools and reduces the teachers' responsibilities on food management (International Food Policy Research Institute (IFPRI), 2005).
- 105 In 2006 the biscuit modality was considered a highly cost-efficient approach in terms of delivering food outputs compared to other modalities such as school meals. When high energy biscuits were provided, only 19% of total project costs were non-commodity costs, while for school meals 41% of total costs were non-commodity costs.
- 106 According to Gelli et al. (Gelli, A; Cavallero, A; Minervini L, 2011) the modality with the lower yearly costs per child are the fortified biscuit programmes when compared to take home rations, on-site meals and the combination of the last two. Biscuits are also the most cost-efficient modality when analysing the nutritional value for children, rather than the distributed quantities.
- 107 Data obtained from 74 countries in 2011 showed that SF programmes cost on average USD 173 per child per year. However, differences among countries according to their income level are important. High level income countries school feeding programmes cost on average USD 693 per child per year (11% of the per capita investments in primary education), while low income countries school feeding programmes cost on average USD 173 per child per year (68% of the per capita investments in primary education) (Gelli & Daryanani, 2013).
- 108 According to the financial database during the 3 years of the programme implementation, 40.4% of the grant corresponded to food and related costs, while the costs associated to capacity development and augmentation were around 8.5% of the grant (see table 5.1 for more detail).
- 109 HEB distribution and related costs was USD9.906.751. With this budget 4.363.667 students were fed during 39 months, so the expenditure per student was USD2.27. Consequently the expenditure per student per year was USD27.24. .

Table 5.1. Financial Information

	USA-C-01072-01	USA-C-01072-04	USA-C-01072-05	Total	Total Grant	Not included
Confirmed contributions						
In Kind	2,824,600	-	3,096,000	5,920,600		
Cash	3,587,749	8,088,600	4,711,280	16,387,629		

	USA-C-01072-01	USA-C-01072-04	USA-C-01072-05	Total	Total Grant	Not included
Stock transfer	-	-	-	-		
Total confirmed contributions	6,412,349	8,088,600	7,807,280	22,308,229		
Expenditures						
Project costs						
Food and related costs	4,250,249	344,622	5,311,880	9,906,751		
Cash & voucher and related costs	-	-	-	-		
Capacity development & augmentation	928,300	83,400	988,300	2,000,000		
Total direct operational costs	5,178,549	428,022	6,300,180	11,906,751		
DSC	778,300	2,446,944	939,900	4,165,144		
Stock transfer						
Total direct project costs	5,956,849	2,874,966	7,240,080	16,071,895		
Indirect support costs	455,500	596,300	567,200	1,619,000		
Total expenditures	6,412,349	3,471,266	7,807,280	17,690,895	26,000,000	8,309,105
Balance of contributions	-	4,617,334	-	4,617,334		

Source: WFP, 2018

5.2 Efficiency given by WFP – NGO partnership

110A key element to enhance the efficiency of the programme was the partnership between the WFP and the NGOs: BRAC and RDRS.

111 The Ranjpur-Dinajpur Rural Service (RDRS) is a major multisectoral development agency that provides opportunities and services to disadvantaged families. It was established in 1972 to assist with relief and rehabilitation the Ranjpur-Dinajpur region after the Independence War. Actually, it covers more than 20,000 sq. km, 15 districts and 93 upazilas nationwide.

112 The WFP and the RDRS have been working together since 2006. During this time, the RDRS has performed a variety of activities (see table 4) to help ensure the objectives of the programme.

113 Likewise, the Bangladesh Rural Advancement Comitee (BRAC) was founded in 1972, and established a partnership with the WFP on SF since 2013. It is a social development agency that promotes the elimination of extreme poverty, through the expansion of financial opportunities, gender equality and access to healthcare, among others. The role of the BRAC in the programme was to provide technical support in quality of education (see table 5.2).

Table 5.2. Activities and Objectives of the BRAC

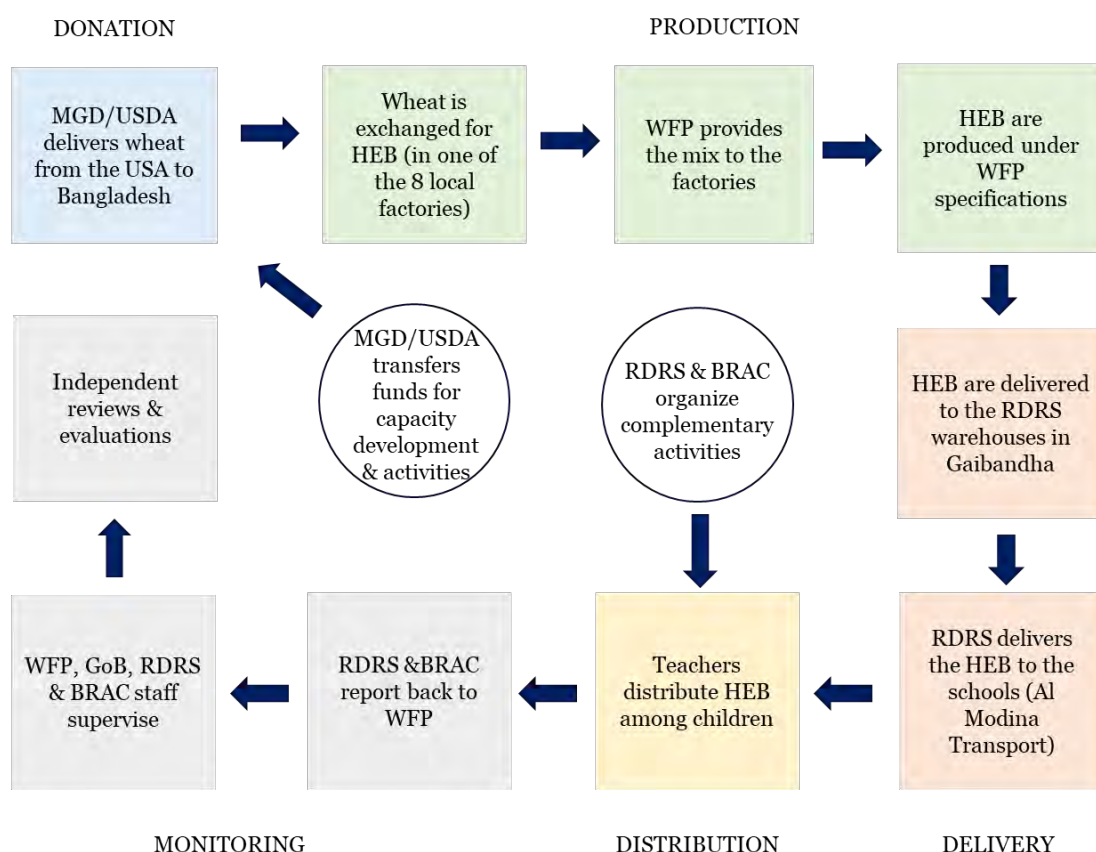
Objectives	Activities
Increase enrollment, attendance rate and completion rates in primary schools	Coordinate and conduct training for assistant teachers of GPS (Teaching Methods & Techniques)
Involved staffs are well aware of ensuring an interactive classroom and follow up	Coordinate and conduct training for head teachers (Management and Pedagogy)
Contribute in improving the learning ability, especially the reading capacity of (I-V)	Coordinate training for head teachers and assistant teachers only in Gaibandha Sadar
To develop capacity of teachers and school management	Distribute supplementary reading material for 264 primary schools
	Conduct (refresher) training for capacity development for RDRS
	Supervise and monitor schools
	Distribute best student awards
	Prepare and update training modules
	Coordinate with WFP, GOB and RDRS officials

Source: WFP, 2017

5.3 Efficiency in the HEB delivery process

114 The HEB supply chain(see graph 5.1) starts with the delivery of wheat from the USDA and the McGovern-Dole (donors) to Bangladesh. Afterwards, the WFP exchange of wheat for biscuits takes place. This procedure relies on 8 local biscuit-producing factories (New Olympia Biscuit Factory (Pvt) Limited, Resco Biscuit & Bread Factory (Pvt) Limited, Mona Food Industries, PRAN-RFL Center, Hoogly Biscuit Company, Masafi Bread and Biscuit Industries Ltd., Central Marketing Company, Dimond Biscuits Ltd) who were selected through a competitive process. The factories receive a WFP-approved vitamin-mineral premix to produce the biscuits.

Graph 5.1. Process of HEB delivery



Source: WFP, 2017

115 The biscuits are then delivered to the RDRS' warehouse where they are stored until distributed among the schools. The RDRS must prepare a delivery plan, check attendance and distribution and inspect the schools for good storage practices, hygiene and sanitation. Finally, the RDRS reports back to WFP, which has developed a system to improve hygiene and monitor the quality of production and storage through a food technologist and an inspection agency. This process is highly efficient because it incorporates important partnerships (WFP-RDRS) and lessons learned through years of experience (WFP, 2017).

5.4 Implementation of too many activities affected the Programme's efficiency

116 The implementation of too many complementary activities (essential learning package) was an issue that ended up affecting the efficiency of the programme. According to the testimonies given by the teachers and by the implementing partner, RDRS, it was difficult to implement all the activities planned in the FLP. At the schools, it needed full collaboration of the teachers that, although had high compromise, also had too many other responsibilities. Likewise, needed schools communities/parents participation for the achievement of the CMW, training parent-teacher association, and school gardens, for example. For RDRS was not easy to manage simultaneously so many activities in so many schools. As can be seen in table 5.4, there is a long list of activities that in the end, dispersed the efforts that could have been used in a more cost-efficient way.

Table 5.4. List of Complementary activities held during the programme

	Activities
Students	HEB distribution
	Reading corner
	Hand writing, storytelling & reading fluency competition
	Activation of Little Doctor
	Child Wall Magazine creation and press printing
	Art Competition
	Classroom Decoration with print rich materials
	Wall painting with visibility & message
	Vegetable Garden
	Formation and activation of Little Agriculture Team
	Health and hygiene education
	Deworming
Teachers	Training for school teachers
	Students recognition & orientation
	Organization of extracurricular activities
Parents/community	Women leadership workshops
	Parents gathering
	Community mobilization workshop
	Cooking demonstration, training on food prep
SMC	Classroom observation & Feedback
	National and international days observation
	PTA orientation
Warehouses	Training on food prep and storage practices
	HEB storage

Source: WFP, 2017

Annex 6. Effectiveness and impact

117 The yearly targets of the reporting system of the programme do not coincide with the cut dates of the WFP semi-annual reports, and the data shared by WFP-CO in 20/05/18 email do not coincide with the semi-annual reports data. This constitutes a major challenge for the evaluation of the effectiveness of the programme. The available information in this matter will be presented in the following pages.

EQ6. What is the level of attainment of the planned outputs and the extent to which the intervention delivered results for men and women, boys and girls?

118 The following table shows the number of schools and children covered by the Programme yearly. As can be seen, 480 schools from Gaibandha Sadar entered in 2016. In 2017, from the 1,264 schools in the Programme, 53% (668 schools) received the Essential Learning Package (ELP). Those were Madrasha and NGO schools. 47% (596 schools) received the Full Learning Package (FLP), those were the GPS schools.

Table 6.0. Number of schools and number of children covered by the Programme , 2015-2017

Year: 2015								
Upazila	Type of school/children no.							
	GPS	Children	Madrasha	Children	NGO	Children	Total school	Total children
Fulchari	113	26.526	1	186	125	4.923	239	31.635
Sundarganj	257	74.254	4	614	114	4.688	375	79.556
Saghata	-	-	-	-	83	2.873	83	2.873
Gobindaganj	-	-	-	-	203	6.264	203	6.264
Total	370	100.780	5	800	525	18.748	900	120.328

Year: 2016								
Upazila	Type of school/children no.							
	GPS	Children	Madrasha	Children	NGO	Children	Total school	Total children
Fulchari	115	27.653	1	212	84	4.083	200	31.948
Sundarganj	258	71.532	4	602	40	1.810	302	73.944
Saghata	-	-	-	-	112	4.054	112	4.054
Gobindaganj	-	-	-	-	167	5.324	167	5.324
Gaibandha Sadar	223	50.120	1	84	256	7.680	480	57.884
Total	596	149.305	6	898	659	22.951	1.261	173.154

Year: 2017								
Upazila	Type of school/children no.							
	GPS	Children	Madrasha	Children	NGO	Children	Total school	Total children
Fulchari	115	26.756	1	236	67	3.731	183	30.723

Sundarganj	258	68.716	4	551	17	1.149	279	70.416
Saghata	-	-	-	-	87	3.171	87	3.171
Gobindaganj	-	-	-	-	235	7.568	235	7.568
Gaibandha Sadar	223	51.610	1	84	256	9.063	480	60.757
Total	596	147.082	6	871	662	24.682	1.264	172.635

Source: WFP-CO, email from 27-05-2018.

6.1 HEB distribution to pre-primary and primary students

119 According to the Commitment Document (USDA, 2014) WFP may provide HEB in formal and informal schools, initially (Oct/14-Dec/14), in Gobindaganj, Saghata and Sundarganj. In January 2015, formal schools of Gobindaganj and Saghata had to be handover to the GoB National School Feeding in Poverty Prone Areas (NSFPPA), and the WFP should keep assisting informal schools. In Sundarganj, WFP should continue delivering HEB in formal and informal schools, and later the programme should be extended to formal and informal schools of the Fulchari upazila. At the end of 2017, all formal schools should be handed-over to the GoB. The first target was to support 137 thousand children in 930 schools.

120 In mid-2016, formal and informal schools from Gaibandha Sadar upazila were included in the programme due to an amendment signed with USDA (24 June, 2016). This inclusion implied to increase the planned coverage to 163,000 children per year.

121 All students that attended targeted schools received daily biscuits. WFP-RDRS had an expected enrolment and average feeding days from where an expected consumption was calculated. The actual consumptions of biscuits depended on the attendance rate. In average, during 2015-2017 monthly feeding days were 18 and the average the attendance rate was 77%, as can be seen in the following table. In average, 111.8 thousand children consumed biscuits monthly. The total HEB consumption was 5,903 MT.

