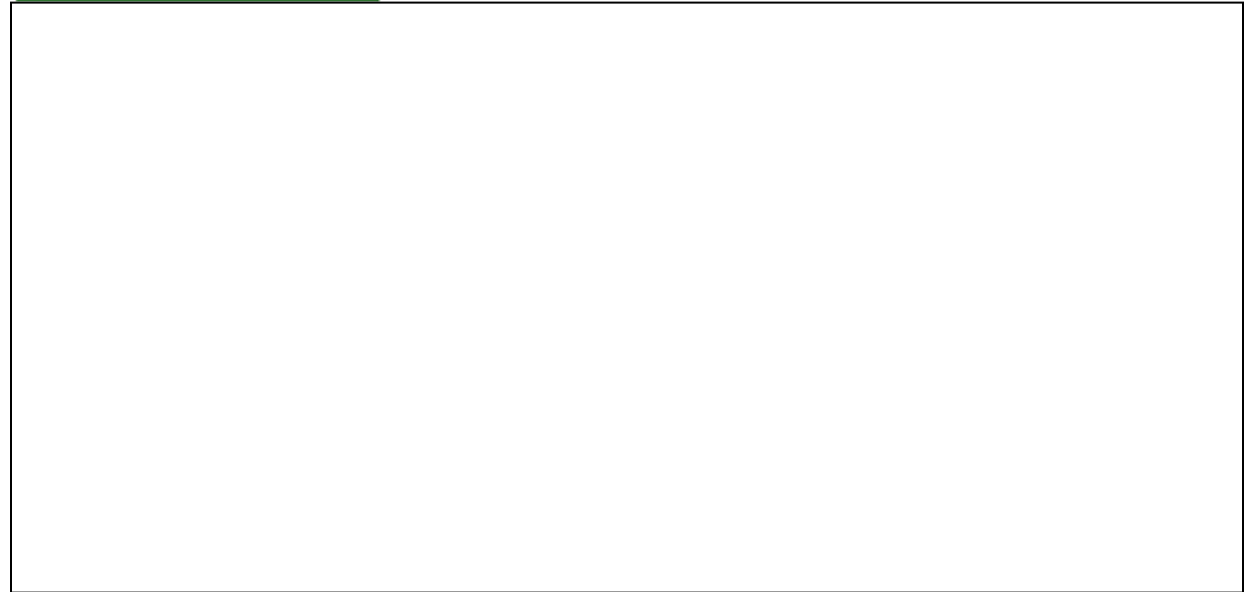




Rwanda McGovern-
Dole FY 20 Project

Baseline Evaluation

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FY 20 McGovern-Dole Rwanda project implemented by World Food Programme Baseline Evaluation

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Nutrition

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WFP EVALUATION

Baseline Study: USDA McGovern-Dole Grant for WFP Home-Grown School Feeding Program in Rwanda (2020 to 2025)

Decentralized McGovern-Dole Baseline Evaluation Report

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2 June 2022

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Executive Summary

1. **Purpose and scope of the evaluation.** This is the baseline evaluation for the United States Department of Agriculture (USDA) McGovern-Dole International Food for Education and Child Nutrition Programme (McGovern-Dole) Grant for Home-Grown School Feeding Programme (HGSF) in Rwanda (2020-2025). This study was commissioned by the WFP Rwanda country office. The main objectives of the baseline are accountability to beneficiaries and donors, and learning. Findings will inform Phase II implementation and support the rollout of the national school feeding programme. The baseline study focuses on programme indicators (developed by the country office based on USDA performance indicators) for which the external evaluation firm is responsible and covers the period from 11 August 2021 to 18 February 2022. The baseline addresses 10 evaluation questions, adapted from the midterm and endline evaluation questions presented in the TOR and detailed in an evaluation matrix. The baseline study will systematically employ the standard evaluation criteria of relevance, coherence, effectiveness, efficiency, impact, and sustainability.
2. **Context.** Rwanda ranks 160th out of 185 countries in the 2020 Human Development Index.¹ The multidimensional poverty headcount ratio² was 28.7 percent in 2016.³ Food insecurity affects 18.7 percent of Rwandan households,⁴ and Western and Southern provinces, where the majority of the HGSF schools are located, have the highest prevalence of food insecure households.⁵ Undernutrition translates into a greater probability of starting school at a later age, grade repetition, and a higher proportion of school drop-outs. The primary school completion rate has increased steadily since 2015,⁶ though dropout rates have also increased.⁷ In 2019, the Government of Rwanda introduced a National School Feeding Policy and strategy that formed the basis for the National School Feeding Programme (NSFP); a budget to implement the programme was approved in 2020, and the NSFP began rolling out to 3.3 million students in October 2021.
3. **Subject of the evaluation.** The McGovern-Dole Programme supports school feeding and related activities in 136 pre- and primary schools in seven districts of Rwanda: Karongi, Rutsiro, Nyamagabe, and Nyaruguru (“Group 1” schools), which were supported in the FY15 McGovern-Dole Program (“Phase I”), and Burera, Kayanza and Gasabo (“Group 2” schools) added in FY20 (“Phase II”). Activities in Group 2 schools will commence once the baseline study is completed. The baseline includes schools not participating in either phase as “control” schools. In Phase II, the programme will expand to pre-primary students and include the provision of a hot meal to all students consisting of USDA commodities, and fresh foods funded by complementary funding from other donors. The McGovern-Dole Program strategic goals are to improve literacy of school-age children (MGD SO1) and increase the use of health and dietary practices (MGD SO2) in the targeted areas. Over the life of programme, 117,095 social assistance beneficiaries (students receiving meals or take-home rations)⁸ will benefit from programme activities, as well as 15,000 non-student beneficiaries (e.g., teachers, parents, local government, farmers, cooks, storekeepers, committee members, etc.), and 351,285 indirect beneficiaries.⁹

¹ [UNDP. 2020. Human Development Report 2020.](#)

² This refers to the percentage of the population at risk of suffering multiple deprivations—that is, those with a deprivation score of 20–33 percent.

³ [World Bank database. 2021.](#) Consulted 6 December 2021.

⁴ WFP Rwanda. 2018. Comprehensive food security and vulnerability analysis - Rwanda. December. Data collected March–April 2018.

⁵ WFP Rwanda. 2018. Comprehensive food security and vulnerability analysis - Rwanda. December. Data collected March–April 2018.

⁶ [National Institute of Statistics of Rwanda. 2020. Rwanda Statistical Yearbook 2020. Secondary completion rates not reported.](#)

⁷ Republic of Rwanda. Ministry of Education. Education Statistics. 2019.

⁸ “Social assistance beneficiaries” are defined by USDA as “students that received school meals and/or take-home rations.” See USDA Foreign Agricultural Service – Food Assistance Division. 2019. USDA Food Assistance Indicators and Definitions.” February. Page 98.

⁹ Statistics and descriptions per email communication from WFP Rwanda country office, 28 March 2022.