Table 6.1. Number of children enrolled and who consumed biscuits, HEB consumption (MT) , 2015-2017

Year	Month	Enrolled children	Average feeding days	Expected consumption by biscuit package	Actual consumption by biscuit package	Attendance	Average children No. who consumed biscuits	HEB consumption (MT)
2014	Oct	204.059	9	1.836.531	1.489.906	81	165.545	111,743
2014	Nov	204.059	16	3.264.944	2.580.480	79	161.280	193,536
2014	Dec	204.059	8	1.632.472	1.326.026	81	165.753	99,452
Total								404,731
2015	Jan	118.741	10	1.187.410	701.742	59	70.174	52,63
2015	Feb	114.689	11	1.261.579	965.946	77	87.813	72,446
2015	Mar	112.953	24	2.710.872	2.213.586	82	92.233	166,019
2015	APR	120.502	22	2.651.044	2.283.639	86	103.802	171,272
2015	May	120.502	21	2.530.542	2.616.453	103	124.593	196,243
2015	Jun	120.502	11	1.325.522	1.179.242	89	107.204	88,443
2015	July	120.502	5	602.510	562.005	93	112.401	42,15
2015	Aug	120.502	24	2.892.048	2.366.773	82	98.616	177,508
2015	Sept	120.502	15	1.807.530	1.473.253	82	98.217	110,49
2015	Oct	120.502	16	1.928.032	1.605.013	83	100.313	120,376
2015	Nov	120.502	24	2.892.048	2.388.000	83	99.500	179,1
2015	Dec	120.502	12	1.446.024	1.268.893	88	105.741	95,167
Total								1471,844
2016	Jan	110.437	23	2.540.051	1.959.467	77	85.194	146,96
2016	Feb	108.804	23	2.502.492	1.914.827	77	83.253	143,612
2016	March	115.270	19	2.190.130	1.926.387	88	101.389	144,479
2016	Apr	115.270	23	2.651.210	2.224.746	84	96.728	166,856
2016	May	115.270	20	2.305.400	1.771.026	77	88.551	99,922
2016	June	115.270	14	1.613.780	687.456	43	49.104	51,559
2016	July	115.270	17	1.959.590	1.469.213	75	86.424	110,191

Year	Month	Enrolled children	Average feeding days	Expected consumption by biscuit package	Actual consumption by biscuit package	Attendance	Average children No. who consumed biscuits	HEB consumption (MT)
2016	Aug	172.776	21	3.628.296	3.113.427	86	148.258	217,26
2016	Sept	172.776	19	3.282.744	2.680.906	82	141.100	210,068
2016	Oct	172.776	19	3.282.744	2.466.653	75	129.824	184,999
2016	Nov	172.776	24	4.146.624	3.433.933	83	143.081	257,545
2016	Dec	172.776	19	3.282.744	2.275.646	69	119.771	170,681
Total								1.904,13
2017	Jan	160.161	25	4.004.025	3.187.627	80	127.505	239,072
2017	Feb	160.161	22	3.523.542	2.875.281	82	130.695	215,646
2017	Mar	160.161	15	2.402.415	1.915.315	80	127.688	143,649
2017	Apr	171.912	9	1.547.208	827.518	53	91.946	62,064
2017	May	172.373	23	3.964.579	2.517.674	64	109.464	188,826
2017	June	172.373	20	3.447.460	282.159	8	14.108	21,162
2017	July	172.373	24	4.136.952	3.236.045	78	134.835	242,704
2017	Aug	172.373	21	3.619.833	3.125.739	86	148.845	234,431
2017	Sep	172.373	15	2.585.595	1.934.222	75	128.948	145,067
2017	Oct	172.373	23	3.964.579	2.960.659	75	128.724	222,05
2017	Nov	172.373	25	4.309.325	3.435.711	80	137.428	257,679
2017	Dec	172.373	17	2.930.341	1.999.488	68	117.617	149,962
Total								2.122,31
Biscuits distribution in Gaibnadh from Oct-2014 to Dec 2017								5.903,02

122 Disaggregated biscuit consumption data between boys and girls replicate the enrolment and attendance gender structure in the Gaibandha targeted schools, with a higher girl's enrolment but a higher boy's attendance. So, finally the proportion of boys who consumed biscuits from the boys enrolled is similar to the proportion of girls who consumed biscuits from the girls enrolled.

Table 6.2. Biscuit consumption in McGovern Dole funded school feeding programme in Gaibandha: October 2014 to December 2017 by gender

Year	Month	Enrolled Children			Average children no. who consumed biscuits		
		Boys	Girls	Total	Boys	Girls	Total
2014	Oct	99.989	104.070	204.059	81.117	84.428	165.545
2014	Nov	99.989	104.070	204.059	79.027	82.253	161.280
2014	Dec	99.989	104.070	204.059	81.219	84.534	165.753
2015	Jan	56.996	61.745	118.741	33.684	36.491	70.174
2015	Feb	55.051	59.638	114.689	42.150	45.663	87.813
2015	Mar	54.217	58.736	112.953	44.272	47.961	92.233
Total distribution from Oct 2014-March 2015							
2015	APR	57.841	62.661	120.502	49.825	53.977	103.802
2015	May	57.841	62.661	120.502	59.805	64.788	124.593
2015	Jun	57.841	62.661	120.502	51.458	55.746	107.204
2015	July	57.841	62.661	120.502	53.952	58.449	112.401
2015	Aug	57.841	62.661	120.502	47.335	51.280	98.616
2015	Sept	57.841	62.661	120.502	47.144	51.073	98.217
Total distribution from Apr -Sep 2015							
2015	Oct	57.841	62.661	120.502	48.150	52.163	100.313
2015	Nov	57.841	62.661	120.502	47.760	51.740	99.500
2015	Dec	57.841	62.661	120.502	50.756	54.985	105.741
2016	Jan	53.010	57.427	110.437	40.893	44.301	85.194
2016	Feb	52.226	56.578	108.804	39.962	43.292	83.253
2016	March	55.330	59.940	115.270	48.667	52.722	101.389
Total distribution from Oct 2015-March 2016							
2016	Apr	55.330	59.940	115.270	46.429	50.299	96.728
2016	May	55.330	59.940	115.270	42.505	46.047	88.551
2016	June	55.330	59.940	115.270	23.570	25.534	49.104
2016	July	55.330	59.940	115.270	41.484	44.941	86.424
2016	Aug	82.932	89.844	172.776	71.164	77.094	148.258
2016	Sept	82.932	89.844	172.776	67.728	73.372	141.100
Total distribution from Apr -Sep 2016							
2016	Oct	82.932	89.844	172.776	62.315	67.508	129.824
2016	Nov	82.932	89.844	172.776	68.679	74.402	143.081
2016	Dec	82.932	89.844	172.776	57.490	62.281	119.771
2017	Jan	76.877	83.284	160.161	61.202	66.303	127.505

Year	Month	Enrolled Children			Average children no. who consumed biscuits		
		Boys	Girls	Total	Boys	Girls	Total
2017	Feb	76.877	83.284	160.161	62.733	67.961	130.695
2017	Mar	76.877	83.284	160.161	61.290	66.398	127.688
Total distribution from Oct 2016 to March 2017							
2017	Apr	82.518	89.394	171.912	44.134	47.812	91.946
2017	May	82.739	89.634	172.373	52.543	56.921	109.464
2017	June	82.739	89.634	172.373	6.772	7.336	14.108
2017	July	82.739	89.634	172.373	64.721	70.114	134.835
2017	Aug	82.739	89.634	172.373	71.445	77.399	148.845
2017	Sep	82.739	89.634	172.373	61.895	67.053	128.948
Total distribution from Apr -Sept 2017							
2017	Oct	82.739	89.634	172.373	61.788	66.937	128.724
2017	Nov	82.739	89.634	172.373	65.966	71.463	137.428
2017	Dec	82.739	89.634	172.373	56.456	61.161	117.617

Source: WFP-CO, email from 27-05-2018.

123 Consequently, total biscuit consumption was 5,903.02 MT, which is 78,706,920 biscuits as Table 6.3 shows.

Table 6.3. Biscuit consumption in McGovern Dole funded school feeding programme in Gaibandha: October 2014 to December 2017

Year	Month	Biscuit consumption (MT)	In grams*	In biscuits: 75 grams per biscuit*
2014	Oct	111.743	111,743,000	1,489,907
2014	Nov	193.536	193,536,000	2,580,480
2014	Dec	99.452	99,452,000	1,326,027
Total		404.731	404,731,000.00	5,396,413.33
2015	Jan	52.63	52,630,000	701,733
2015	Feb	72.446	72,446,000	965,947
2015	Mar	166.019	166,019,000	2,213,587
2015	Apr	171.272	171,272,000	2,283,627
2015	May	196.243	196,243,000	2,616,573
2015	Jun	88.443	88,443,000	1,179,240
2015	July	42.15	42,150,000	562,000
2015	Aug	177.508	177,508,000	2,366,773
2015	Sept	110.49	110,490,000	1,473,200
2015	Oct	120.376	120,376,000	1,605,013
2015	Nov	179.1	179,100,000	2,388,000
2015	Dec	95.167	95,167,000	1,268,893
Total		1,471.844	1,471,844,000.00	19,624,586.67
2016	Jan	146.96	146,960,000	1,959,467
2016	Feb	143.612	143,612,000	1,914,827

Year	Month	Biscuit consumption (MT)	In grams*	In biscuits: 75 grams per biscuit*
2016	Mar	144.479	144,479,000	1,926,387
2016	Apr	166.856	166,856,000	2,224,747
2016	May	99.922	99,922,000	1,332,293
2016	Jun	51.559	51,559,000	687,453
2016	Jul	11.191	110,191,000	1,469,213
2016	Aug	217.26	217,260,000	2,896,800
2016	Sept	210.068	210,068,000	2,800,907
2016	Oct	184.999	184,999,000	2,466,653
2016	Nov	257.545	257,545,000	3,433,933
2016	Dec	170.681	170,681,000	2,275,747
Total		1,904.13	1,904,132,000.00	25,388,426.67
2017	Jan	239.072	239,072,000	3,187,627
2017	Feb	215.646	215,646,000	2,875,280
2017	Mar	143.649	143,649,000	1,915,320
2017	Apr	62.064	62,064,000	827,520
2017	May	188.826	188,826,000	2,517,680
2017	Jun	21.162	21,162,000	282,160
2017	Jul	242.704	242,704,000	3,236,053
2017	Aug	234.431	234,431,000	3,125,747
2017	Sep	145.067	145,067,000	1,934,227
2017	Oct	222.05	222,050,000	2,960,667
2017	Nov	257.679	257,679,000	3,435,720
2017	Dec	149.962	149,962,000	1,999,493
Total		2,122.31	2,122,312,000.00	28,297,493.33
Grand total		5,903.02	5,903,019,000.00	78,706,920.00

*Conversion made by the ET.
Source: WFP-CO, email from 27-05-2018.

- 124 According to the Mid-Term Evaluation of the programme (WFP, 2017), the biscuits are produced following WFP guidelines and must provide 66% of the recommended nutrient intake (RNI) of essential vitamins and minerals for a school-age child. HEB nutritional facts are presented in table 6.4.

Table 6.4. HEB nutritional facts

75 g daily portion. Fortified biscuits (per 100 gm) contains:	
Calories	450 kcal minimum
RNI	66%
Fat	15 gm minimum
Sugar	10-15 gm
Fibre	2.3 gm maximum
Added micronutrients: Subject to adjustments with baking losses	
Vitamin A	1.168 IU
Vitamin D3	106 IU
Vitamin E	8.2 mg
Vitamin B1	0.9 mg

Vitamin B2	0.8 mg
Vitamin B5	3.7 mg
Folid Acid:	112 mcg
Nicotinamide:	6.6 mg
Vitamin C	45 mg
Vitamin B6	1.3 mg
Vitamin B12	0.8 mg
Iron	11.0 mg
Zinc	7.0 mg
Iodine	98.0 mcg

Source: WFP, https://documents.wfp.org/stellent/groups/public/documents/manual_guide_proced/wfp254323.pdf

125 Table 6.5 shows the daily recommended intake of iron, vitamin A and vitamin C by age groups and gender.

Table 6.5. Daily recommended intake of Iron, Vitamin A and Vitamin C

Age group	Iron		Vitamin A		Vitamin C	
7-10 years	12 mg		400 mcg		20 mg	
10-12	boys	girls	boys	girls	boys	girls
	12 mg	11mg	500 mcg	500 mcg	20	20
12-14	18 mg	20 mg	600 mcg	600 mcg	30	30

Source: Adapted of Human nutrition in the developing world, FAO.
http://www.fao.org/docrep/w0073e/w0073e08.htm#P9793_1161767

126 Biscuits covers, for ages 7-13 years old, from 21.5% 13.2% of caloric intake for school boys and 23.6 to 14.8 for school girls, being in all ages slightly higher for girls than for boys as can be seen in Table 6.6.

Table 6.6. Percentage of coverage of daily recommended caloric intake by HEB distribution, for boys and girls from 1 to 13 years age (FAO/WHO 2001).

Age (years)	Boys		Girls	
	Recommended caloric intake (Kcal)	Percentage of coverage	Recommended caloric intake (Kcal)	Percentage of coverage
1 to 2	948	35.6%	865	39.0%
2 to 3	1129	29.9%	1047	21.2%
3 to 4	1252	26.9%	1156	29.2%
4 to 5	1360	24.8%	1241	27.2%
5 to 6	1467	23.0%	1330	25.4%
6 to 7	1573	21.5%	1428	23.6%
7 to 8	1692	19.9%	1554	21.7%
8 to 9	1830	18.4%	1698	19.9%
9 to 10	1978	17.1%	1854	18.2%
10 to 11	2150	15.7%	2006	16.8%
11 to 12	2341	14.4%	2149	15.7%
12 to 13	2548	13.2%	2276	14.8%

Source: FAO Food and Nutrition Technical Report Series, 1. Human energy requirements, report of a Joint FAO/WHO Expert Consultation. <http://www.fao.org/3/a-y5686e.pdf>, access 31 July 2018

6.2 Internal and external factors enhancing or impairing the programme's performance

127 The WFP Rangpur SO identified a series of external and internal factors that affected the accomplishment of the HEB distribution target (monthly reports). For example, regarding the internal factors, during April of 2015 the late inclusion of some schools led to a delay in the delivery of the biscuits. Issues such as meetings (see June 2016, January 2017), miscalculation of feeding days (see June 2017) and extended vacation (see October 2016) resulted in the closure of some of the schools for several days which delayed the HEB distribution. From the external factors, blockades due to pipeline breaks and floods were the major obstacles in the delivery of the biscuits.

128 ET gathered the 36 WFP-Rangpur monthly reports where the expected number of students that would receive HEB, from students' assistance expectance, was compared to the number of students who did receive HEB. In average in 2015 there was a coincidence of 76%, in 2016 of 90% and in 2017 of 83%.

Table 6.7 Monthly number of students that received HEB: 2015, 2016 and 2017

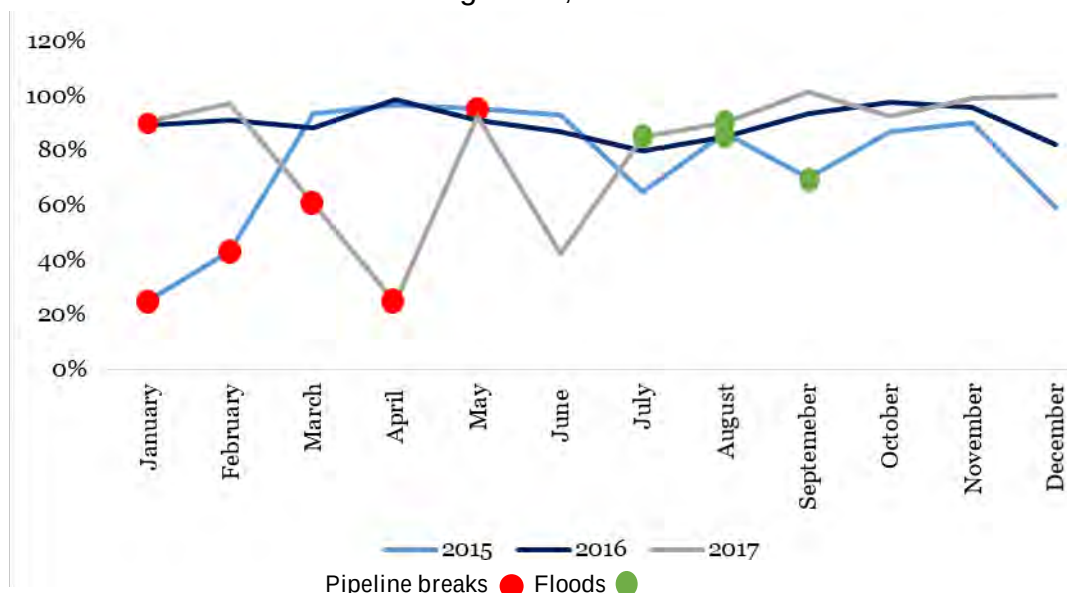
	2015			2016			2017		
	Expected	Actual		Expected	Actual		Expected	Actual	
January	211.54	52.63	25%	195.05	174.34	89%	264.44	239.07	90%
February	196.85	85.03	43%	192.83	176.05	91%	221.98	215.65	97%
March	214.38	200.29	93%	207.94	183.44	88%	236.40	143.65	61%
April	224.68	216.92	97%	214.42	211.82	99%	253.00	62.06	25%
May	245.13	233.07	95%	191.20	174.03	91%	204.31	188.83	92%
June	143.77	133.60	93%	109.46	95.12	87%	50.06	21.16	42%
July	120.72	78.44	65%	180.70	144.39	80%	285.00	242.70	85%
August	260.31	224.41	86%	327.48	278.42	85%	260.00	234.43	90%
September	210.81	147.30	70%	255.30	238.24	93%	142.85	145.07	102%
October	188.43	163.61	87%	234.15	229.13	98%	239.50	222.05	93%
November	251.70	227.17	90%	318.52	305.72	96%	260.00	257.68	99%
December	224.35	133.24	59%	245.44	201.57	82%	149.96	149.96	100%
Average			76%			90%			86%

Source: Rangpur SO monthly reports 2015, 2016, 2017

129 In Graph 6.1, ET matched the WFP Rangpur monthly reports explanation on the issues affecting the accomplishment of the targets with the percent of actual vs expected students who received HEB. As can be seen, regarding the external factors that delayed HEB distribution, during the first semester of the year blockades due to pipeline breaks (red dots) were determinant. On the other hand, on the second

semester, the constant floods (green dots) resulted in the closure of several schools, which affected the biscuits' distribution.

Graph 6.1. Percent of actual vs. expected students who received HEB during 2015, 2016 and 2017



Source: Rangpur SO monthly reports 2015, 2016, 2017

6.3 Complementary activities

130 According to the semi-annual reports, the attainment of the complementary activities was the following (see Table 6.8):

131 Awareness campaigns. At the community level the Community Mobilization Workshops (CMWs) were the instrument to deliver nutrition and hygiene messages. Also, social issues messages to prevent child marriage, early pregnancy and dowry were delivered. From WFP's semi-annual monitoring reports the targets were not accomplished due to political unrest during 2015 (WFP, 2015), and floods during 2016 (WFP, 2016). By 2017, target was not accomplished due "to delayed start of implementation of approved modification request" (WFP, 2017). In sum, from the 176 CMW planned, 131 were done, 74% of the target¹⁰⁷.

132 The awareness campaign at the national level implied the organization of a multi-sectorial conference, a "National Education and School Feeding Stakeholders Engagement Conference". The conference was reported as done in the 3rd Semi-Annual report (10/15-03/16) (WFP, 2016).

133 Extra-curricular activities included reading clubs, story hours and school gardening clubs at schools. Also, they included the provision of reading corners to schools with reading clubs, and an annual Art Competition. Additionally, the plans also included the

¹⁰⁷ This indicator is not open by gender in the semi-annual reports.

participation of all the students in planting, tending and harvesting vegetables on school gardens, and also participating in interactive cooking demonstrations. The initial target was 450 students participating in one or more extracurricular activities yearly (2015-2017), but in the Modification I to the commitment letter (USDA, 2016), for 2016 and 2017 increased it to 1,300 students, respectfully, in sum, 3,050 students. This target was overachieved as 85,544 students¹⁰⁸ were incorporated in extra-curricular activities.

134 According to the school surveys 2015-2017 data done in Fulchari and Sundarganj, the percent of schools with a library or library corner for students increased from 68% to 100%.

135 Student recognition included gender balance recognitions of student's efforts such as regular attendance, academic performance and/or improvements, and community engagement. The planned output was 29,000 students that should receive different types of recognitions. According to the semi-annual reports, 25,166 students were benefited from "student recognition", that is 87% of the target¹⁰⁹.

136 School gardens. Schools with the conditions of land availability, willingness to safeguard the garden, a strong community engagement, and a high teacher and student attendance rate, will receive support and tools for the construction of school gardens. The aggregated target was 662 school gardens, from which 657 were established, 99% of the target. According to the school surveys done in Fulchari and Sundarganj the percent of schools with school garden increased from a 36% to 84.2%.

137 Training teachers and school administrators. Implement teacher training interventions to enhance creative teaching methodologies, complemented with teaching materials. The planned output was 4,610 teachers trained (it is counted twice because included retraining), 3,688 teachers who demonstrated use of new and quality teaching techniques or tools. In addition, 1,310 school administrators and officials trained (it is counted twice because included retraining), and 1,000 school administrators and officials who demonstrate use of new techniques or tools. From this, based on the semi-annual reports, the level of attainment was 56%, 54%, 40% and 44%, respectively¹¹⁰. It is important to clarify that there were 596 school administrator (head teacher) and 2,204 Assistant teachers in 596 GPS. Against the plan, 525 school administrator and 2,204 Assistant teachers received training once during the project years. Although, as per recommendation from Mid-term evaluation a refresher training was planned in 2017 for all teachers. But it was done partially, only 360 teachers participated in the refresher training due to reasons related to the teachers' shortages and/or the unavailability of teachers' time. Other reasons for having a lower attainment were the political unrest during 2015 (WFP, 2015), floods during 2016 (WFP, 2016) and a "delayed start of implementation of approved modification request" (WFP, 2017).

138 Teacher attendance promotion. Promoting teacher attendance was planned through technical support to MoPME, and at the local level to increase monitoring and reporting capacity. At schools, will engage with school administrators and schools

¹⁰⁸ Ibid.

¹⁰⁹ Ibid.

¹¹⁰ Ibid.

community to encourage them to be proactive when teacher attendance is an issue. CMW would be an instrument of motivation. The total planned output was 106 DPEO, UPEO and AUPEO officials trained in monitoring and reporting, and 2,710 teachers benefiting for CMW. From this, based on the semi-annual reports, the level of attainment was 44% and 26%, respectively. Although, according to WFP-CO M&E updated data (25/07/18) the number of DPE, UPEO, AUPEA officials trained in monitoring and reporting was 81 from a target of 78 (104% of attainment) and the number of teacher benefiting from CMW was 1717 from a target of 2470 (70% of attainment). According to the school surveys 2015-2017 data done in Fulchari and Sundarganj, the percent of teachers attending $\geq 90\%$ of the school days during last academic year (January-December 2014) was in 2015 77% and by 2017 was 70.7%.

- 139 Training parent-teacher associations. Mentoring and training to SMC, in special to increase the number to SMCs led by women. The total planned output was 880 number of parent-teacher associations (or similar school governance structures) supported. From this, based on the semi-annual reports¹¹¹, the level of attainment was 3.77 times the planned output.
- 140 According to the school surveys 2015-2017 data done in Fulchari and Sundarganj, the percent of schools with SMC decreased from 96% in 2015 to 81.1% in 2017. Also decreased the percent of schools where school management committee (SMC) is highly engaged in school feeding program from 23% to 15.8% and the percent of schools where school management committee (SMC) is highly engaged in other aspects of management at school level from 40% to 32.6%.
- 141 Training on biscuit production, commodity management, storage and transportation. Included training on the biscuit manufacture, on storage practices, warehouse and commodity management, and adequate transportation, ensuring quality over the production, storage and distribution chain. The total planned output was 982 people trained, and 90 GoB officials, implementing partner staff, store persons, and WFP national staff trained in commodity management yearly. From this, based on the semi-annual reports¹¹², the level of attainment was 56% and 99%, respectively.
- 142 Capacity building at local, regional and national level. Included: i) increasing the capacity of GoB institutions to implement school feeding; ii) improving the policy and regulatory framework, and iii) enhancing the sustainability of financing for the NSFPPA. At the local level, the total planned output of workshops /trainings /discussions held in school feeding sustainability, design and implementation was 18. From this, based on the semi-annual reports, the level of attainment was 3.56 times the planned output.

¹¹¹ Ibid.

¹¹² Ibid.

Table 6.8. Semi-Annual Reports: Full package indicators, targets vs. achievement, 2015-2017.

Activity	Indicator	Target for FY 2015	Target for FY 2016	Target for FY 2017	Augmented target for 2017	FY2 018	Total target	01/10/14-31/03/15	01/04/15-30/09/15	01/10/2015-31/03/2016	01/04/2016-30/09/2016	10/16-03/17	04/17-09/17	10/17-03/18	Total achieved	% attainment
Raising Awareness on the Importance of Education	Number of Community Mobilization Workshops held	15	62	62	87	12	176	3	10	6	12	47	41	12	131	74%
Organizing Extra-Curricular Activities	Number of students who participate in one or more extracurricular activity	450	1.300	1.300	1.300	-	3.050	436	125	9.439	36.806	700	19.019	19.019	85.544	2805%
Establishing School Gardens	Number of school gardens established	90	160	160	320	92	662	17	76	199	81	156	72	56	657	99%
Training on Food Preparation and Storage Practices	Number of people trained on food preparation and storage practices	180	350	350	350	102	982	-	180	182	120			68	550	56%
Promoting Teacher Attendance	Number of DPEO, UPEO and AUPEO officials trained in monitoring and reporting	22	28	28	28	28	106	-	5	-	13			29	47	44%
	Number of teachers benefiting from Community Mobilization Workshops	210	620	620	1.640	240	2.710	30	120	60	131			355	696	26%
Student Recognition	Number of students benefiting from "student recognition"	6.000	11.000	11.000	11.000	1.000	29.000	175	4.788	2.005	1.260	8.256	1.530	7.152	25.166	87%

Activity	Indicator	Target for FY 2015	Target for FY 2016	Target for FY 2017	Augmented target for 2017	FY2 018	Total target	01/10/14-31/03/15	01/04/15-30/09/15	01/10/2015-31/03/2016	01/04/2016-30/09/2016	10/16-03/17	04/17-09/17	10/17-03/18	Total achieved	% attainment
Training: Commodity Management	Number of GoB officials, implementing partner staff, store persons, and WFP national staff trained in commodity management	26	32	32	32	-	90	-	30	-	30	-	29	-	89	99%
Training: Parent-Teacher Associations	Number of Parent-Teacher Associations (PTAs) or similar "school" governance structures supported as a result of USDA assistance	180	350	350	350	-	880	-	180	118	220	180	217	2.401	3.316	377%
Training: Teachers	Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance	210	2.200	2.200	2.200	-	4.610	-	210	133	1.225	846	-	150	2.564	56%
	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	168	1.760	1.760	1.760	-	3.688	-	-	-	1.005	846	-	150	2.001	54%
Training: School administrators	Number of school administrators and officials trained or certified as a result of USDA assistance	150	550	550	550	60	1.310	-	125	50	125	200	-	25	525	40%
	Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance	120	440	440	440	-	1.000	-	125	-	94	200	-	25	444	44%

Source: SFP-McGovern-Dole SF Programme Semi-Annual Reports 2015-2018

6.3 Outcomes achievements

143 During the programme's implementation, RDRS monitored the schools' performance using the following indicators: 1) early morning students' reception of the biscuits, 2) biscuits' storage system, 3) physical balance between biscuits and books, 4) implementation of a nutrition education plan and a vegetable garden and 5) implementation of extracurricular activities according to plan. The last indicator corresponds to the full learning package while the first four belong to the essential learning package. Besides, for the calculation of the SF implementation score, the first indicator weights 10 points, while the remaining four weight 5 points each. Therefore, the maximum score that could be obtained by each school was 30 points.

144 The monitoring data is available for 2015, 2016 and 2017. However, the ET faced some problems associated with the 2015 data base that limited the scope of analysis. First, the 2015 information was basically a list of schools that didn't include a differentiation among them by type and upazila. Second, the schools' names and codes were misspelled so it was impossible to merge the data with 2016 and 2017 information.

145 Additionally, RDRS monitoring data didn't match WFP-McGovern Dole information, which impeded the identification of the schools' inclusion date in the programme and a further and more specific analysis.

146 Regarding the 2016 data, ET found that in 4 out of the 5 upazilas some schools didn't provide the information required to calculate their performance (see table 6.9). Therefore ET dropped out this schools to calculate the average performance by upazila and school type.

Table 6.9. Percentage of missing information by upazila and type of school, 2016

Upazila	Total	GPS	NGO	Madrasah	NFPE	PP	Other
Fulchori	31.2%	28.7%	34.5%	N/A	N/A	N/A	N/A
Saghata	24.7%	37.5%	N/A	N/A	13.0%	25.9%	0
Gobindaganj	23.8%	20.6%	N/A	N/A	46.7%	22.5%	N/A
Gaibandha Sadar	0.7%	0.4%	1.2%	0	N/A	N/A	N/A
Sundarganj	0.0%	0.0%	0.0%	0.0%	N/A	N/A	N/A

Source: WFP-RDRS Monthly Monitoring Data 2016, 2017

147ET consistently found that schools didn't report the information associated with the fifth indicator for 2016 and 2017. Therefore, the analysis on the full learning package implementation is limited.