4. **Main users/intended audience.** The intended users of the baseline study are WFP stakeholders at national, regional and corporate levels; USDA and other donors; governmental and non-governmental partners; and the targeted communities and beneficiaries.
5. **Methodology and data collection methods for the baseline.** The baseline study is a mixed-method evaluation that employs a student literacy assessment, qualitative interviews with programme stakeholders, e-surveys, and document review. It provides context for programme implementation at the initial stage of Phase II, and establishes baseline indicator values for performance indicators that will serve as a basis for comparison and interpretation of programme results at midterm and endline. Quantitative results in programme schools are tested for statistical comparison with control schools. Challenges to the study included the delayed start of the baseline; a low response rate to the census e-survey, and achieving a gender balance in FGDs and KIIs due to the high percentage of males in key roles.
6. **Findings: Relevance.** The McGovern-Dole Program is seen to be relevant to the needs of both Group 1 and Group 2 schools. Group 1 teachers and cooks report that malnutrition and hunger among students have decreased due to the programme and that this has strongly improved attendance, handwashing behavior, and attentiveness, and ensured that children from poor families get at least one nutritious meal per day. Group 2 teachers expect that the programme will reduce dropout rates, increase attendance and performance, improve educational quality, fight malnutrition, increase student socialization, help poor families, and change parent mindsets on the need to contribute to school meals. Components of the programme have been a model for Government as it expands school feeding nationally. Most district officials report good collaboration with WFP. Teachers and school committee members indicate that the poorest families struggle to make cash contributions to the programme due to poverty and large families.
7. **Findings: Coherence.** The programme aligns with national objectives, policies, strategies and plans to improve literacy of school-aged children. Qualitative interviews with district officials acknowledged strong involvement by the MINEDUC and MINAGRI in the programme. The programme has adopted and collaborated with the Government on some key infrastructure, such as the addition of girls' sanitary rooms and permanent handwashing stations. The literacy component aligns well with other literacy and education initiatives in the country. Activities have also aligned with national priorities to improve health and dietary practices, principally during the COVID-19 pandemic. The programme has made substantial contributions to national capacity to design, management, and implement school feeding programmes, particularly through its work with the NSF Technical Working Group to operationalize the school feeding policy. Additionally, programme partners are working with the Rwanda Education Board to develop tools to train teachers on language proficiency as schools transition to English language instruction.
8. **Findings: Effectiveness.** The McGovern-Dole Program in Phase 1 was effective in improving attendance and reducing dropouts. Headmasters in Group 1 schools completed a high percentage of trainings or certificates in school management through the HGSF programme. However, there are some deficits that show in the Group 1 baseline results. Interruptions from COVID-19 related school closures limited the effectiveness of literacy programmes. This may have had unintended downstream effect on students' literacy levels in Group 1 as control group students scored better on literacy tests than those from Group 1 or Group 2 schools.
9. All Group 1 and Group 2 schools are using improved water sources. During the COVID-19 pandemic, the programme established permanent handwashing stations at participating schools and girls' sanitary rooms, both of which district officials noted as having greatly contributed to improved hygiene outcomes.
10. **Findings: Efficiency.** While the use of resources among Group 1 and Group 2 schools was generally effective, there is room for greater efficiency in the programme. Overcrowding of programme schools contributes to programme inefficiency. The Government constructed over 22,000 new schools in 2021¹⁰ to address overcrowding, though the student-teacher ratio at Group 1 schools has remained high. Crowded schools compromise the ability for feeding programmes and results in reduced meal sizes for some students.
11. **Findings: Impact.** The McGovern-Dole Program has had a positive impact on its beneficiaries and the Phase 1 results, as observed at the Phase 2 baseline, provide indication of impact pathways for Phase 2. Students are reportedly more attentive because of the school meals and attendance for both boys and girls has increased. The programme has provided jobs for cooks and security guards to the surrounding communities. Parents have more time to devote to income activities instead of preparing lunch as children receive meals

¹⁰ [Edwin Ashimwe. 2021. The New Times. Construction of new classrooms at over 95%.](#)

at school. Teachers report decreased rates of malnutrition and improved hygiene practices among students and communities surrounding NSFP schools. Some external factors that currently and may continue to dampen the programme's impact are the economic fallout from the COVID-19 pandemic and social attitudes towards girls' education. The draft gender study includes recommendations for WFP to address some of these barriers.

12. **Findings: Sustainability.** An important contribution to sustainability and consistency of approach are the national School Feeding Operational Guidelines, developed with technical support from WFP to support the Government's school feeding strategy. The guidelines were approved and disseminated by MINEDUC in 2021 and form the basis of trainings for key stakeholders in the NSFP. The ability of parents to contribute to the cost of school meals remains a challenge.
13. **Conclusions: Relevance.** The programme is relevant to intended beneficiaries as it is seen as contributing to reduced dropouts, improved literacy, reduced malnutrition, and improved hygiene and sanitation. The capacity strengthening support given by WFP to MINEDUC and others is relevant to institutional needs and the goals of the NSFP.
14. **Conclusions: Coherence.** The programme aligns with national objectives, policies, strategies and plans to improve literacy of school-aged children. Programme partners are also working with the Rwanda Education Board to develop tools to train teachers on language proficiency and methodologies to support their ability to teach subjects in English.
15. **Conclusions: Effectiveness.** Literacy levels in Group 1 and Group 2 schools are lower than expected due to COVID-19 related school interruptions. Moreover, a higher proportion of students from control schools perform better on literacy tests compared to students in programme schools with possible reasons for this explored in the main report. Specifically for Group 1 schools, this baseline finds continued positive results in effective use of health and dietary practices, more productive school gardens, and continued community outreach on nutrition education.
16. **Conclusions: Efficiency.** There is room for greater efficiency in Group 1 and Group 2 schools as overcrowding of treatment schools compromises the ability of feeding programmes to provide enough food to each child, especially when pre-primary children also receive food.
17. **Conclusions: Impact.** Overall, the baseline still finds positive impact for the Phase 1 programme in terms of on-time attendance, improved hygiene, reduced malnutrition, and an improved teaching and learning environment. Parents also indicate that school meals free their time for income-earning activities. However, the pandemic has reduced incomes and cash contributions to schools, making it difficult for some schools to pay for cooks, firewood, and other supplies.
18. **Conclusions: Sustainability.** The national School Feeding Operational Guidelines developed with programme support are an important contribution to sustainability. Many of the individual NSFP readiness components have the potential to sustain. School Readiness Scorecard reports that all programme schools have established School Feeding Committees and School Tender Committees, most of which are operational.
19. The programmatic lessons learned from the baseline study are:
 - The country office should continue to support initiatives to address the issue of parent contributions for the poorest families.
 - Many schools report it a challenge to pay increased water bills.
 - Phase II targets should be reviewed with specific target setting for Group 1 and Group 2 schools.
 - Local ownership of nutrition education and interventions is critical.
 - Complementary funding is being used to benefit NSFP schools.
 - Supporting government goals in the NSFP is key.

1. Introduction

1.1. Evaluation features

20. **Purpose and rationale.** This is the report of the baseline study conducted for the United States Department of Agriculture (USDA) McGovern-Dole International Food for Education and Child Nutrition Programme (McGovern-Dole) Grant for World Food Programme (WFP) Home-Grown School Feeding Programme in Rwanda (2020-2025).¹¹ The current programme (“Phase II”) is the successor to the previous programme implemented 2016-2021.¹² The Phase II baseline study, commissioned by the WFP Rwanda country office, is part of a five -year decentralized evaluation contract (2020-2025) where the baseline study, midline and endline will be carried out as part of one package by an independent evaluation firm. The three exercises are designed to provide evidence-based independent measures of agreed-upon programme indicators.
21. **Objectives.** Accountability and learning are the mutually reinforcing objectives of the baseline. The baseline will establish a starting point to measure progress on programme objectives, enable accountability to stakeholders on whether programme activities appropriately meet beneficiary needs, and if the programme achieves its goals. The baseline will aid learning by providing information on the initial status, attitudes and challenges of beneficiaries and control schools that will help guide programme strategy and implementation. During Phase II of the McGovern-Dole Programme, learning will be emphasized, and evaluation findings will be used to support the transition of McGovern-Dole Program supported schools into the national school feeding programme. Issues relating to gender equality and women’s empowerment (GEWE) will be mainstreamed across the two objectives.
22. The baseline study will serve the following specific objectives¹³, based on the terms of reference:
- Confirm indicator selection and targets and establish baseline values for all performance indicators included in the proposal, including for comparison schools. The baseline study will also be used to revisit programme targets in light of baseline findings where relevant and to review the results frameworks or theory of change,
 - Be used for ongoing programme monitoring activities to regularly measure activity outputs and performance indicators for lower-level results,
 - Measure performance indicators for McGovern-Dole strategic as well as the highest-level results that feed into the strategic objectives as part of the mid-term and final evaluations, and
 - Provide a situational analysis before the programme begins and confirm the full evaluation design as prepared during the inception period. This analysis will inform programme implementation and will provide important context necessary for the mid-term and final evaluations to assess the programme’s relevance, effectiveness, efficiency, sustainability, and impact.
23. **Subject and scope.** Phase II of the McGovern-Dole Programme is implemented jointly with the Rwanda Ministry of Education (MINEDUC), Ministry of Agriculture and Animal Resources (MINAGRI), National Child Development Agency (NCDA), World Vision International (WVI), Gardens for Health International (GHI), Rwanda Biomedical Centre (RBC) and the Districts of Education for Karongi, Rutsiro, Nyamagabe, Nyaruguru, Burera, Kayonza and Gasabo districts. It supports school feeding and related activities in 136 pre- and primary schools in seven districts of Rwanda. As a whole these activities are intended to improve outcomes in student learning and literacy, school enrolment and attendance, and health and dietary practices, and to strengthen government capacity to implement the national school feeding programme. The programme has complementary household- and community-level interventions in support of these objectives, and also works with farmer cooperatives to enhance their capacity to provide nutritious food to the national school feeding programme. Section 2.1 has further programme details.

¹¹ Hereafter referred to as “McGovern-Dole Programme.”