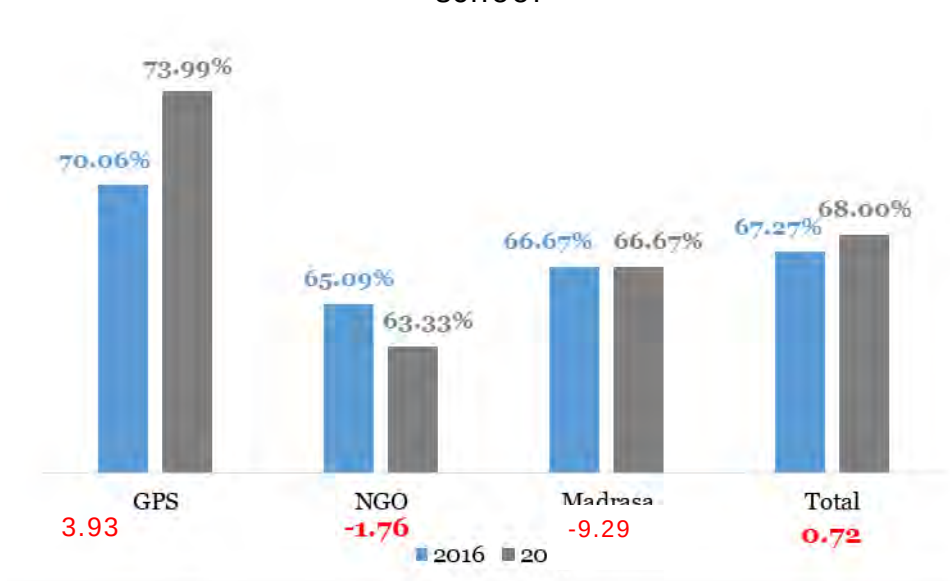
Table 6.10. Number of schools that didn't report the fifth indicator by school type, upazila and year

	2016					
Upazila	GPS	NGO	Madrasah	NFPE	PP	Other
Fulchari	67/82	All	N/A	N/A	N/A	N/A
Shagatha	All	N/A	N/A	All	All	All
Gobindaganj	All	N/A	N/A	All	All	N/A
Gaibandha Sadar	226/231	All	All	N/A	N/A	N/A
Sundarganj	112/245	All	All	N/A	N/A	N/A
	2017					
Upazila	GPS	NGO	Madrasah	NFPE	PP	Other
Fulchari	109/116	62/66	N/A	N/A	N/A	N/A
Shagatha	N/A	All	N/A	All	All	All
Gobindaganj	All	N/A	N/A	N/A	N/A	N/A
Gaibandha Sadar	222/223	270/275	All	N/A	N/A	N/A
Sundarganj	0/261	All	N/A	N/A	N/A	N/A

Source: WFP-RDRS Monthly Monitoring Data 2016, 2017

148 Finally, ET compared the average performance of the schools by type, upazila and indicator, as can be seen in the following graphs. The growth rate between 2016 and 2017 results is in red and the final scores were transformed into percentages, so that they can be compared easily.

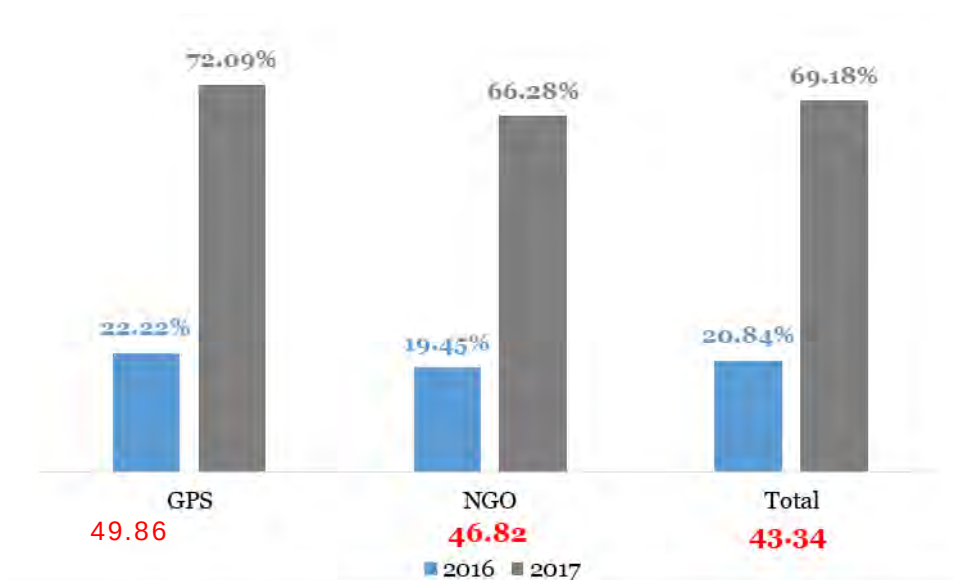
Graph 6.2. Gaibandha Sadar average indicators' performance by type of school



Source: WFP-RDRS Monthly Monitoring Data 2016, 2017

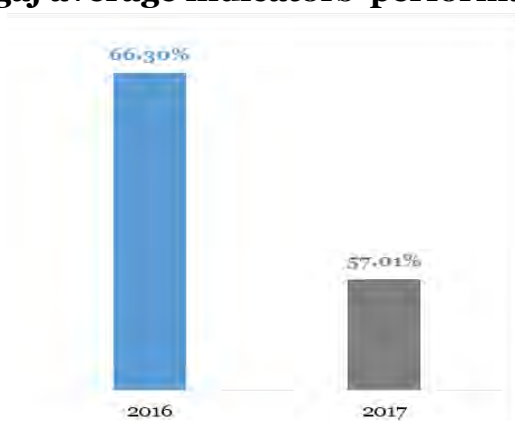
149 In Gaibandha Sadar GPS schools on average improved their scores from 2016 to 2017 (see graph 6.2). However, NGO's performance declined, therefore the total average school performance in this upazila augmented but only in 0.72 percentage points.

Graph 6.3. Fulchori average indicators' performance by type of school



150 In Fulchori, both GPS and NGO's schools improved their performance from 2016 to 2017 (see graph 6.3). It's important to highlight that the full learning package was implemented for a longer period in Fulchori and Sundarganj upazilas. In fact, growth rate in Fulchari from 2016 to 2017 was the higher from all upazilas, regardless of the schools' type. Nonetheless, this upazila had the largest amount of missing information.

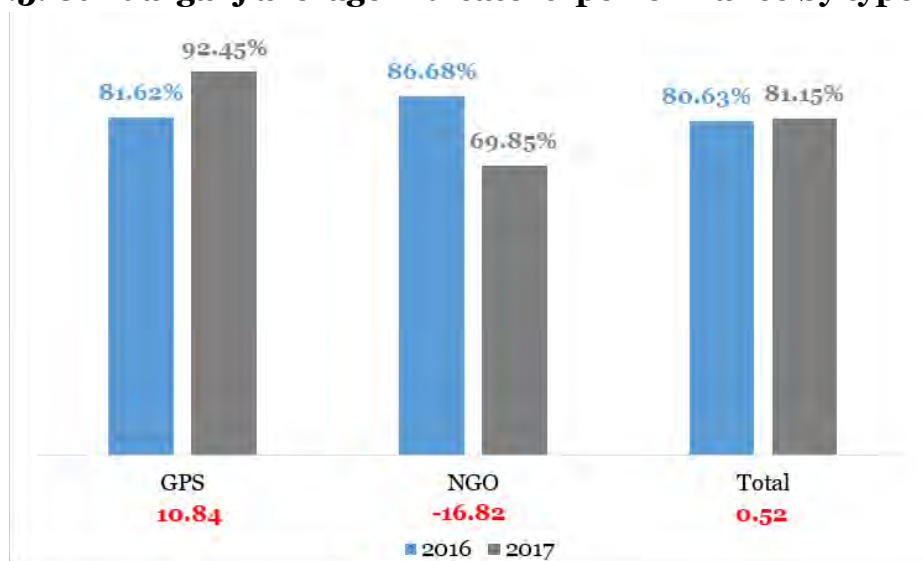
Graph 6.4. Gobindagaj average indicators' performance by type of school



151 The types of schools in Gobindaganj didn't coincide between 2016 and 2017 data bases. Therefore, ET could only analyze the total average performance. As can be seen in graph 6.4, the SF implementation average score declined in almost 10 percentage

points. In fact, this was the upazila with the worse (more negative) growth rate for the 2016-2017 period.

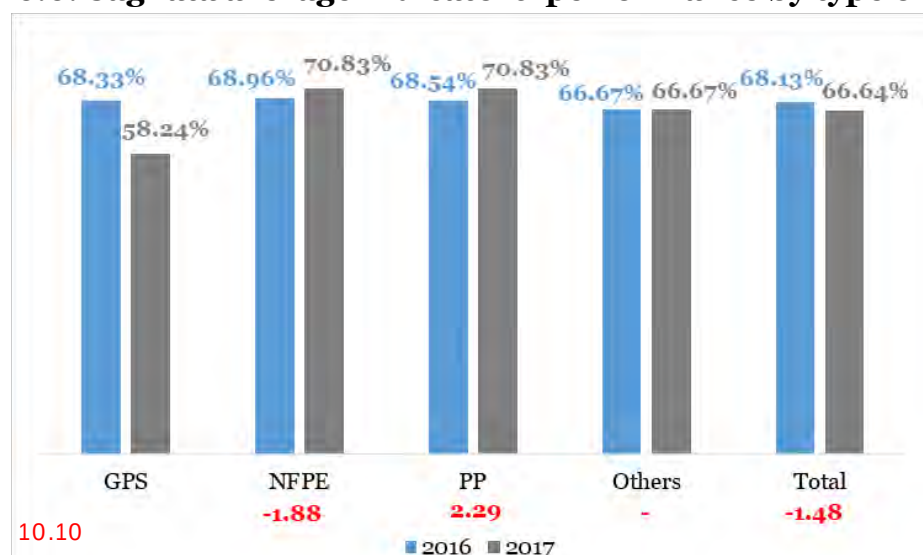
Graph 6.5. Sundarganj average indicators' performance by type of school



Source: WFP-RDRS Monthly Monitoring Data 2016, 2017

152 In Sundarganj schools obtained the higher scores among all upazilas (see graph 6.5), which might be explained, as mentioned above, because of the longer implementation of the full learning package. However, as in Gaibandha Sadar, NGO's schools diminished their scores, while GPS improved their performance.

Graph 6.6. Saghata average indicators' performance by type of school



Source: WFP-RDRS Monthly Monitoring Data 2016, 2017

153 Finally, as can be seen in graph 6.6, Saghata's schools performance remained relatively unaltered. However, the overall average score decreased from 2016 to 2017.

154 Concluding, with the available information, ET considers that in general schools from 3 out of 5 upazilas improved their average performance scores on the SF programme implementation from 2016 to 2017.

WFP SO4: Reduce under nutrition and break the intergeneration cycle of hunger

155 School baseline and outcome surveys provide indicators to track nutrition, having in mind that they only include Sundargonj and Fulchori upazilas.

- Dietary diversity of school-age children, measured as:
“Dietary history of pupils was measured by interviewing parents using a 24 hours recall. Data was collected on the ten food groups recommended by USDA, as suggested in Volume 11 of the Feed the Future guidance series. Mean dietary diversity score is presented here” (Source and measurement from excel file comparing surveys).
- Percent of students in target schools who regularly consume a meal before the school day
“Students’ consumption of meals before the school day was assessed by asking parents whether the child had a breakfast before school in the past six school days; regular consumption was defined as a positive response on all six days”.
- Percent of students in target schools who regularly consume a meal during the school day
“This indicator was calculated as the percent of students who received WFP provided biscuits and consumed these during school hours. Consumption history over the last seven days (six school days) was taken from students; regular consumption was defined as a positive response on all six days”.

156 As can be seen in Table 6.11, the dietary diversity indicator decreases from 5.1 in 2015 to 4.7 in 2017, and the percent of students in target schools who regularly consume a meal before the school day increased from 94% to 96.7%. Both indicators depends on many external factors not under WFP control.

157 The percent of students in target schools who regularly consume a meal during the school day, where biscuits may be the meal to be taken every day, increased from 94% to 96.6%. It is important to clarify that the baseline survey was taken in June 2015 when the programme was already in implementation.

Table 6.11. WFP McGovern-Dole SF Programme performance indicators:
Baseline – Outcome survey 2016 – Outcome survey 2017

Result level	Indicator	Baseline Survey			Outcome Survey 2016			Outcome Survey 2017		
		Average value (%)	Value by sex (%)		Average value (%)	Value by sex (%)		Average value (%)	Value by sex (%)	
			Male	Female		Male	Female		Male	Female

Result level	Indicator	Baseline Survey			Outcome Survey 2016			Outcome Survey 2017		
		Average value (%)	Value by sex (%)		Average value (%)	Value by sex (%)		Average value (%)	Value by sex (%)	
			Male	Female		Male	Female		Male	Female
McGovern-Dole SO2	Dietary diversity of school-age children	5.1 (± 0.05) ^{ns}	5.1 (±0.07)	5.04 (±0.07)	4.3 (± 0.05) (3) (p=0.000)	4.3	4.3	4.7	4.6	4.7
McGovern-Dole 1.2.1	Percent of students in target schools who regularly consume a meal before the school day	94 ^{ns}	93	95	96 ^{ns} (p=0.088)	95.2	96.7	96.7	96.6	96.9
	Percent of students in target schools who regularly consume a meal during the school day	59 ^{ns}	60	58	93.6 (3) (p=0.000)	94.3	92.9	94.3	94.1	94.5

Source: WFP baseline and final school surveys, 2015 & 2017.

^{ns} Not significant either by sex or by upazila or by rounds

¹ Significant difference between male and female

² Significant difference between survey upazilas (Fulchori and Sundarganj)

³ Significant difference (p-value is less than 0.05) between survey rounds (baseline and outcome surveys)

158 Other related indicators with nutrition and health are the following: Percent of students in target schools who can name at least three good nutrition and dietary practices. “Data was collected through interviews with students”. This indicator had as target an 80%. According to the surveys, it showed an increase of 116.2% between 2015 baseline and 2017 final survey, moving from 42% (39% boys and 44% girls) to 90.8% (89.3% boys and 92.2% girls).

Table 6.12. Indicators related to nutrition and dietary practices at school

Indicator			McGovern-Dole-2.3 Percent of students in target schools who can name at least three good nutrition and dietary practices
Baseline Survey	Average value (%)		42 ^{ns}
	Value by sex (%)	Male	39
		Female	44
Outcome Survey 2016	Average value (%)		79.6 (3) (p=0.000)
	Value by sex (%)	Male	77,8
		Female	81,3
Outcome Survey 2017	Average value (%)		90,8
	Value by sex (%)	Male	89,3
		Female	92,2

Source: WFP baseline and final school surveys, 2015 & 2017.