¹² Phase I of the WFP USDA McGovern-Dole International Food for Education and Child Nutrition Program support in Rwanda took place from 2016 to 2021 (an extension was granted to the original 2020 end date due to COVID-19).

¹³ The baseline study will be undertaken in parallel to a separately commissioned gender analysis.

24. The baseline study focuses on the USDA McGovern-Dole Program indicators, and investigation into the activities and context expected to influence indicator performance. Data collection in the field ran from 25 October to 25 November 2021, alongside remote interviews that extended into early December.
25. While the baseline evaluation team will include a gender focus in qualitative data collection and in the overall analysis, findings permitting, WFP has separately commissioned an independent gender analysis conducted in parallel with this baseline study. The analysis is designed as a formative assessment, to include a comprehensive review as well as “deep dives” of gender dimensions. The gender exercise was initially envisioned under the scope of the baseline, but since the terms of reference were formulated, it was decided that this analysis instead be a parallel process undertaken by a gender consultant under a separate scope of work.
26. **Stakeholders and users.** The main users of the baseline study and later evaluations are WFP stakeholders at national, regional and corporate level; USDA and other donors; governmental and non-governmental partners; as well as the communities and beneficiaries the programme is intended to serve. Within WFP, the main stakeholders and users are the WFP Rwanda country office, Regional Bureau (Nairobi), the School-based Programmes Division in headquarters, the Office of Evaluation in headquarters, and the Executive Board. External stakeholders include the schools and communities affected by the programme, national and district government, donors, implementing partners, the School Feeding Technical Working Group, and the United Nations Country Team. The baseline study will allow these stakeholders to understand the context and indicator performance at baseline and enable performance and higher-level results analysis at midterm and endline.
27. **Evaluation team.** The baseline study was conducted by TANGO International, a United States-based evaluation firm, including a core team of two international and four national evaluators, with analytical, research and quality assurance support from the firm’s headquarters staff. The same core team of evaluators carried out the midterm evaluation (2018) and the final evaluation (2021) of Phase I and thus was highly familiar with the programme context, objectives, evolution, and performance over time.
28. **Evaluation approach.** The baseline study is a mixed-method evaluation that employs a student literacy assessment, interviews with programme stakeholders and participants, e-surveys, and document review. It provides context for programme implementation at the initial stage of Phase II and establishes baseline indicator values for performance indicators. This report deliberately omits comparisons of Phase II baseline data and Phase I endline data; however, it is useful to read this baseline report in conjunction with the endline evaluation. The baseline data and information will serve as a basis for comparison and interpretation of programme results of the midterm evaluation (March-May 2023) and endline evaluation (July-September 2025).

1.2. Context

Geography

29. Rwanda is a small, hilly, landlocked, and densely populated country in East Africa with just under 13 million people (2021 projection).¹⁴ It is highly vulnerable to drought and landslides and moderately vulnerable to earthquakes and windstorms.¹⁵

Poverty food, and nutrition security

30. Rwanda ranks 160th out of 185 countries in the 2020 Human Development Index.¹⁶ The poverty headcount ratio at the international poverty line of \$1.90 a day (2011 purchasing power parity) has been steadily

¹⁴ [National Institute of Statistics of Rwanda. 2021.](#) Consulted 6 December 2021.

¹⁵ [Rwandan Ministry of Disaster Management and Refugee Affairs \(MIDIMAR\). 2015. The National Risk Atlas of Rwanda.](#)

¹⁶ [UNDP. 2020. Human Development Report 2020.](#)

decreasing, from 69.1 percent of the total population in 2005 to 56.5 percent in 2016.¹⁷ The multidimensional poverty headcount ratio¹⁸ was 28.7 percent in 2016, down from 32.9 percent in 2013.¹⁹

31. Food insecurity affects 18.7 percent of Rwandan households; of these, 1.7 percent are severely food insecure.²⁰ Undernourishment rose from 29.5 percent of the population in 2008 to 35.2 percent in 2019.²¹ Western and Southern provinces, where the majority of the HGSF schools are located, have the highest prevalence of food insecure households (29.9 percent and 20.5 percent, respectively, followed by Northern and Eastern provinces (17.8 percent and 16.2 percent, respectively).²² Prevalence of moderate and severe food insecurity is significantly higher in households in *Ubudehe*²³ category 1 – the poorest category (28 percent moderately food insecure and 4 percent severely food insecure).²⁴ Similarly, the highest rates of moderate and severe food insecurity are found in the poorest wealth quintile (34 percent and 4 percent, respectively).²⁵
32. Table 1 presents key child nutrition indicators for Rwanda.

Table 1: Child nutrition indicators for Rwanda

	Total	Male	Female
Prevalence of stunting among children under 5 years of age (2020) ^a	33.1	37.0	29.2
Prevalence of wasting among children under 5 years of age (2020) ^a	1.1	0.9	1.4
Prevalence of underweight among children under 5 years of age ^b	7.7	9.0	6.3
Prevalence of overweight among children under 5 years of age (2020) ^a	5.6	5.8	5.4

Sources:

^a National Institute of Statistics of Rwanda. 2021. Rwanda Demographic and Health Survey 2019-2021. September.

^b [World Bank database, 2021](#). Consulted 6 December 2021.

33. Micronutrient deficiencies in Rwanda are a concern; 37.9 percent of children under five and 17.2 percent of women of reproductive age (15-49 years) are anemic.²⁶ The most common causes of anemia are lack of iron in the diet and intestinal worms. Prevalence of intestinal worms is widespread, affecting 45.2 percent of the population (2014), especially school-aged children.²⁷ WFP and partners carried out a knowledge, attitudes and practices (KAP) study on deworming in Rwanda in 2021.²⁸ The study found that while there is very high ownership of deworming programs, there are significant gaps in training of teachers and health workers on soil transmitted helminths (i.e., worms) and schistosomiasis. While 54.1 percent of community health workers

¹⁷ [World Bank database, 2021](#). Consulted 6 December 2021.

¹⁸ This refers to the percentage of the population at risk of suffering multiple deprivations—that is, those with a deprivation score of 20–33 percent.

¹⁹ [World Bank database, 2021](#). Consulted 6 December 2021.

²⁰ WFP Rwanda. 2018. Comprehensive food security and vulnerability analysis - Rwanda. December. Data collected March-April 2018.

²¹ [World Bank database, 2021](#). Consulted 6 December 2021.

²² WFP Rwanda. 2018. Comprehensive food security and vulnerability analysis - Rwanda. December. Data collected March-April 2018.

²³ Since 2015, the Government of Rwanda has adopted a system of classifying all Rwandan households in four “*Ubudehe*” categories that reflect their economic status.

²⁴ WFP Rwanda. 2018. Comprehensive food security and vulnerability analysis - Rwanda. December. Data collected March-April 2018.

²⁵ WFP Rwanda. 2018. Comprehensive food security and vulnerability analysis - Rwanda. December. Data collected March-April 2018.

²⁶ National Institute of Statistics of Rwanda. 2021. Rwanda Demographic and Health Survey 2019-2021. September.

²⁷ The END Fund. 2018. Partnering to End Neglected Tropical Diseases in Rwanda.

²⁸ WFP, University of Global Health Equity, Rwanda Biomedical Centre. Agents of Change in the education, sensitization, and reduction of deworming in Rwanda. Policy Brief. November 2021.

and teachers demonstrated good knowledge of these infections, only 3.5 percent of teachers were trained on worm infections, and there is especially low knowledge of symptoms.

Agriculture

34. National agriculture is critical to food security and an important sector of the Rwandan economy, though the percentage value-added of agriculture, forestry, and fishing, has been decreasing since the late 1990s; in 2020 it was 26.3 percent of Gross Domestic Product (GDP).²⁹ The annual growth rate in these sectors has remained fairly stable in the past five years, ranging from a high of 5.03 percent in 2019 to a low of 0.86 percent in 2020.³⁰ The majority of households in Rwanda are smallholder farmers with small plots of land. About 24 percent of the land is owned by women,³¹ who are mainly engaged in production rather than better-paying value-added agricultural processing and marketing activities.