^{ns} Not significant either by sex or by upazila or by rounds

¹ Significant difference between male and female

² Significant difference between survey upazilas (Fulchori and Sundarganj)

³ Significant difference (p-value is less than 0.05) between survey rounds (baseline and outcome surveys)

159 In addition, some indicators related to sanitation are reported in the surveys. As can be seen in Table 6.13, the percent of schools with a source of safe drinking water at or near school was almost 100%. The percent of schools with a toilet facilities for

students increased from 85% to 98.9%, although in an increasing tendency, the number of toilets was highly insufficient, with one toilet per 107 students by 2017.

160 Separate toilets for girls increased from 28% of the schools to 49.5%.

Table 6.13. Indicators related to sanitation infrastructure at school

Indicator+	Baseline Survey	Outcome Survey 2016	Outcome Survey 2017
Percent of schools with a source of safe drinking water at or near school	99 ns	100	98,9
Percent of schools with toilet facilities for students	85ns	95,8	98,9
Average number of toilets	1.6 (± 1.4)ns	2,9	3,4
Toilets to student ratio	179 (± 11)ns	130	107
Percent of schools with separate toilets for girls	28	57,9	49,5

Source: WFP baseline and final school surveys, 2015 & 2017.

^{ns} Not significant either by sex or by upazila or by rounds

¹ Significant difference between male and female

² Significant difference between survey upazilas (Fulchori and Sundarganj)

³ Significant difference (p-value is less than 0.05) between survey rounds (baseline and outcome surveys)

161 There were some indicators related to the biscuit storage and management:

- Percent of target schools that use a pest management plan for their food storage facilities.

“Data was collected by interviews with storekeepers (usually the head teacher or another teacher from the school) from the sample school to ascertain whether the school had a pest management plan”.

- Percent of storekeepers trained on safe food preparation and storage practices.

“Storekeepers (usually the head teacher or another teacher from the school) were interviewed to ascertain their training history”.

- Percent of schools with dedicated storeroom for storage of biscuits

“Data was collected through interviews with storekeepers and direct observation”.

- Percent of school where food is stored off the ground

“Data was collected through interviews with storekeepers and direct observation”.

162 As can be seen in Table 6.14, the “percent of target schools that use a pest management plan for their food storage facilities” shows an increase of 40.4% between 2015 and 2017. In 2017, 77.9% of storekeepers were trained on safe food preparation and storage practices, 32.6% of the schools had a dedicated storeroom for storage of biscuits and 97.9% had the biscuits boxes stored off the ground.

Table 6.14. Indicators related to biscuit storage and management

Indicator	Baseline Survey	Outcome Survey 2016	Outcome Survey 2017
Percent of target schools that use a pest management plan for their food storage facilities	48 ns	65,3 ns (p=0,28)	67,4
Percent of storekeepers trained on safe food preparation and storage practices.	15	54,7	77,9
Percent of schools with dedicated storeroom for storage of biscuits	28ns	40	32,6
Percent of school where food is stored off the ground	94ns	100	97,9

Source: WFP baseline and final school surveys, 2015 & 2017.

McGovern-Dole SO1: Improved Literacy of school-age

163 HEB distribution and complementary activities may improve the quality in education. The programme measure it through 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”.

164 Comparing 2015 baseline with 2017 final survey, the literacy indicator, which target was 50% for girls and 50% for boys, moved from 25.5% to 28.4%, an 11% change, 11% boys and 12% girls. There is not enough information to assure that the differences by gender are statistically significant¹¹³.

Table 6.15. Literacy indicator: School surveys 2015-2017

Result level			McGovern-Dole-SO1 Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text
Baseline Survey	Average value (%)		25.5(2)
	Value by sex (%)	Male	25
		Female	26
Outcome Survey 2016	Average value (%)		27.4 ns (p=0.411)
	Value by sex (%)	Male	27,7
		Female	27,1
Outcome Survey 2017	Average value (%)		28,4
	Value by sex (%)	Male	27,7
		Female	29,1

Source: WFP baseline and final school surveys, 2015 & 2017.

^{ns} Not significant either by sex or by upazila or by rounds

¹ Significant difference between male and female

² Significant difference between survey upazilas (Fulchori and Sundorganj)

³ Significant difference (p-value is less than 0.05) between survey rounds (baseline and outcome surveys)

¹¹³ To assure there is differences between two means obtained from a survey a t-test for the comparison of two means have to be done. For it, is necessary to have the standard error for each mean. In this case there were not available.

165 Related indicators to the literacy improvement are attendance, attentiveness and illness that causes inattendance:

- Average number of school days missed by students due to illness (for each school and in aggregate)

“During the baseline survey pre-testing, there were no school records on days missed due to illness. Data was collected on average number of school days missed per student due to illness in last 30 days preceding the survey during the interview of ten randomly selected students and their parents from each sample school”.

- Percent of students (girls/boys) regularly (80%) attending schools/classrooms

“Student attendance was measured using the attendance record of ten randomly selected students from every sample school for the last academic year (January-December 2014)”.

- Percent of students in classrooms identified as inattentive by their teachers (data collected during a single day)

“Inattentiveness of students was collected based on the majority view of three teachers on the attentiveness of ten sampled students from each school”.

166 As can be seen in the Table 6.16 the “Percent of students (girls/boys) regularly (80%) attending schools/classrooms” increased from 79.2 to 81.3, that is a 2.9% (1% in boys and 5.4% in girls). In the case of the McGovern-Dole-1.3.2 “average number of school days missed by students due to illness (for each school and in aggregate)” the indicator reduced, in average, 13.8%. Although in boys increase of 1.7% on boys, and the reduction was shown among girls: 26.4%.

Table 6.16. Other indicators related to improvements quality in education:
School survey 2015-2017

Result level	Indicator	Baseline Survey			Outcome Survey 2016			Outcome Survey 2017		
		Average value (%)	Value by sex (%)		Average value (%)	Value by sex (%)		Average value (%)	Value by sex (%)	
			Male	Female		Male	Female		Male	Female
McGovern-Dole 1.2	Percent of students in classrooms identified as inattentive by their teachers (data collected during a single day)	29 ns	30	28	21.13 (p=0.000)	18,5	23,4	21,7	27,4	16,7
McGovern-Dole 1.3	Percent of students (girls/boys) regularly (80%) attending schools/classrooms	79.2	77	80	79.13 (p=0.000)	78	80	81,3	77,8	84,3
McGovern-Dole 1.3.2	Average number of school days missed by students due to illness (for each school and in aggregate)	Student response: 1.3 (±0.08)ns	1.2 (±0.11)	1.4 (±0.12)	0.98 (± 0.06) 3 (p=0.001)	0,99	0,96	1,12	1,22	1,03
		Parent response: 0.82 (±0.06)ns	0.82 (±0.09)	0.82 (±0.09)	0.65 (± 0.05) ns (p=0.36)	0,63	0,68	0,82	0,86	0,79

Source: WFP baseline and final school surveys, 2015 & 2017.

ns Not significant either by sex or by upazila or by rounds

¹ Significant difference between male and female

² Significant difference between survey upazilas (Fulchori and Sundarganj)

³ Significant difference (p-value is less than 0.05) between survey rounds (baseline and outcome surveys)

167 Other indicators are related with the “percent of teachers/educators/ teaching assistants who demonstrate the use of new and quality teaching techniques or tools as a result of USDA assistance” and the “percent of school administrators and officials who demonstrate the use of new tools and technologies as a result of USDA assistance”. In the case of the teachers, the indicator shows an increase of 29% between the baseline survey and the final survey. And in the case of the administrator’s indicator, there was an increase of 51%.

168 The increase in the teacher’s quality in education indicators by gender is very similar between the baseline and the final survey. A different case is the result by gender of the percent of school administrators and officials who demonstrated the use of new tools and technologies as a result of USDA assistance. Men showed an indicator almost half (34.8) of the female one (60) at the baseline, but at the final survey, the men’s indicator increased 142.5% ending with a higher indicator than the women one.

Table 6.17. Teachers and school administrator’s quality in education indicators: School survey 2015-2017

	Baseline 2015			Final survey 2017			% change		
	Total	Male	Female	Total	Male	Female	% change	% change male	% change female
Percent of teachers/educators/ teaching assistants who demonstrate the use of new and quality teaching techniques or tools as a result of USDA assistance	72,6	72	72,9	93,7	96,9	92,1	29%	35%	26%
Percent of school administrators and officials who demonstrate the use of new tools and technologies as a result of USDA assistance	53,8	34,8	60	81,1	84,4	79,4	51%	143%	32%
Complementary results									
Techniques used by teachers during class									
Participatory teaching techniques <i>ns</i>	20			62,1			211%		
Using audio-visual aids <i>ns</i>	31			40			29%		
Engaging actively with students <i>ns</i>	70			90,5			29%		
Teachers using at least of these two techniques <i>ns</i>	39			68,4			75%		
Did the teacher apply any participatory technique during the class?									
Role play & asking questions	9,5			53,7			465%		
Story telling	43			69,5			62%		
Group discussion	0			29,5					
Problem solving	42			50,5			20%		
Did the teacher use any audio-visual material?									
Pictures from textbook	34			52,6			55%		

	Baseline 2015			Final survey 2017			% change		
	Total	Male	Female	Total	Male	Female	% change	% change male	% change female
Handmade posters	4,2			6,3			50%		
Printed visual aids	9,5			12,6			33%		
Drawing and writing at the board	49			62,1			27%		
Playing video/audio	6,3			2,1			-67%		
Student engagement and other classroom observations									
Teacher makes an effort to make the class interesting	50			87,4			75%		
Teacher prepares and follows lesson plans	22			49,5			125%		
Teacher initiates topics related discussion from the common experiences before start discussing on the main topics	27			43,2			60%		
Teacher repeatedly and properly discusses difficult topics and words	52			85,3			64%		
Teacher reviews the content and evaluates the learning of the students at the end of class	62			65,3			5%		
Teacher helps slow learners to ensure their learning	24			54,7			128%		

Source: WFP baseline and final school surveys, 2015 & 2017.

Exploring impact by using upazila education data

169 Using MoPME primary education data from the 7 Gaibandha district upazilas, ET explored changes that could be related to the programme's implementation. As can be seen in Table 6.17, there is no evident differentiation among upazilas included and not included in the programme with regard to the change of attendance rate.

170 On the other hand, the percent of students that passed the PSC exam in all upazilas, is almost 100%, with exception of Saghata that shows a small improvement of 3% between 2013 and 2017, and Gaibandha Sadar presented a decrease of 3% between those years.

Table 6.18. Attendance and student passing the PSC exam by upazila: 2013-2017

Upazilas	Year	Shadullpur (not included)	Polashbari (not included)	Saghata (HEB&EP)	Gobindaganj (HEB&EP)	Fulchori (HEB&FP)	Sundarganj (HEB&FP)	Gaibandha Sadar (HEB&FP)	Gaibandha district
Enrolment	2013	48.475	49.753	38.689	88.712	25.984	97.786	76.021	425.420
	2014	50.500	48.587	51.482	87.176	26.765	98.627	84.106	447.243
	2015	43.089	47.230	52.627	89.775	25.691	101.000	80.510	439.922
	2016	42.171	48.102	39.328	66.920	31.637	79.722	77.144	385.024
	2017	42.382	48.025	38.789	67.291	32.741	80.487	79.850	389.565
Attendance rate (%)	2013	76	80	79	77	79	76	78	78
	2014	78	82	81	78	78	76	81	79
	2015	78	81	80	80	81	78	81	80
	2016	81	83	83	80	82	80	85	82
	2017	83	85	85	86	85	82	87	85
% chance in attendance rate	2013-2017	9%	6%	8%	12%	8%	8%	12%	9%
Number of student participated in Primary School Certificate (PSC) Exam	2013	4.815	4.815	5.094	7.780	2.984	8.215	7.286	40.989
	2014	4.952	4.952	5.231	8.310	2.849	8.527	7.960	42.781
	2015	5.107	5.107	8.783	9.436	3.107	9.214	9.126	49.880
	2016	5.094	5.094	6.378	9.612	3.343	9.087	9.174	47.782
	2017	5.154	5.154	6.144	9.591	3.203	9.146	8.522	46.914
Number of student passed in the PSC Exam	2013	4.767	4.767	4.574	7.765	2.977	8.181	7.281	40.312
	2014	4.905	4.905	4.713	8.289	2.832	8.504	7.864	42.012
	2015	5.076	5.076	7.923	9.410	3.086	9.165	8.976	48.712
	2016	5.079	5.079	5.997	9.587	3.331	8.910	9.098	47.081
	2017	5.137	5.137	5.683	9.572	3.179	9.112	8.256	46.076
Rate of students that passed the PSC	2013	99	99	90	100	100	100	100	98

Upazilas	Year	Shadullpur (not included)	Polashbari (not included)	Saghata (HEB&EP)	Gobindaganj (HEB&EP)	Fulchori (HEB&FP)	Sundarganj (HEB&FP)	Gaibandha Sadar (HEB&FP)	Gaibandha district
exam (%)	2014	99	99	90	100	99	100	99	98
	2015	99	99	90	100	99	99	98	98
	2016	100	100	94	100	100	98	99	99
	2017	100	100	92	100	99	100	97	98
% change in pass exam rate	2013-2017	1%	1%	3%	0%	-1%	0%	-3%	0%

Source: MoPME; 2018.

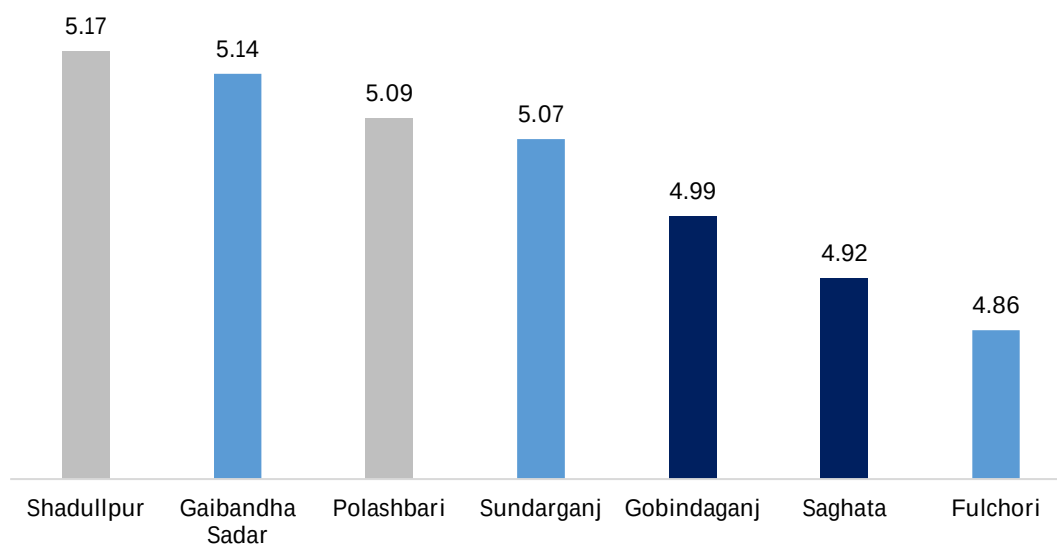
6.3 Internal and external factors that affected the Programmes performance

171 Teacher's insufficiency, students overcrowding, toilets insufficiency, were external factors that affected the programme's performance. WFP addressed them by advocacy and efforts of coordination with MoPME and the Ministry of Health. The following data was shared by the MoPME with the ET during the fieldwork period.