SDG 2/SDG 17 Overview

35. Rwanda has integrated the Sustainable Development Goals into its national development agenda through the draft Vision 2050, National Strategy for Transformation (NST 1, 2017-2024) and related strategies at different levels.³² The Voluntary National Review (VNR) in 2019 reported that Rwanda has developed comprehensive policies and strategies that contribute to ending hunger, achieving food security and improving nutrition and has been making steady progress in its fight against hunger and malnourishment.³³ Rwanda's SDG monitoring process includes Comprehensive Food Security and Vulnerability Analyses (CFSVA). The latest CFSVA (2018) shows continuing positive trends under SDG 2 in reducing poverty and malnutrition and in agriculture sector growth.
36. Under SDG 17, the VNR reports that Rwanda has created inclusive partnerships with governments, the private sector, civil society and development partners that have delivered visible changes on the ground, and that foster the country's development based on its medium-term plan and long-term vision. NST 1 emphasizes the important role of the private sector. While Rwanda registered encouraging results overall in terms of total government revenue as a proportion of GDP (Indicator 17.1.1), peaking at 24.1 percent in 2018, the Government recognizes the need to enhance domestic resource mobilization and sustain progress in the medium and long term. Rwanda continued to implement its policy of self-reliance by financing a large share of its budget from domestic resources (Indicator 17.1.2). Rwanda is also encouraging its citizens living abroad to contribute to the national development process (Indicator 17.3.2). As a result, the volume of remittances as a proportion of total GDP has continued to increase, despite global economic uncertainties.³⁴

Government policies and priorities relevant to the programme

Overall

37. The Government of Rwanda is guided by the national development plan Vision 2050, which envisions Rwanda transforming from an agrarian to a knowledge-based economy, attaining upper middle-income country status by 2035 and high-income status by 2050. The country's poverty reduction strategy, the National Strategy for Transformation (2017-2024) prioritizes quality education for all as a prerequisite for a knowledge-based economy. Other government policies relevant to the programme are the national Food and Nutrition Policy (2013-2018), which focuses on eliminating chronic malnutrition, and the School Health and Nutrition Policy (2014) that declares that all schoolchildren shall study in a healthy environment in child-friendly schools.
38. Rwanda joined the global School Meals Coalition (SMC) in June 2021 and is one of 11 taskforce members. The coalition brings together 64 member governments, United Nations agencies, civil society, the private sector and academia to ensure that every child receives a healthy, nutritious meal in school by 2030. Member states like Rwanda sign a national commitment to scale up or improve domestic programmes, to be accountable

²⁹ [World Bank database. 2021.](#) Consulted 9 December 2021.

³⁰ [World Bank database. 2021.](#) Consulted 9 December 2021.

³¹ Gender Monitoring Office. 2019. The State of Gender Equality in Rwanda.

³² [United Nations Division for Sustainable Development Goals. 2021.](#) Consulted 6 December 2021

³³ [United Republic of Rwanda. 2019. 2019 Rwanda Voluntary National Review Report. June.](#)

³⁴ [United Republic of Rwanda. 2019. 2019 Rwanda Voluntary National Review Report. June.](#)

for their goals, and to support other countries' programmes. WFP is the global lead for the monitoring and accountability component of the SMC.

Education policies

39. The National School Feeding (NSF) Policy (2019) presented the initial framework for development of Rwanda's National School Feeding Programme (NSFP). The policy calls for comprehensive, universal pre-, primary and secondary school coverage with a focus on water, sanitation, and hygiene (WASH) and nutrition, plus unconventional procurement for local purchase of fresh, nutritious, foods to enhance nutrition, dietary diversity, and economic development for rural smallholder farmers through linkage to the reliable NSFP market for local produce. The NSF TWG was established in late 2019 to coordinate school feeding stakeholders and investments at high level and align the programme with long-term government strategy; the TWG meets quarterly. Terms of reference have been approved for WFP to co-chair the TWG with MINEDUC, as well to co-chair the NSF Steering Committee (NSFSC), which will oversee strategic direction of the NSFP and coordinate programming across Rwanda's 30 districts (at this writing, the NSFSC is not yet operational/active). The National School Feeding Steering Committee (NSFC) was recommended as a policy action by the Comprehensive National School Feeding Policy to enhance multi - sectoral governance and institutional coordination arrangements and enforce shared responsibility by all stakeholders. The NSFSC will bring together ministries, government intuitions and development partners. Following the approval of the school feeding policy, the terms of reference establishing the NSFSC were approved by the Ministry of Education in August 2020. The main purpose of the NSFC is to provide strategic guidance for the development and implementation of a national school feeding programme in line with the national policy and strategy in addition to overseeing all individual school feeding interventions in the country. The NSFC is made up of 16 government ministries and institutions and six development partners, Chaired by the MINEDUC and co-chaired by MINAGRI and WFP.
40. In July 2019, WFP and MINEDUC spearheaded development of draft School Feeding Operational Guidelines; these were approved in 2021 and disseminated to all schools nationally. The School Readiness Scorecard indicates that 91.6 percent of all programme schools are complying with these guidelines.³⁵ In 2021, WFP and MINEDUC also developed cook/storekeeper training materials; validation of the materials is expected by the end of 2022. Training and school committees will be rolled out in phases in 2022. The School Readiness Scorecard reports that all programme schools have established School Feeding Committees; of these, 94.4 percent are operational, and 38.3 percent have been trained by local/district authorities. The Scorecard indicates that School Tender Committees have been established in 99.1 percent of programme schools, are operational in 64.5 percent of these schools, and 22.4 percent have received training from local/district authorities. According to MINEDUC and WFP and McGovern-Dole country-specific guidance, the process to operationalize Rwanda's NSFP will require additional capacity building at local, district, and national levels, to include procurement, logistics, storage, safe food handling and hygiene (including to cooks and storekeepers); and systems strengthening.
41. The Education Sector Strategic Plan (2018/19-2023/24) promotes equal educational access for girls, children from poor families, and people with disabilities, though equitable access to disadvantaged students remains a challenge.³⁶ The Government provides a subsidy equal to approximately 40 percent of the cost a meal, while parents are expected to contribute about 60 percent of the cost, in addition to other school feeding costs such as cook salaries and firewood.
42. A draft National Literacy Policy was introduced in 2019 and is awaiting approval by Government. The policy was developed with technical support from the USAID-funded Mureke Dusome project and is supported by WVI and other non-governmental organizations. The policy supports full literacy development among all Rwandan citizens and embeds literacy skills within the right to education. The draft policy serves as an overarching document for national literacy development and addresses a policy gap around early literacy development as the foundation for all future learning. The draft policy supports greater coordination and policy coherence and objectives across multiple sectors and government institutions, led by MINEDUC.³⁷

³⁵ WFP Rwanda. 2022. School Readiness Scorecard Excel file: HGSF_SchoolLevel_Scorecard_19JAN2022.

³⁶ Republic of Rwanda, Ministry of Education. 2018. Education Sector Strategic Plan, 2018/19-2023/24.

³⁷ Republic of Rwanda, Ministry of Education. 2019. National Literacy Policy (draft). September 2019.

43. Another government programme relevant to school feeding is One Cup of Milk, initiated in 2010 to address malnutrition and dairy sector development. In addition, the Secondary School Feeding Programme was initiated in 2014 to cover three meals per day, via cash transfer to boarding schools. This programme has expanded into the NSFP. In 2020, the Government announced the plan to scale up the programme to over 3.3 million pre-primary, primary and secondary students in all public and government-aided schools.^{38, 39}
44. **Sourcing school meals**, The National School Feeding policy and strategy calls for local procurement of fresh, nutritious foods by schools to enhance nutrition and dietary diversity in school meals while supporting the economic development of agricultural cooperatives and small farmers.

Gender policies

45. GEWE is a key overarching principle in the Government of Rwanda's legal and policy frameworks. Rwanda's constitution recognizes women's rights, gender equality, and women's legal rights to land and inheritance. NST I includes indicators for gender progress in education, employment, health, and other areas. Rwanda was ranked seventh in the 2021 Global Gender Gap Index by the World Economic Forum.⁴⁰ However, there is less progress in other areas, and the 2020 Gender Inequality Index, which captures inequality in reproductive health, empowerment, and labor markets, ranks Rwanda 92nd out of 189 countries.⁴¹
46. Rwanda's Revised National Gender Policy (2021) is the Government's main strategic guidance document. The policy states its mission as "to ensure that gender gaps across sectors are addressed through accelerating effectiveness of gender mainstreaming, gender-responsive interventions, and gender accountability to position Rwanda as a global model in promoting gender equality. The overall goal of this policy is to improve gender equality and equity in various sectors while increasing women's access to productive economic resources and opportunities and ensuring that women and men are free from any form of gender-based violence and discrimination." The policy emphasizes the engagement of men and boys and accelerating gender mainstreaming in the private sector.⁴² Rwanda has signed onto various commitments arising from the November 2021 African Union (AU) Men's Conference on Positive Masculinity, including the AU's commitment to scale up proven solutions to combat violence against women and girls, and implementing and monitoring the AU Maputo Protocol Scorecard and Index, a tool designed to assess progress on gender equality, women's rights, and women's empowerment commitments under the Maputo Protocol.⁴³

Education context

47. Rwanda is ranked in the lowest quarter of the World Bank's Human Capital Index (HCI) (2018). The HCI (2018) reported that the future potential of Rwandan youth is 63 percent below what they could achieve with better health and education. The report attributed this in part to the high stunting levels and the poor quality of education, reflected in low overall test scores and high repetition rates. Undernutrition undermines student educational performance through hunger, frequent illness, and limited learning capacity associated with deficient cognitive development. This translates into a greater probability of starting school at a later age, grade repetition, drop-out, and ultimately a lower level of education. The HCI analysis generated high-level government discussions on school feeding that were followed by its endorsement of the NSFP in 2019, and budget expansion to implement the NSFP.
48. Rwanda has improved the quality, coverage, and access to basic education through the Education Sector Strategic Plan (2018/19-2023/24). The Government provides 12 years of free, compulsory, basic education to all children. In 2019, MINEDUC changed the language of instruction for lower and upper primary from

³⁸ Global Child Nutrition Forum. 2020. National School Feeding Program in Rwanda: Virtual Conference Nov 9, 2020.

³⁹ [The New Times. 2021. Govt injects Rwf27bn towards school feeding. July 26.](#)

⁴⁰ World Economic Forum. Global Gender Gap Report 2021. Insight Report. March 2021. United Nations Development Programme. Human Development Report 2020.

⁴¹ World Economic Forum. Global Gender Gap Report 2021. Insight Report. March 2021.

⁴² Republic of Rwanda, Ministry of Gender and Family Promotion. 2021. Revised National Gender Policy – February 2021.

⁴³ [African Union News. 2021. Men's Conference on Positive Masculinity: "Galvanizing Positive Masculinity to end the scourge of violence in Africa."](#)

Kinyarwanda to English.⁴⁴ The gross enrolment rate for pre-primary (nursery) school increased from 23.8 percent in 2016 to 29.9 percent in 2019 and the net enrolment rate increased from 17.5 percent to 24.6 percent over the same period. Nevertheless, these rates are very low compared to the SDG target of 100 percent by 2030.⁴⁵ The primary school completion rate has increased steadily in recent years, from 60.4 percent overall in 2015 to 95.4 percent in 2019.⁴⁶ However, dropout rates increased from 5.7 percent to 7.8 percent in the same period.⁴⁷ Female enrolment in both lower and upper secondary has been slightly but consistently higher than male enrolment in all years from 2015-2019. Rwanda's Gender Parity Index⁴⁸ was 0.99 in 2018, indicating that girls are near parity with boys.⁴⁹

49. In 2016, 0.83 percent of children enrolled in pre-primary education were identified as having a disability; in primary schools, children with disabilities represent 0.75 percent of the total number of children enrolled, a similar percentage to the previous three years. This represents fewer than one percent of enrolled students and is significantly below the expected numbers within the population. Students with a disability represented only one percent of the total enrolled in secondary education in 2016.
50. WASH infrastructure in schools is poor. The Primary schools have one toilet per 52 per students (51 per females and 49 for males) and one per 11 staff (12 for females and 10 for males).⁵⁰ Only 54.1 percent of schools have piped water. MINEDUC estimates that menstruation accounts for an average of 50 days/girl/year in absences. The lack of physical and social accessibility and affordability of sanitary pads for menstrual hygiene management (MHM) in Rwanda causes 18 percent of women and girls to miss work or school.⁵¹ Since 2015, MINEDUC has acknowledged the importance of MHM, and MHM has become increasingly important in WASH activities, though financial resources and the lack of water on school premises are limitations. WFP and World Vision have partnered to build girls' sanitary rooms in schools, providing water and soap, sanitary pads, and disposal facilities. The aim is to improve hygiene and knowledge among adolescent girls as well as increase attendance and focus in class. A recent survey of girls aged 10-19 in schools in Rutsiro, Karongi, Nyamagabe, and Nyaruguru supported through WFP home-grown school feeding found that 92 percent use the MHM services provided, and 66 percent source their pads from the sanitary rooms.

Effects of COVID-19 on education

Gender context

51. Women and girls face inequities arising from traditional gender roles that prioritize family and household duties for females, as well as economic and health challenges. Female-headed households comprise 23 percent of all households and are more likely to be poorer and more food insecure than those headed by men. Around one-quarter of households in the original four Phase I McGovern-Dole Program supported districts are female-headed. Between 51 percent and 77 percent of households in those districts are in the poorest wealth quintiles. Only 54 percent of female-headed households had some education versus 80 percent of male-headed households.⁵²
52. Challenges to gender inclusion go beyond ensuring that girls matriculate in school, including traditional attitudes among parents on education for girls. For example, girls are expected to complete household chores before going to school. The draft gender assessment notes that domestic work is a significant burden

⁴⁴ [MINEDUC. 2019. Communiqué: MINEDUC endorses the use of English language as a medium of instruction in lower primary. December.](#)

⁴⁵ Republic of Rwanda, Ministry of Education. 2019. 2019 Education Statistics.

⁴⁶ National Institute of Statistics of Rwanda. 2020. Rwanda Statistical Yearbook 2020. Secondary completion rates not reported.

⁴⁷ Republic of Rwanda. Ministry of Education. Education Statistics. 2019.

⁴⁸ ratio of girls to boys enrolled in all primary schools

⁴⁹ [UNESCO Institute for Statistics.](#)

⁵⁰ Republic of Rwanda, Ministry of Education. 2019. 2019 Education Statistics.

⁵¹ WFP Rwanda. 2021. Assessing the Usage of Menstrual Hygiene Management Services and Factors Influencing their Usage among Adolescent Schoolgirls in Rwanda. Report. Policy Brief. November.

⁵² WFP Rwanda. 2018. Comprehensive Food Security and Vulnerability Analysis.

for girls and has a strong negative impact on their ability to attend school or do their homework. Domestic chores often makes it hard for girls to reach school on time, though the McGovern-Dole Program endline evaluation showed that girls' on-time arrival at school improved when school meals were served.⁵³ A 2017 study on gender and education in Rwanda found that "despite high levels of knowledge of gender equality among respondents, attitudes among parents and community members continue to promote outdated traditional cultural perspectives on gender."⁵⁴ A majority of school staff are male, providing few role models for young girls.⁵⁵ The gender analysis recently completed for WFP Rwanda is largely consistent with these findings and further concludes that widespread attitudes that education is less important for girls are well entrenched and present challenges to McGovern-Dole Program goals around equal access to education for girls.⁵⁶

53. Rwanda has seen some progress in terms of enabling girls' participation in school. MINEDUC has worked with WFP to design meals to meet the nutritional needs of adolescent girls, and the education sector plan has a dedicated budget line to address education barriers for girls, including the provision of gender-sensitive WASH facilities – though the Phase I McGovern-Dole Program endline found that greater sensitivity in the siting and access to girls' sanitary rooms is needed,⁵⁷ and the current baseline study finds that at some schools the toilet and sanitary facilities were closed, due to schools' inability to pay water bills (see discussions in Section 4 and Section 5.2).

⁵³ WFP. 2021. WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Programme's Support in Rwanda 2016-2021. Endline evaluation. Similarly, the evaluation found that household duties hinder women's membership and participation in agricultural cooperatives, which are an enhanced focus of the Phase II programme.

⁵⁴ Government of Rwanda/UNICEF. A Study of Knowledge, Attitudes and Practices around Gender and Education in Rwanda. October 2017.

⁵⁵ WFP. 2021. WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Programme's Support in Rwanda 2016-2021. Endline evaluation.

⁵⁶ WFP Rwanda. 2021. Gender Assessment Home Grown School Feeding Programme. December 2021. Draft

⁵⁷ WFP. 2021. WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Programme's Support in Rwanda 2016-2021. Endline evaluation.

Gender indicators

54. Table 2 presents key gender equality indicators for Rwanda.

Table 2: Gender equality indicators

	Total	Male	Female
Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months	na	na	30.0
Physical violence	na	na	19.7
Sexual violence	na	na	10.3
Psychological violence	na	na	23.6
Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18	na	na	
Before age 15	na	na	0.3
Before age 18	na	na	5.5
Proportion of women aged 15-49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care	na	na	63.1
Proportion of individuals who own a mobile telephone	54.8	61.6	47.9

^a National Institute of Statistics of Rwanda. 2021. Rwanda Demographic and Health Survey 2019-2021. September.