Overcrowding

172 The figure shows that the average number of classrooms per school for the three upazilas Saghata, Gobindaganj, and Fulchari are 4.92, 4.99, and 4.86 respectively. So we can conclude that one or more schools for those upazilas do not have at least five class rooms. The least average class rooms in Fulchari is 4.86 which means that more schools in Fulchari upazila has less than five class rooms. upazilas not received benefit from the project is in a better situation comparing with the project supported upazilas. Among the project benefiting areas, the full package and HEB supported two upazilas (Sundarganj and Gaibandha Sadar) are in better situation comparing with the essential and HEB supported upazilas (Saghata and Gobindaganj).

Graph 6.7. Average number of classrooms per school, 2017



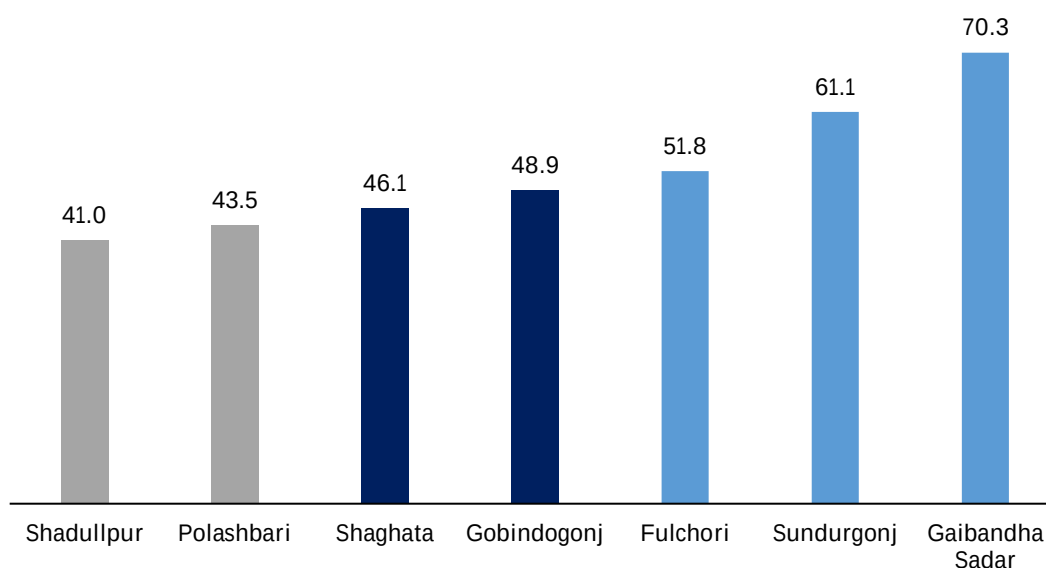
Source:

MoPME; 2018

173 The average student per classroom ratio for the Gaibandha District was 1:52 the PEDP3 target of teacher/student ratio was 1:40.

174 Fulchori, Sundarganj and Gaibandha Sadar, districts with HEB and full package implementation, had a student per classroom ratio of 1:518, 1:611 and 1:703, being worse compared with Polashbari and Shadullpur where the programme was not implemented and by Shaghata and Gobindaganj where the programme was implemented with the essential package, and, as can be seen in graph 6.8.

Graph 6.8. Student-classroom ratio, 2017

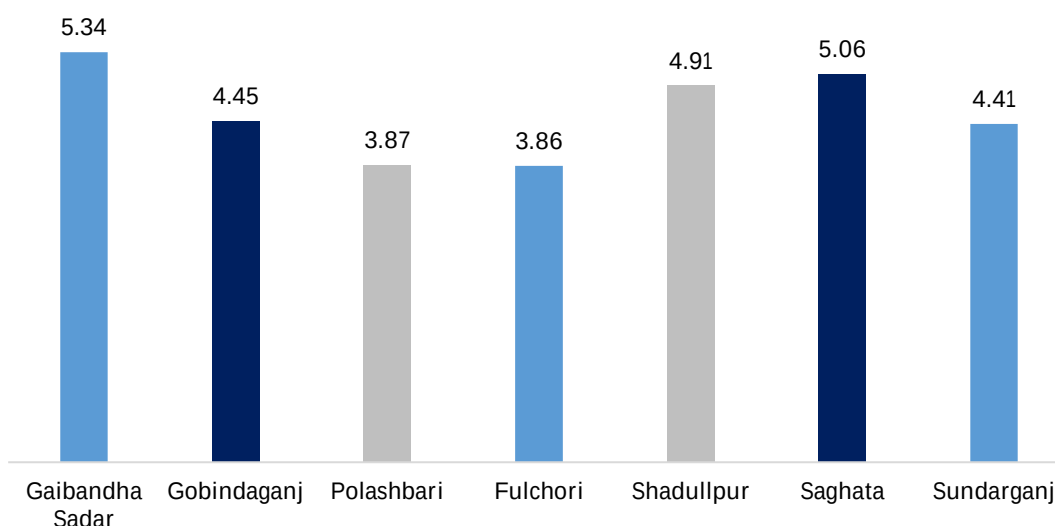


Source: MoPME; 2018

Teachers' insufficiency

175As can be seen in graph 6.9, in all upazilas there were less than 6 teachers per school, which is clearly insufficient taking into account that on average there are more than 200 students per school, which means, there are nearly 60 students per teacher, on average.

Graph 6.9. Teacher-school ratio, 2017



Source:

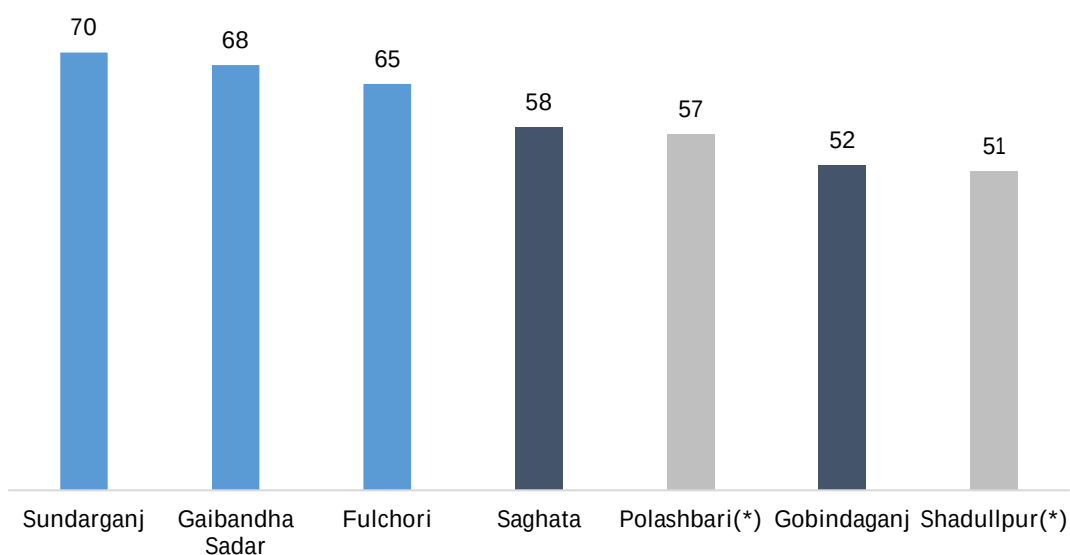
MoPME; 2018

176The average student/teacher ratio for Gaibandha District was 1:61. In fact, on average, the schools of Gaibandha Sadar, Fulchori, Gobindaganj, Saghata and Sundarganj had

more students per teacher than the schools in upazilas that weren't include in the programme (see graph 6.10, grey bars).

177 This indicators reinforce the overcrowding and human capital problems in the Gaibandha district.

Graph 6.10. Student-teacher Ratio 2017



Source:

MoPME; 2018

EQ8. How did SFP adequately addressed gender equality and protection (GEEW) issues?

178 As can be seen in Table 6.19 complementary activities held during the programme promoted gender equality.

Table 6.19. Complementary activities by gender: RDRS Report Oct-Dec 2017

Description	Boys	Girls	Total	% girls
Participated in extracurricular activities	41,569	46,985	88,554	53%
Attended reading clubs (total of three month)	50,310	52,970	103,280	51%
Attended in school gardening clubs	277	233	510	46%
Attended in drawing competition	8,884	10,383	19,267	54%
Participated in the training (harvesting)	214	146	360	41%
Participated in cooking demonstration	802	962	1,764	55%
Participated in other extracurricular activities (specify child welcoming (weekly cultural program)	25,441	29,563	55,004	54%
Student recognition	2,017	2,357	4,374	54%
Storytelling, hand writing and reading fluency competition: students participate	22,247	25,568	47,815	53%
Storytelling, hand writing and reading fluency competition: students recognized	1,298	1,402	2,700	52%

Description	Boys	Girls	Total	% girls
Art competition: Student participate	7,795	9,309	17,104	54%
Art competition: Student recognized	581	769	1,350	57%
Victory day: Drawing participants	1,054	1,045	2,099	50%
Victory day: Writing participants	1,043	1,109	2,152	52%
Total number of students	67,361	72,053	139,414	52%

Source: RDRS, 2018

179Likewise, biscuits were distributed equally among boys and girls. Differences in consumption are due to enrolment and attendance rates for boys and girls (see table 6.2).

Annex 7. Sustainability

EQ16. How SFP implementation did applied sustainability strategies?

Table 7.1. Status of the School Feeding programme for each SABER policy goal

Main dimension	Rating in 2013	Sub dimension	Rating in 2013
Policy Framework	1.5	Existence and enactment of policy	2
		Appropriateness of policy	1
Financial Capacity	2	Adequacy of funding	2
		Stability of Funding	2
Institutional Capacity and Coordination	2.17	Staffing	2
		Established institutional system	1
		Decision making process	3
		Coordination	2
		Building, offices spaces and other facilities	2
		Recruiting, developing and retention of general staff	3
Programme Design and Implementation	2.5	Programme design	3
		Targeting	2
		Operational modality	2
		Partnerships	3
		Performance management	2
		New programme development	3
		Operational planning	3
		Communication strategy	3
Community Participation and Ownership	2.67	Social accountability	3
		Participation in programme implementation	3
		Participation in programme design and improvement	2

Source: SABER, 2013

180 Table 7.2 presents a summary of the key findings and implications regarding the sustainability of the programme in terms of the SABER policy goals.

Table 7.2. SABER policy goals: findings and implications

SABER policy goal	Findings	Source of information	Remarks	Implications
Policy framework	A national school feeding policy was developed The NSFPPA was approved in 2011 and supports school feedings activities in Bangladesh Some complementary activities under the essential leaning package are supported by NSFPPA	Interviews with WFP staff members, Directors of the MoPME, Upazila Education officers, SPRs, REPORT: Consultation Mission to 'Support the formation of action plans to Strengthen institutionalization of school-feeding programme in Bangladesh'. July/August 2017	The policy was a draft at the end of this evaluation. Policy development was supported by WFP and MoBSE through an extensive and consultation process The NSFPPA is under a special project of MoBSE that will end in 2020 The complete "package of education activities "delivered by the McGovern-Dole isn't supported by any specific programme or policy of the MoBSE	Developing a national school feeding policy will strengthen the legal/policy framework positively impacting the sustainability of the SFP
Financing	Bangladesh has a national SFP (NSFPPA) that is funded by the MoBSE School feeding activities in all GPS and madrasahs schools is currently funded by the MoBSE	SABER, 2016 Interviews with WFP staff members	The NSFPPA is funded by a MoBSE project that will expire in 20120 Funding the school feeding programme on NGO schools that benefited of the project wasn't ensured at the end of the McGovern-Dole Project	The hand-over of schools that benefited of the Project to MoPME was as successful strategy to ensure its funding There is still required a strong policy/legal framework on this matter to ensure the long-term sustainability
Institutional capacity and coordination	Capacity in Institutions of GoB (MoBSE, and all education levels involved – upazila, district, schools) was developed by a series of trainings, workshops and conferences Partnership WFP GoB was strong and coordinated, and a relation of mutual respect was observed	WFP reports: SPRs, Semi-annual reports, WFP Bangladesh Country Brief March 2018,	Strong level of collaboration and coordination among the WFP and the MoPME, especially the DPE The collaboration of WFP with MoPME for continuously support the strengthening on school feeding remains	The SFP is well established in terms of coordination between stakeholders Establishing a short-term and long-term plan on how to mainstream technical assistance collaboration into GoB SF operations is still needed
Design and implementation	Two modalities of school feeding programme are implemented by	Annual Country Report WFP in Bangladesh 2017	A third modality of school feeding, tiffin box, is being discussed and tested in	The option for continue the distribution of HEB on schools

SABER policy goal	Findings	Source of information	Remarks	Implications
	the WFP in partnership with the MoBSE: biscuit distribution and hot meals HEB distribution is a recommended modality of school feeding	SABER, 2016 Filed work interviews with SMC, teachers, parents and students	the country There is still not clear the future of SF activities in NGO schools that were supported by McGovern-Dole Standards, methodology and guidelines are still developing and WFP support is needed yet.	handed over has proven to be an effective sustainable strategy
Community participation and ownership	SMC are fully engaged in the HEB distribution process SMC trainings didn't benefit all of its members Parents that weren't members of the SMC didn't regularly participate in SF or education activities	Interviews with SMC members and parents SABER 2016	Different levels of involvement and ownership were found. Some SMC are very committed to school feeding, and promoting quality education Some SMC are actively engaged in regular education activities some as supporting teachers in classes. They also supervise all activities developed by teachers in the school, and the attendance and progresses of students, and communicate with parents to resolve issues on schooling Participation in school activities is mostly restricted to attend to festivities ceremonies and competitions	Although teacher-parents committees exist and community involvement has improved there are no mechanisms to hold SFP accountability

EQ17. Are the benefits of the intervention likely to continue after the programme is completed?

181The following table summarizes the findings and main implications of the benefits of the programme regarding its sustainability.

Table 7.3. Benefits, findings and implications of the programme's intervention

Benefits	Findings	Source of information	Remarks	Implications
Education	The percent of students regularly attending schools increased in 2.9% during the years of the Programme The literacy indicator increased in 11% With biscuits distribution the students are more interested to attend to the classes and they remain at school till the end of school hours Schools providing biscuits and hot meals have higher attendance, 11 and 6 percentage points greater respectively, than schools without any feeding support. WFP internal monitoring identified the need for further consolidating the intervention for quality education.	SFP-McGovern-Dole SF Programme Semi-Annual Reports 2015-2018 2015 Baseline and 2017 Final survey Interview with Head of Planning, DPE, teachers, SMC members GoB-WFP 4th Semi-Annual Report	During the interviews teachers reported that attendance increased because of a reduction of hunger in children explained by the consumption of HEB. Likewise, biscuits also increased students' attentiveness	The available evidence is not enough to conclude that the Programme had a positive impact on children improving learning skills, and suggest that those are likely to remain WFP continued its Technical assistance support to MoPME/DPE and constantly follow up the development of the National SF Policy, and the benefits of the school feeding programme to the school children are likely to remain

Benefits	Findings	Source of information	Remarks	Implications
Nutrition and dietary practices	The “percent of target schools that use a pest management plan for their food storage facilities” show an increase of 40.4% between 2015 and 2017 The percent of students who can name at least 3 good nutrition and sanitary practices increased in more than a 100 percentage points, moving from 42% in 2015 to 90.8% in 2017 Students learned at school a series of good practices such as eating vegetables, fruits, milk and eggs on a daily basis that they now practice at their homes	Final survey 2017 Interviews with students and parents	Activities to continue the promotion of health eating habits and diversified diet were found during fieldwork. Even without the support of any particular project or programme, most of schools maintain school gardens that are used to educational purposes Messages in health and nutrition are part of the essential learning package of the NSFPPPA	Although there were not changed in the eating behaviour of students as result of HEB distribution, the nutrition messages for promoting a diversified for improved nutrition was observed. Nutrition education during the childhood is known as an effective strategy to promote healthy eating, and the habits developed in the childhood are likely to remain till the adulthood. The schools that are now benefited by the NSFPPPA will continue benefiting of nutrition and health messages as part of the essential learning package
Capacity development	The School Feeding National Capacity Index (6.7 in 2012) augmented to 12.54 in 2015, and reduced to 11 in 2016 GoB received support from WFP to advocate and provide capacity strengthening for policies and programmes supporting nutrition-sensitive government interventions	WFP reports, SABER exercises Annual Country Report WFP in Bangladesh 2017 Interviews with WFP staff members, and MoPME		The capacity on school feeding that developed among government officers, NGOs, teachers and community is most likely to remain WFP will continue providing capacity strengthening assistance to the MoPME
Food Safety	Most of schools benefited of the project have a proper storage room 77.9% of storekeepers were trained on safe food preparation and storage practices	Final survey 2017 Interviews with upazila education officers, teachers and SMC members Direct observation during fieldwork	Most of the schools visited had a proper storage room. But reports on threat of insect/rodents infestation and lack of storage room at school were reported in some public schools located in remote areas, including a	Establishing storage rooms in every school remains a challenge so that adequate storage and distribution is guaranteed

Benefits	Findings	Source of information	Remarks	Implications
	32.6% of the schools designated a room to store the biscuits 97.9% of the schools stored the biscuits off the ground Teachers, especially HT, learned how to store and distribute the biscuits correctly		madrasah	
Hygiene	The percent of schools with toilet facilities for students increased from 85% in 2015 to 98.9% in 2017 Toilets to student ratio decreased from 179 in 2015 to 107 in 2017	4th Annual Report Interviews with parents and children	Students learned good hygiene practices such as washing their hands before eating, after going to the bathroom, taking baths and washing their teeth daily and cutting their hair and nails regularly. Likewise, parents attended workshops where the RDRS staff taught them good hygiene practices and highlighted the importance of applying them at home	Although hygiene indicators improved, there is still need of actions to maintain the benefits of the project
Complementary activities	WFP implemented literacy activities, teacher training, extracurricular activities, school gardens, deworming, reconstruction of water accessibility systems, sanitation and hygiene (WASH) blocks, establishing reading corners, developing wall magazines and organising cooking demonstration events. Except for the activities that were developed under the essential learning package, most of the complementary activities that aimed to improve the quality of education were interrupted after the Programme ended	Annual Country Report WFP in Bangladesh 2017 interviews with teachers and parents	Remedial classes were interrupted after the end of the Programme although they were very helpful for students that were academically behind their mates. The establishment of vegetable gardens transcended the Programme and now is being implemented even at homes	Even as lessons that were learned during the project are incorporated to the schools and part of the students' knowledge, the lack of continuous investments on replacing education materials and funding education projects negatively impacts its sustainability. Although, additional efforts to maintain such activities is important because it promotes children attendance and enhances good practices already learned

Annex 8. Recommendations

Table 83-2 Matrix of Recommendations

Recommendation	Specifications	Implementation timing	Responsible	Rationale
1. WFP interventions in Bangladesh must continue being fully coherent with the national policies and strategies	• Every WFP technical support aspect should be made by a consensual process and be shown in a work plan that aims for an increasing GoB self-sufficiency. • WFP should develop different scenarios/action-plans to address possible SF Policy GoB decisions. • WFP's support should include specific studies and assessments (grass-root approach) that provide information about the feasibility of implementing the different modalities at the school level (i.e. school's infrastructure/capacity to provide hot meals vs HEB). • WFP should support an effectiveness and relevance assessment of implementing the tiffin box modality and provide evidence to the GoB for a better decision making.	2018-II & 2019-I	WFP-CO directive staff	WFP-GoB respectful and trustful relation has been a good practice that should prevail. WFP must respect GoB autonomy but also provide all the available evidence & technical support & assistance to help the GoB construct a viable and sustainable SF project
2. Whatever the GoB SF policy decision, WFP staff needs to be prepared to address the goals established in the WFP Country Strategic Plan 2017-2020	• WFP staff that has been working with DPE during the last years should train other WFP staff (CO and SO) in capacity building skills. • Staff working with DPE needs to be strengthened in number so they can support DPE in the implementation of the SF policy. • A WFP-Bangladesh "community of knowledge" can be implemented to share experiences and learnings using internal internet.	2018-II	WFP-CO directive staff	• In order to develop all the different capacity building and technical support needed in this new phase of WFP-GoB relationship, the WFP team working with the DPE/MoPME possibly will be insufficient • As SF policy beneficiaries are at the local level, WFP SO has a huge challenge supporting the local authorities and school communities in the SFP implementation.
For developing the new programme in Cox District	• Construct a rigorous programme value chain (theory of change) with explicit assumptions for the new programme in Cox District. Assumptions needs to be reviewed yearly. • HEB distribution is recommended as a SF modality. HEB can be used also in emergency situations. • FLP needs to rationalize the activities to be incorporated by selecting the activities based on the evidence of their effectiveness & possible sustainability. • WFP needs to reinforce its advocacy, technical support and coordination process with the MoPME and with the ministries in charge of school infrastructure, water and sanitation facilities and teacher's sufficiency to handle external factors affecting the programme's implementation. • Ensure that the programme is done under a gender equality perspective: Strengthen the awareness campaigns with teachers, students, parents (SMC/PTA) and the community delivering messages of the importance of girl's education, gender equality, and the consequences of early marriage, dowry, and early pregnancy. Strengthen SMC/PTA role in boys and girls attendance monitoring. Strengthen	2018-2020	WFP-McGovern-Dole Programme staff and WFP-CO directives	• Explicit assumptions over the programme theory of change helps to clarify the rationale behind every action and to review them frequently gives information of how to change the emphasis. • Enough evidence of its contribution to reduce hunger, increase attendance, and increase attentiveness • Preferred by students, teachers and parents because of its simple process of storage, and distribution • Even in emergency situations, HEB distribution among affected populations is a very useful cost-efficient and cost-effective mechanism. • From the former programme was learned that having 20 or more complementary activities was non efficient. • External factors impaired the former programme outcome performance. The new programme should focus more over them. • GEEW awareness messages are sustainable and should be a central point in the new programme.

Recommendation	Specifications	Implementation timing	Responsible	Rationale
	SMC/PTA enhancing women participation. Existent life conditions that affect differently boys and girls, and women and men should be permanently assessed (rapid assessments) to increase the intervention's appropriateness and adjust the actions to be implemented in order to be more impactful.			
5. M&E process needs to be reviewed and strengthened	• WFP M&E must be able to track, in real time, the NGOs activities and feedback them to improve the programme efficiency and effectiveness. • The programme value chain (with clear assumptions) must include output and outcome indicators based on quality criteria, such as SMART (specific, measurable, achievable, relevant and timed). • Rationalize the number of indicators. • Construct a data base with IDs given to each school (unified codification), where each activity done is registered with the date and the number of beneficiaries, disaggregated by gender (the Web App Database in pilot stage should provide this database).	2018-II	M&E staff and WFP-CO directives	• From the former programme was learned that nutrition and literacy outcome indicators were highly determined by external factors out of WFP control. Literacy outcome planned target was very high. • Outcome indicators planned targets must be achievable under the programme conditions. • From the former programme was learned that is needed a unified data tracking system that permits to track NGOs activities in each school and avoid inconsistencies.

8.1 Root-base assessments of SF modalities feasibility.

183. *Recommendation: WFP interventions in Bangladesh must be fully coherent with the national policies and strategies. With regard of the National SF Policy process of approval, is recommended that WFP implements advocacy respecting GoB autonomy but also providing all the available evidence to help the GoB to construct a viable and sustainable school feeding project. Timeframe: During 2018-II. Target group: WFP-CO directive staff.*

184. *The WFP have to be prepared by having different scenarios/action-plans to address possible SF Policy GoB decisions. The WFP may support the GoB including specific studies and assessments (grass-root approach) that provide information about the feasibility of implementing the different modalities at the school level. For example, in what type of schools and where in the country is it more feasible one modality over another, taking into account costs and benefits infrastructure and resources availability and the complementary activities needed. Timeframe: During 2018-II and 2019-I. Target group: WFP-CO directive staff.*

185. All WFP advocacy should take in consideration the GoB actual attitude toward the international cooperation. During the ET fieldwork was clear that national and local authorities, although they recognize WFP technical support has been extremely useful, want to have their own space to discuss and make decisions with regard to the SF policy. Consequently, the WFP advocacy should be extremely diplomatic and respectful of the GoB autonomy. WFP technical assistance strategy should focus on the provision of evidence, benchmarks, showing likewise examples and south-south cooperation.

186. Also, every technical support aspect should be made by a consensual process and be shown in a work plan that aims for an increasing GoB self-sufficiency. For example, in

issues as the NGO's and factories' procurement process, WFP-GoB cooperation should shift towards a lesser WFP role while GoB takes over the whole responsibility.

187. The WFP technical support should provide to the GoB different tools that helps them to decide which SF modality is more proper in each region. The studies developed until now provided a comparative analysis of impacts, benefits and costs between hot meals and biscuits, but they do not provide a feasibility assessment. The ET recommendation is to develop specific and grass-root approach feasibility studies of the different modalities. For example, in Gaibandha Sadar, there are some GPS which infrastructure would permit to cook meals at school or the spaces for children to eat hot meals, other schools do not have the facilities to do so. Also, some schools had the experience in community-based hot meals integrating local products and mothers actively participated. Those have more potential to implement a hot-meal modality compared with others who did not had the experience.
188. As an example to consider, in The Gambia a feasibility study on local procurement was developed by the WFP (WFP, August 2014) to “identify feasible procurement and market strategies that could enable economically viable livelihoods for food producers and increase accessibility for local purchase of food to supply the schools”. Also, this study provided essential information to the government of this country to guide their decision-making regarding to the modality of school feeding to be adopted.
189. A feasibility study on school feeding for Bangladesh should assess needs and potential response of the local food market to supply the school feeding programme (in the various areas of the country). Likewise, asses the existing school structures and the required investments to start the school feeding in activities in new schools (according to the various modalities of school feeding and food basket; i.e. biscuit distributions, hot meals, etc.). WFP SO, following their new role (WFP, 2017), should provide technical support to the primary education local authorities to collect the required information and data of each school, and other data from the community (qualitative and quantitative).
190. With regard to the discussion on the implementation of the SF modality where parents or guardians have to send food to school in the tiffin box (known as tiffin box modality), WFP should provide technical assistance to the government to evaluate its effectiveness and relevance:
 - WFP launched a pilot initiative in collaboration with MoPME/DPE in Oct/13 to explore different school feeding modalities including hot meals vs biscuits, now is time to include in the evaluation the option of the tiffin box. Hot meals resulted with higher impacts on school enrolment, anemia prevalence and BMI status. Biscuits had higher impacts on attendance rate (WFP, 2017). The ET recommends to continue providing this type of evidence to the GoB including the option of the tiffin box modality, although, in this case, is urgent to obtain evidence, so long-term evaluation assessment is not feasible. Instead a short-run assessment, using mix-methods (qualitative and quantitative), applying a very specific survey (to students, teachers and parents) in small, but representative samples at schools with different modalities, would be very useful.
 - In order to assess the nutritional impact or contribution of the tiffin box school feeding assessments on this modality should be conducted. The design of these assessments should provide responses to the following questions:

1. How often (regularity) parents send a meal in the tiffin box to their children (boys / girls)?
 2. What is the composition of the meal sent in the tiffin box (frequency of food groups included in a meal) for boys and for girls? The WFP's Food Consumption Score could be used to assess the quality of the meal.
 3. Is the tiffin box modality causing any problem regarding to socioeconomic / gender discrimination among students? If so how to address it.
 4. Is this tiffin box sent as a replacement of the current school meal programme (HEB distribution) or as a complementary meal to be consumed by students who attend to more than 4 hours classes?
191. In the cases where the GoB decides to implement the tiffin box modality, regardless of other consideration, ET recommend that WFP should provide technical assistance to support hygiene and nutrition campaigns to be developed with teachers, students and parents for increasing the tiffin box meals nutritional quality. Additional support should be given to guide the schools administrators and teachers in the cases where parents cannot provide a meal in the tiffin box. Those cases needed to be tracked, so teachers and schools authorities can identify the reasons behind and can provide solutions.