Refugees

55. As of October 2021, there are 126, 988 persons of concern in Rwanda, the majority refugees from the Democratic Republic of Congo (60.8 percent) and Burundi (38.9 percent). UNHCR Rwanda provides protection and assistance to refugees in six refugee camps and three urban areas. Mahama Camp in Eastern Province hosts the most refugees (43.8 percent of the total); Kiziba, Kigeme, and Nyabiheke camps each host approximately 11-13 percent, and the remainder are in Gihembe and Mugombwa camps, with smaller numbers in the urban areas of Kigali, Nyamata, and Huye.⁵⁸

Key external events which led to significant changes in WFP's work

56. The COVID-19 pandemic is the main contextual development that has impacted WFP Rwanda's work in the past two years. December 2021 cumulative figures indicate 100,464 COVID cases and 1,344 deaths.⁵⁹ Schools closed in March 2020. Upper primary (P4-6) and secondary students returned to school in November 2020, and lower primary students (P1-3) returned in January 2021. In response to the 2020 school closures, the Government introduced online and distance learning modalities, which allowed for continuity of learning; however, there were limitations due to the availability of internet connectivity. WFP Rwanda and partners adapted in various ways to keep core McGovern-Dole Program activities running, albeit at a reduced level, during the COVID-19 pandemic. These adaptations took place mostly in 2020 and early 2021 and included distributing take-home rations to ensure that vulnerable schoolchildren had access to food during pandemic-related school closures, shifting reading clubs to house-to-house book lending, changing in-person training for school administrators and teachers to self-learning manuals, incorporating COVID-19 topics into health and hygiene trainings and messaging materials, shifting to radio learning for hygiene and health messaging, and distributing vegetables from school gardens to vulnerable families who could not obtain fresh produce due to movement restrictions. MINEDUC also required that permanent handwashing stations be established at schools to prevent the spread of COVID-19, which catalyzed partner efforts to replace temporary handwashing stations with permanent ones.

57. In 2020, the Global Partnership for Education (GPE) awarded the Government of Rwanda USD 10 million to support post-pandemic school re-openings. Half of this grant provided a three-month top-up to 25 percent of the 3.3 million students supported by the NSFP. Another USD 1 million was allocated to the construction of 1,348 permanent handwashing stations in schools, using a design developed jointly by WVI, WFP, MINEDUC and UNICEF. Most schools in the country now have permanent handwashing stations, and more classrooms

⁵⁸ [UNCHR. 2021. Operational Data Portal](#). Consulted 7 December 2021.

⁵⁹ [World Health Organisation. Rwanda COVID-19 update. 9 December 2021.](#)

have been built in areas where the NSFP operates. Additionally, in 2021 the Ministry of Education, with funding from the World Bank, has constructed a total of 22,214 new classrooms, approximately 98.86 percent against its goal to have 22,505 new classrooms by the end of 2021.⁶⁰

Features of international assistance in the area

58. The amount of net official development assistance (ODA) and official aid Rwanda received increased from USD 1.134 billion in 2015 to USD 1.21 billion in 2019.⁶¹ Net ODA as a percentage of gross national income is 11.9 percent (2019, latest data available).⁶² Rwanda's largest donors are the International Development Association, the United States, the African Development Fund, EU institutions, and Global Fund.⁶³ The majority of these funds are directed toward economic infrastructure, health and population, social infrastructure, and education.⁶⁴

Related work of other key humanitarian/development actors

59. In addition to WFP and its McGovern-Dole Program partners, other international actors with significant roles in implementing education programming in Rwanda include World Vision (USAID Homes and Communities award), Chemronics, the United States Agency for International Development, Save the Children, the Foreign, Commonwealth and Development Office (FCDO),⁶⁵ UNICEF, and the World Bank. See Annex 1 for details of these programmes. In support of school health, a number of complementary WASH programmes were implemented in select schools to improve infrastructure and build capacity and knowledge at the school level; some activities were paused during the COVID-19 pandemic, but infrastructure activities continued.

Other WFP Rwanda activities

60. The WFP Rwanda Country Strategic Plan (2019-2023) has several activities in addition to the McGovern-Dole Programme. Under Strategic Objective (SO) 1, it provides food and nutrition assistance and basic livelihood support to refugees and returnees, and food or cash, nutrition support and other assistance to local Rwandan populations in need of assistance. Under SO2, it supports the design, implementation, and scale-up of national food security and nutrition-sensitive social protection programmes. SO3 activities provide capacity-strengthening support to national programmes that improve the nutrition status of targeted populations. SO4 provides support, education, and capacity strengthening services for smallholder farmers and value chain actors. SO5 delivers supply-chain services and expertise to enable all partners to provide assistance to affected populations.

⁶⁰ [Edwin Ashimwe. 2021. The New Times. Construction of new classrooms at over 95%.](#)

⁶¹ [World Bank database. 2021.](#) Consulted 9 December 2021.

⁶² [World Bank database. 2021. World Bank. 2021. Net ODA received \(% of GNI\)- Rwanda.](#) Consulted 9 December 2021.

⁶³ [OECD. Top Ten Donors of Gross ODA for Rwanda, 2018-2019 average, USD million.](#) Consulted 9 December 2021.

⁶⁴ [OECD. Top Ten Donors of Gross ODA for Rwanda, 2018-2019 average, USD million.](#) Consulted 9 December 2021.

⁶⁵ Formerly, UK Department for International Development (DfID),

2. Subject of the baseline, theory of change and baseline questions

2.1 Subject of the baseline, theory of change, activities and intended outputs and outcomes

Programme overview

61. The subject of this baseline study is the USDA McGovern Dole Grant for WFP Home-Grown School Feeding Programme in Rwanda (2020-2025). The McGovern-Dole grant supports direct implementation of school feeding, WASH, health and nutrition, education and infrastructure activities in 136 pre- and primary schools in Karongi, Rutsiro, Nyamagabe, Nyaruguru, Burera, Kayonza and Gasabo districts, reaching approximately 117,095 students (see map in Annex 2).⁶⁶ Teachers targeted to participate in the programme at school level number 336 (280 primary teachers, and 56 pre-primary teachers, and school administration members targeted to be trained on teacher coaching are 495 (388 in Group 1 schools and 108 in Group 2). The programme also includes household and community-level support for 18,256 parents and local capacity strengthening for cooks; storekeepers; school committees – including School General Assembly Committees (SGAC), School Feeding Committees, School Management Committees, School Audit Committees, and School Tender Committees; smallholder farmers; Water User Associations; and local and district-level government. There is also a strong focus on technical assistance and capacity strengthening to central-level government school feeding stakeholders.

Programme goals and objectives

62. The McGovern-Dole Program strategic goals are improved literacy of school-age children (MGD SO1) and increased use of health and dietary practices (MGD SO2) in the targeted areas. WFP and partners aim to achieve MGD SO1 by: promoting teacher attendance and recognition; distributing school supplies and materials; improving literacy instruction materials; increasing the skills and knowledge of teachers and administrators; providing school meals; developing partnerships with farmer groups to supply food to schools; establishing and maintaining school gardens; increasing use of health and dietary practices; raising awareness on the importance of education; and reducing health-related absenteeism in schools. WFP and partners will implement activities to achieve MGD SO2 by raising awareness on good hygiene practices; enhancing food preparation and cooking practices; building and rehabilitating latrines and water collection systems; distributing deworming medication; and building/rehabilitating kitchens, cooking areas and storerooms and providing fuel-efficient stoves. A key intervention overarching across MGD SO1 and SO2 is strengthening the capacity of Government at national, district and school levels to oversee and manage the NSFP (see McGovern-Dole Program results framework in Annex 3).
63. The programme aims to achieve the following objectives (see annexes 3 and 4 for the McGovern-Dole and Local Regional Procurement (LRP) results frameworks):
- Improve literacy skills of pre- and primary students through community and parent engagement, targeted teacher training and coaching, the provision of learning materials, and student reading competitions [WVI];
 - Increase enrolment, reduce dropout, alleviate short-term hunger, and improve student learning, concentration, and access to nutritious food by providing on-site, hot school meals daily [WFP];

⁶⁶ Phase II transitions the four Phase I districts representing 108 schools from McGovern-Dole to National School Feeding Programme (NSFP) support. Three final districts representing 28 new schools were added to McGovern-Dole support in FY20 in order to install best practices through model schools, demonstrating optimized nutrition and efficient local sourcing, in vulnerable regions ahead of handover.

- Improve health and dietary practices of students through Social Behavior Change Communication, hygiene education activities and improved water systems and latrine/handwashing facilities [GHI; RBC; WVI];
- Strengthen capacity of Government to implement the national school feeding programme through systems building, policy and strategy development, and targeted support to Government at the central and decentralized levels [WFP];
- Enhance capacities of farmers in producing sufficient nutritious food for the national school feeding programme, while also improving household food security and nutrition through targeted capacity building, enhanced financial inclusion, and connecting farmers to schools to supply for school feeding [WFP]; and
- Increase engagement and capacity of communities to delivery and manage the national school feeding programme through targeted capacity building and infrastructure development [WFP].

Activities and beneficiaries

64. Phase II of the McGovern Dole Program builds on Phase I and includes the full transition of direct school feeding to Government,⁶⁷ with Group 1 and Group 2 schools being transitioned to the NFSP in phases. At the time of the baseline study, Phase II activities had not yet started, as this is contingent on USDA approval of the baseline report. Thus, Group 2 schools in particular have not yet benefitted from McGovern-Dole support.
65. Phase II will provide a daily meal and continue to implement activities in the 108 primary schools in Karongi, Rutsiro, Nyamagabe, Nyaruguru that were supported in the FY15 McGovern-Dole Program (“Group 1” schools), and expand these services to an additional 28 pre- and primary schools in three new districts: Burera, Kayonza and Gasabo (“Group 2” schools). Phase II also expands the programme to include pre-primary students. Phase II will thus reach a total of 136 schools. Phase II expands the programme to pre-primary students and includes a hot meal for all students. Key differences in Phase II are the provision of a new meal, different from Phase I, that is the same across all schools. The hot meals in Phase II will be made up of in-kind, locally, and regionally procured and fresh foods purchased through cash transfers to schools; this is a change from Phase I, which provided two food baskets, only to primary students. Other differences include a change from a blanket activity package for all schools to two packages; a significant reduction in literacy activities; an increase in WASH activities, especially infrastructure; and a stronger linkage/alignment of capacity strengthening to the NFSP rather than just to home-grown school feeding: Phase II will aim to model best practices to inform the further development of the NSFP. This includes WFP support to strengthening the capacity of agricultural cooperatives and further developing the link between smallholder farmers and the school meals market, supplying fresh, nutritious local foods.⁶⁸ Phase II includes a procurement plan overseen by school-level tender committees as a modality for sourcing fresh foods until schools fully transition to the NSFP.
66. The 136 programme schools were selected based on a number of key poverty, food security, and education indicators. The Southern Province, including Nyaruguru and Nyamagabe districts, has some of the highest numbers of female-headed households (28.7 percent versus 26.7 percent nationally) and people with disabilities (4.4 percent versus 4.2 percent nationally) in the country, compounding already high rates of poverty and food insecurity. In addition, MINEDUC requested that the programme include model schools located in all five Rwandan provinces. Sector selection was done in consultation with district officials and MINEDUC. Selection criteria included poverty rates, percentage of population in *Ubudehe* categories 1 and

⁶⁷ WFP Rwanda. 2021. Phase II proposal for WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Programme's Support in Rwanda. Draft.

⁶⁸ WFP. 2021. WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Programme's Support in Rwanda 2016-2021. Endline evaluation.

2,⁶⁹ proximity and complementarity with other WFP/Government of Rwanda programmes, community support, and likelihood of success.

67. The McGovern-Dole Program will reach 117,095 pre- and primary students in grades 1-6, (49 percent girls, 51 percent boys) and 820 adults (including 280 teachers, 405 cooks and 136 storekeepers) who participate in the programme at school level. Household and community-level interventions will directly benefit 18,256 parents. Through local capacity strengthening, 136 SGACs and 386 school administration members will directly benefit. Over the life of programme, 117,095 social assistance beneficiaries (students receiving meals or take-home rations)⁷⁰ will benefit from programme activities, as well as 15,000 non-student beneficiaries (e.g., teachers, parents, local government, farmers, cooks, storekeepers, committee members, etc.), and 351,285 indirect beneficiaries.⁷¹

GEWE and equity

68. The draft operational plan for the McGovern-Dole Program makes specific mention of three GEWE and equity measures:⁷²

- Activity 2.1 (*Construction of disability-inclusive latrines and girls' sanitary rooms*), as amended,⁷³ states, "To promote hygiene, World Vision will construct Ventilated Improved Pit (VIP) disability-inclusive latrines in schools which need them most. Thirty disability-inclusive VIP latrines will be constructed: 20 in Group 1 schools and 10 in Group 2 schools. For every set of improved latrines constructed, a girl's sanitary room will also be constructed. In cases the schools where the latrine to be constructed already has a girls' sanitary room, the girls' sanitary room will be constructed at another school that does not have it."
- Activity 2.4 (*Teaching girls on good menstrual hygiene*) states, "Twenty-eight percent of female students in the current McGovern-Dole Program are of adolescent age. In the current project phase, WFP is supporting National Early Childhood Development Programme to develop adolescent nutrition guidelines which WFP will translate into simple learning materials for adolescent girls. The Government also plans to begin distributing iron-folic acid supplementation to adolescent girls in schools. To empower these girls, WVI will use the girls' sanitary rooms as safe spaces to distribute supplementation through teachers while also teaching girls about menstrual health and hygiene lessons and nutrition education. These lessons will be based on existing materials used in community hygiene clubs, to be adapted for these activities, in addition to the adolescent nutrition guideline learning materials." This activity is consistent with the findings and recommendations of a recent study on MHM in Rwanda commissioned by the country office⁷⁴ (see discussion in Section 1.2 under "Education context").
- Activity 6.3 (*Enhanced financial inclusion*) states, "WFP will ensure gender-sensitive programming with special attention to the position of women as smallholder farmers and within group structures, promoting them in leadership positions."

69. The draft plan also describes equal representation of men and women in programme-supported governance structures, such as teacher and student membership on School Feeding Committees (Activity 5.8).

⁶⁹ *Ubudehe* is "a long-standing and cultural value of mutual assistance which was adopted by the Government in 2000 as part of the strategies to address poverty reduction... *Ubudehe* can be understood as a socio-economic stratification system in which poor Rwandans are supported with social protection schemes." *Ubudehe* classifies households by socio-economic status. Categories 1 and 2 are the bottom two income categories. [The New Times. 2020. New Ubudehe categories: What you need to know. June 25.](#)

⁷⁰ "Social assistance beneficiaries" are defined by USDA as "students that received school meals and/or take-home rations." See USDA Foreign Agricultural Service – Food Assistance Division. 2019. USDA Food Assistance Indicators and Definitions." February. Page 98.

⁷¹ Statistics and descriptions per email communication from WFP Rwanda country office, 28 March 2022.

⁷² Plan of Operations and Activities. Excerpt of Phase II proposal shared with the evaluation team.

⁷³ Amended text reflects a revision to the activity as written in the Phase II proposal. Revised text provided by WVI staff in the process of revising this baseline report.

⁷⁴ WFP Rwanda. 2021. Assessing the Usage of Menstrual Hygiene Management Services and Factors Influencing their Usage among Adolescent Schoolgirls in Rwanda. Report. Policy Brief. November.

70. The finalization of the Phase II programme design will also take into account findings and recommendations from the formative research on gender aspects of WFP Rwanda home-grown school feeding that is being conducted in parallel with this baseline study. The purpose of the analysis is “to gather the necessary data to not only render the programme gender-transformative in all its activities and outcomes, but further, to enable it to become a platform to create the necessary change for achieving gender equality and educational outcomes. The gender analysis could potentially inform the design of a gender-transformative social and behavioral change strategy.”⁷⁵

Funding

71. The USDA McGovern-Dole program provides USD 25 million over five years. The programme receives complementary funding from other donors, including for food purchase. WFP estimates that an additional USD 7.5 million will be mobilized in addition to the McGovern-Dole Program grant. These financial resources will enable the full implementation of the programme, including local and regional purchase of select commodities to supplement the USDA-provided LRP funding, the construction of key WASH infrastructure, and the provision of cash transfers to schools for the purchase of fresh foods.

Theory of change

72. The theory of change put forward by this programme posits that: If the programme can leverage government commitment toward universal school feeding, as well as community-level support to the same, and if the programme can provide the right accompaniment, tools and resources at all levels, then increased community and institutional capacity for operating and managing the NSFP will be achieved along with enhanced literacy and quality of education. This will result in children who are better educated, better nourished and better prepared to achieve Rwanda’s national development goals. Moreover, this will result in a sustainable and resilient NSFP, with sustained multiple benefits for education, nutrition, agriculture and local economic development.” No graphic to accompany this theory of change was provided.
73. WFP will further develop its theory of change and associated assumptions matrix in the first six months of the programme, including finalizing the results framework to align with and measure progress along the theory-of-change pathways.⁷⁶ Developing the theory of change is not within scope of this baseline study. At midterm and at endline, the evaluation scope does include a review of the programme theory of change to use as a framework against which to assess actual progress along change pathways, and to identify risks and opportunities regarding achieving expected results.