8.2 WFP staff should be strengthen in capacity building activities.

192. *Recommendation: Whatever the GoB SF policy decision, WFP staff need to be prepared to address the goals established in the WFP Country Strategic Plan 2017-2020. It is recommended that the WFP staff that has been working with DPE during the last years train other WFP staff (CO and SO) in capacity building skills. Additionally, ET suggests that the staff working with DPE needs to be strengthened in number so they can support DPE in the implementation of the policy. Timeframe: During 2018-II. Target group: WFP-CO directive staff.*
193. In order to develop all the different capacity building and technical support needed in this new phase of WFP-GoB relationship, the WFP team working with the DPE/MoPME will be insufficient. During the WFP-McGovern-Dole Programme there were a staff of three and actually they are five. Although with the SF policy in place there are numerous activities to be done to support its implementation. For example: the technical support to construct in consensus the institutional mapping with the responsibilities / activities and budget needed, as well as the policy guidelines, time plan for tasks' implementation, human resources needed, re-qualification needed, and the monitoring and evaluation system (outputs / outcomes / indicators / evaluations needed (pilot tests) / data collection methods and tools / technological requirements). At least two more people are needed in WFP team working with the DPE. One as cross-cutting management support and one as a data analyst.
194. As the SF policy beneficiaries are at the local level, WFP SO has a huge challenge supporting the local authorities and school communities in the SFP implementation. Consequently SO staff, needs to be strengthen in capacity building. For it, there is a two-way knowledge building process. On one hand, WFP-CO staff that has been working with DPE gathered capacity building lessons, good practices and skills that should be transferred to the rest of WFP staff. On the other hand, WFP-SO staff knows the local reality and should transfer it to the WFP-CO staff. Capacity building, "as an endogenous process in change" (OECD, 2006), have to adapt to the different local

realities, and WFP staff might need flexibility, creativity and a continuous internal feedback process.

195. A WFP-Bangladesh “community of knowledge” can be implemented to share experiences and learnings using internal internet. It can be implemented as an internal chat where the staff can ask and receive answers, and also can share documents using a simple drive module.

8.3 WFP should advocate for HEB distribution to school-age children and in emergencies

196. *Recommendation: HEB distribution is recommended as one of the different school feeding modalities. There is enough evidence of its contribution to reduce hunger, increase attendance, and increase attentiveness. Likewise, it is preferred by students, teachers and parents because of its simple process of storage, and distribution. Even in emergency situations, HEB distribution among affected populations is a very useful cost-efficient and cost-effective mechanism. Therefore it is recommended to advocate that the GoB have some HEB provision for situations such as flood emergencies. Timeframe: Immediately. Target group: WFP-CO directive staff.*

197. The SF policy draft includes different SF modalities. One of them is the HEB distribution. The recommended SF modalities feasibility local assessments will provide information that will help to decide where a SF modality could be more viable. For now, there is enough evidence of HEB cost-efficiency and cost-effectiveness in a poor prone area as the Gaibandha district. In consequence, WFP should advocate for HEB distribution at schools with similar characteristics.

198. During emergencies, HEB distribution could be a solution to be considered, as has been done by WFP in emergency situations. For example during Irma’s hurricane emergency 80 thousand people received HEB due to its ready-to-eat, easily shipped, stored and distributed conditions. In this case, WFP can advocate and support the GoB in planning the needed production and distribution to phase situations as flooding emergencies, among others.

8.4. For the new programme in Cox district: Value Chain and prioritize FLP activities

199. *Recommendation: Is important to construct a rigorous programme value chain (theory of change) with explicit assumptions. The value chain, in special the assumptions used, needs to be reviewed yearly.*

200. The programme’s value chain (theory of change) is the place where objectives, activities and outputs, and outcomes are linked. Explicit assumptions have to be in place because the existence or not of the assumed situation can affect positively or negatively the outcome achievement.

201. *Recommendation: Because there are external factors that can impair improvements in quality in education, it is recommended that WFP reinforce its advocacy, technical support and coordination process with the MoPME and with the ministries in charge of school infrastructure, water and sanitation facilities, teacher’s sufficiency etc.*

202. The linkages between outputs and outcomes and the assumptions behind these linkages needs to be supported by prior evidence. And also, because of the changing

reality, these linkages needs to be assessed regularly, so the programme can adjust its value chain, and consequently the actions to be done.

203. Mokoro in the Mid-term evaluation (WFP-Mokoro, 2017) provided to WFP a Theory of Change of the programme. They also analysed the validity of the assumptions that the programme had in place and presented those valid and those problematic assumptions. For example: Assumption: “Constraints on the resourcing of basic education would not be so great as to nullify the possibility when school attendance is facilitated by SF” and the finding was that “Constraints on the primary education system in the project area continua to be severe, notably reflected in high student-teacher ratios and the widespread use of a double-shift system, and can be assumed to limit the learning that might otherwise be facilitated by SF”. Is recommended to be extremely cautious assuming the change of situations that are out of WFP control.
204. *Recommendation: The Full Learning Package needs to rationalize the activities to be incorporated.* Activities must be selected based on the evidence of their effectiveness and possible sustainability. In this case, continuing the enforcement of teacher training in creative teaching techniques is well appreciated by students and may be an adequate complement to the regular training given by the MoPME. It is recommended to have support from other UN agencies with a specific mandate on education, and extensive experience. An example of such could be UNICEF.
205. The new WFP-McGovern Dole programme in Cox include a literacy Strategic Objective as was included in the former Programme. The implementation of activities related to the increase of quality of education, needs to strengthened. Partnership with NGOs like BRAC is a good practice, although is recommended to augment the others like UNICEF and/or UNESCO. UNICEF in Bangladesh has been supporting the GoB in the PEDP3 implementation by teacher trainings, empowering primary schools, improving quality of teaching and learning through the “Each Child Learns ECL” approach, and motivating communities. They have an extensive experience and know-how from which the programme can benefit.
206. *Recommendation: Ensure that the new programme includes gender equality perspective:*
- Strengthen the awareness campaigns with teachers, students, parents (SMC and PTAs) and the community delivering messages of the importance of girl’s education, gender equality, and the consequences of early marriage, dowry, and early pregnancy.
 - SMC and/or PTA role/participation in monitoring boys and girl’s attendance should be enforced.
 - Strengthen SMC and PTA participation in school’s decisions and monitoring, enhancing women participation.
 - Work with the Ministry of Health and Family Welfare (MoHFW) to improve separate sanitary facilities for girls and boys.
 - Existent life conditions that affect differently boys and girls, and women and men, should be permanently assessed (rapid assessments) to increase the intervention’s appropriateness and adjust the actions to be implemented in order be more impactful.
 - Establish specific targets to male and female participation on the planned activities.

8.5. The output and outcome indicators and the monitoring system needs to be reviewed.

207. *Recommendation: Output and outcome indicators and the monitoring system needs to be reviewed. A set of comprehensive, simple and trackable indicators is needed. Output and outcome indicators should be strongly related to the programme's objectives and scope, and also targets need to be revised based on the local reality so they are feasible to accomplish. Additionally, each activity at each school must be identified and registered. The Web App Database (in the pilot stage) will be the tool to accomplish this recommendation. WFP M&E must be able to track, in real time, the NGOs activities and feedback them to improve the programme efficiency and effectiveness.*

208. Each outcome included in the programme's framework is a WFP commitment with themselves and with their stakeholders. Outcomes are measured through indicators that have to be well constructed based on quality criteria, for example, SMART criteria (specific, measurable, achievable, relevant and time-bound). Is recommended to review each indicator included in the framework so they attain these criteria. ET understands that most of the indicators are standard indicators of USDA although is our responsibility with WFP and USDA as a stakeholder of this evaluation to highlight the importance of rationalize the number of indicators. An example of the overloaded output indicators is the following: the provision of school meals includes 12 indicators where 4 of them reports the same number:

Number of students enrolled in schools receiving USDA assistance (female/male)
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (male/female)
Number of individuals benefiting directly from USDA- funded interventions (male/female)
Number of school-aged children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (male/female)

209. In the case of the former WFP-McGovern-Dole SF Programme there were some indicators that have to be reviewed. For example, "dietary diversity of school-age children" or "the percent of school-age children receiving a minimum acceptable diet". Both are indicators that highly depend on factors not under WFP control, like the families' income that determines access to food. Consequently, including them as a leading indicator or an outcome may lead to an unaccomplished target.

210. In fact to use indicators that measure the quality of the diet in the households as results of the biscuit distribution and the nutrition awareness given by the teachers to students and parents may not be adequate. The eating habits at households depends not only on what they know about nutrition but how they can afford a diet that includes all types of foodstuff required. So it is not only a matter of how well the teachers teach nutrition or how much the students and parents learn these messages, but it is more related to the capacity of the family to buy and consume all the food that are important for a healthy eating. There are some options as indicators of results of the McGovern-Dole as it is designed:

- Measure the lessons on nutrition that are taught in the schools, including two categories: A. Messages in food safety (hygiene of the food preparation, storage and consumption); B. Messages on healthy eating (types of food and frequency they

should be consumed, i.e. how often vegetables, fruits, and other types of food as food rich in proteins and carbohydrates should be consumed for a healthy diet).

- Indicators that measure teaching practices instead of eating habits can be addressed regularly as part of the monitoring activities of the programme, and a target can be agreed by WFP and MoBSE. The regular monitoring by the upazila can capture this information.

211. Also may be convenient to adopt indicators to measure the nutritional contribution of the school meal (HEB) that is delivered to the students in each school day. This can be done in two ways:

- 1. By tracking the nutrients supply of the school meals. Consider as one option for indicator in nutrition the contribution of the school meal delivered (HEB) in nutrients (for example amount of calorie and other nutrients) that are known (biscuit label). This can be established as indicator and used to assess the contribution of the school meal (HEB) in calories and other targeted nutrients. We suggest the use of indicators such as the amount of calories (Kcal), proteins (gram), Vitamin A (microgram), Vitamin B (milligram) Vitamin C (milligram) and Iron (milligram), and other nutrients could be included since their quantity in the school meal (HEB) is known. It means the amount of calories, proteins, and vitamins and minerals chosen could be used as indicators of the contribution for students' nutrition. If the biscuits are delivered regularly the nutritional target for each nutrient would be reached. Additionally, the information of the nutritional contents as indicators also allows to discuss the contribution of the school meal for the children's health. For example, it allows analysis of nutritional contribution of school meal with existing nutritional deficiencies that affects children in the country or region.
- 2. By assessing and monitoring the contribution of the school meal in nutrients for the various age group and genders of students. The second option is to establish an indicator that uses the information of the nutrients supplied by the school meal (HEB) to the nutrient requirement of school children (Dietary Recommended Intake)¹¹⁴. This indicator should inform the coverage on nutrients provided by the school meal for each age group and gender of the students, as a percentage of coverage. It means that instead using the nutritional content (amount of calorie (Kcal), proteins (gram), Vitamin A (IU or microgram), etc., this indicator would inform the percentage of coverage for each nutrient chosen and each age and gender groups. The nutritional needs/recommended intake for each age group and gender can be assessed by the median of age of students enrolled on pre-school and on primary education school, using the Dietary Recommended Intake (DRI) for each age group as reference. This is a realistic indicator for the contribution of the biscuit distribution to students' nutrition and easy to monitor since both the nutritional content of the HEB and the nutritional needs of students are known. .

¹¹⁴ For more information on daily recommended intake please see DRIs at

https://ods.od.nih.gov/Health_Information/Dietary_Reference_Intakes.aspx

212. Outcome targets must be defined taking in account the baseline data, and should use previous evidence. To determine an outcome target needs a rigorous look to prior evidence, to the accomplishment of assumptions and to the local reality where the programme will be implemented. For example, the literacy outcome (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) of the former WFP-McGovern-Dole SF Programme had a target of 50 for girls and 50 for boys. Baseline showed numbers of 25 and 26 respectively and the final survey, of 27.7 and 29.1. This is a good example to show how useful would be to receive technical assistance and cooperation from quality in education experts (i.e. UNICEF, UNESCO, others) to determine adequate quality in education indicators and to determine realistic targets.
213. The M&E system needs a robust data base where each output can be tracked. A school data base with IDs given to each school (unified codification), where each activity done is registered with the date and the number of beneficiaries, disaggregated by gender, is highly recommended. This database has to be constructed to permit the output and outcome indicators measurement. The Web App Database (in pilot stage) should provide this database.

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List of Acronyms

ADB	Asian Development Bank
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
AUL DFAT	Australian Department of Foreign Affairs
BRAC	Bangladesh Rural Advancement Committee
BR	Budget Revision
CO	Country Office
CP	Country Partners
CP	Country Programme
CMW	Community Mobilization Workshops
CSU	Capacity Support Unit
C&V	Cash & Voucher
DAC	Development Assistance Committee
DC	Development Country
DEQAS	Decentralized Evaluation Quality Assurance System
DMA	Data Management Aid
DPE	Directorate of Primary Education
DPEO	District Primary Education Officer
EB	Executive Board
EQ	Evaluation Question
ELP	Essential Learning Package
EM	Evaluation Manager
ER	Evaluation Report
ERG	External Reference Group
ET	Evaluation Team
FAD	Food Assistance Division
FAO	Food and Agriculture Organization
FCS	Food Consumption Score
FLP	Full Learning Package
GEEW	Gender Equality and Empowerment of Women
GoB	Government of Bangladesh
HCCT	Humanitarian Coordination Task Team
HCR	Head Count Ratio
HEB	High Energy Biscuits
HQ	Head Quarters
HT	Head Teacher
IEC	Internal Evaluation Committee
IP	Inception Package
ISC	Indirect Support Cost
JICA	Japan International Cooperation Agency
LDC	Least Development Country
LTA	Long-Term Agreement
LTSH	Landslide Transport, Storage and Handling
MDG	Millennium Development Goals
McGovern-	Mc Govern Dole

Dole	
MoA	Ministry of Agriculture (Bangladesh)
MoF	Ministry of Finance (Bangladesh)
MoHFW	Ministry of Health and Family Welfare
MoPME	Ministry of Primary Mass Education (Bangladesh)
Mt	Metric Ton
M&E	Monitor and Evaluation
NGO	Non-Governmental Organization
NSFPPA	National School Feeding Programme in Poverty-Prone Areas
NSSS	National Social Security Strategy
ODOC	Other direct operational costs
OEV	Office of Evaluation (WFP)
OpEv	Operation Evaluation
PEDP3	Primary Education Development Programme
PSC	Programme Support Costs
RB	Regional Bureau (WFP)
RDRS	Ranjpur-Dinajpur Rural Service
RF	Results Framework
SMC	School Management Committees
SF	School Feeding
SFP	School Feeding Programme
SO	Sub-Objectives
SO	Sub-Office
ToR	Terms of Reference
ToT	Training of Trainers
UN	United Nations
UNCT	United Nations Country Team
UNDSS	United Nations Department of Safety and Security
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
UNFPA	United Nations Population Fund
UPEO	Upazila Primary Education Officer
USDA	United States Department of Agriculture
WB	World Bank
WEF	World Economic Forum
WFP	World Food Programme
WHO	World Health Organization
WPD	WFP Private Sector Donation

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