2.2 Evaluation question and evaluation criteria

74. The baseline study and subsequent midterm and endline evaluations systematically employ the standard evaluation criteria of relevance, coherence, effectiveness, efficiency, impact and sustainability. GEWE is mainstreamed throughout. The baseline study will ground evaluation analysis at midterm and endline on 1) quality of programme design, 2) quality and results of WFP output and outcome monitoring tools and data (to the extent these are available), including progress data from the Readiness of Schools to Transition Scorecard, and 3) WFP’s targeting for the overall indicator set.
75. Aligned with the evaluation criteria, the three evaluation exercises will address the key evaluation questions outlined in the approved Evaluation Plan for the McGovern-Dole Program (see Annex 5). These are indicative questions designed in order to provide the background to the evaluation team. The evaluation team has categorized the questions relevant to the baseline study in an evaluation matrix (see Annex 6). Collectively, the questions aim at highlighting the existing circumstances and the baseline status of performance indicators. The baseline evaluation matrix is organized by the OECD-DAC criteria.⁷⁷ It includes the following elements:

⁷⁵ WFP Rwanda. 2021. Concept Note: Gender Analysis of the Home Grown School Feeding Programme. October 2021.

⁷⁶ In an email communication 28 March 2022, the WFP Rwanda country office confirmed that the results framework was finalized and included in the agreement.

⁷⁷ The Organisation for Economic Co-operation and Development – Development Assistance Committee (OECD-DAC) has defined six evaluation criteria – relevance, coherence, effectiveness, efficiency, impact and sustainability – and two

- General baseline observations for the project outcome domains to inform overall WFP adaptive management, as appropriate;
- Specific baseline evaluation questions adapted from the midterm and evaluation questions presented in the TOR, since the TOR did not include baseline evaluation questions; and
- Performance Monitoring Plan (PMP) indicators for which the external evaluation process is the primary source. These indicators can be found under the effectiveness section of the matrix.

76. The evaluation questions relevant to the baseline study (and presented in Annex 6) are as follows:
77. **EQ 1:** To what extent is the McGovern-Dole programme appropriate to the needs of the target beneficiaries of men, women, boys and girls? [TOR, Relevance, EQ1 part 1]
78. **EQ 2:** To what extent are the activities (design and implementation) appropriate in the context of COVID-19? [TOR, Relevance, EQ4]
79. **EQ 3:** To what extent are the activities aligned with government capacity building gaps within the national school feeding programme? [TOR, Relevance EQ1 part 2]
80. **EQ 4:** To what extent is the McGovern-Dole programme aligned with overall USDA objectives as well as strategies, policies, and normative guidance, and with Government's relevant stated national policies, including sector policies and strategies? [TOR, Relevance EQ2]
81. **EQ 5:** To what extent is the McGovern-Dole programme aligned with United Nations frameworks and relevant development partners? To what extent is it aligned with WFP's overall strategy and related guidance? [TOR Relevance EQ3, part 1]
82. **EQ 6:** To what extent is it aligned with WFP's overall strategy and related guidance? [TOR, Relevance EQ3, part 2]
83. **EQ 7:** To what extent is the M&E system designed to adequately respond to the needs and requirements of the project? Is the M&E system designed to sufficiently capture changes in the lives of the beneficiaries? [TOR, Effectiveness EQ3]
84. **EQ 8:** To what extent are McGovern-Dole programme project components (e.g., school feeding, literacy, food safety, WASH and hygiene, nutrition education, agricultural market support, etc.) likely to be sustained at national and local levels, communities, and by other partners? (considering handover to the Government) [TOR, Sustainability, EQ 1, part 1]
85. **EQ 9:** What is the demonstrated capacity at central and sub-national levels to manage school feeding programmes in Rwanda (WFP and government programmes)? [TOR, Sustainability, EQ 4]
86. **EQ 10:** To what extent are local communities (SGACs, School Feeding Committees, Procurement Committees, farmers' groups, etc.) involved in and contributing toward school feeding and education activities? [TOR, Sustainability, EQ 5]

principles for their use. These criteria provide a normative framework used to determine the merit or worth of an intervention (policy, strategy, programme, project or activity). They serve as the basis upon which evaluative judgments are made and are commonly applied in evaluations of international programs. See [OECD DAC evaluation criteria](#).

3. Evaluation approach and methodology for baseline data collection

3.1. Evaluation approach and methodology

87. The baseline, midline and endline evaluations for the McGovern-Dole programme will be carried out through a representative sample of programme schools in all districts of intervention and a representative sample of schools with no WFP home grown school meals programme. The evaluation of McGovern-Dole programme activities will be carried out using the same representative sample of schools for baseline, midline and endline and will include target beneficiaries on men, women, boys and girls to ensure that GEWE data will be collected in all three exercises.
88. The baseline study used a mixed-method approach, utilizing secondary and primary collected data to generate an accurate reflection of current programme sites relative to non-programme (counterfactual) sites, and to ensure information from different methods and sources is triangulated to enhance the validity, reliability, and credibility of findings.
89. While routine programme monitoring disaggregates data by gender, the McGovern-Dole Program design has not incorporated gender considerations in a robust manner to date. The evaluation incorporates GEWE considerations in the evaluation activities. For example, the quantitative data were disaggregated by gender. The qualitative topical outlines incorporated questions on girls' participation in McGovern-Dole Program activities (e.g., school gardens, literacy activities). Qualitative inquiry also included questions on access to education for girls, especially those from very poor families or who have disabilities, and teacher and parent attitudes about higher education for girls and its influence on girls' perceptions.
90. It is worth noting that although the programme supports WFP's Gender Policy, the original design does not include a specific approach to address gender equality and women's empowerment. It is anticipated that the formative gender assessment commissioned by WFP in parallel with the baseline study, supplemented by baseline findings, will inform the integration of gender into programme design and implementation. In addition, following the gender assessment, other appropriate gender assessment activities will be included in the midterm and endline evaluations, building on baseline analysis and identified performance markers. Having gender 'deep dives' in all three evaluation phases will help to reinforce the importance of this crosscutting issue and to redress the limited consideration it has been given in programming so far.

3.2. Baseline data collection methods and tools

Overview

91. The baseline approach combined a desk review; a school census; a school and head teacher survey; a student EGRA survey; qualitative fieldwork including semi-structured interviews with key informants, focus groups (e.g., with students, SGACs, School Management Committees (SMCs)); observation of programme activities at schools and in group activities (e.g., SGACs, SMCs);⁷⁸ and examination and triangulation of quantitative data from WFP and partner monitoring reports and databases available at the time of the baseline. Table 3 presents an overview of the data collection tools employed at baseline. The data collection methods and tools have been designed in accordance with UN-SWAP criteria 2c and 2d.⁷⁹

⁷⁸ Direct observation was employed where it could be done without disruption to normal activities of classrooms, cooking, distribution of meals, etc.

⁷⁹ UN-SWAP criterion 2c: Are a diverse range of data sources and processes employed (i.e., triangulation, validation) to guarantee inclusion, accuracy and credibility? Criterion 2d: Do the evaluation methods and sampling frame address the diversity of stakeholders affected by the intervention, particularly the most vulnerable, where appropriate? UNEG. 2018. UN-SWAP Evaluation Performance indicator Technical Note. April 2018.

Table 3: Overview of main data collection tools

Data collection tool	Type of data collected	Comments
Document review	Secondary data on programme background and context; performance indicator data collected by WFP; process monitoring data analyzed by WFP, i.e., analysis of Readiness of Schools to Transition Scorecard	The evaluation team was provided with a document library set up by the country office and supplemented this with additional research. Annex 7 lists the documents cited in this report.
School census	School statistics (available in school recordkeeping documents)	Remote/online survey administered to head teachers or their designates for all schools in the programme, as well as the control schools identified
School and head teacher survey (ODK)	MGD indicators	The local team conducted in-person interviews of head teachers. Additional qualitative data were collected by the local team from KIs and/or focus groups (gender-disaggregated where possible) with teachers, students, cooks, storekeepers, and school committees.
EGRA tool	MGD indicators	The local team administered the EGRA to 3 rd graders in programme schools and control schools.
Topical outlines (interview guides)	All: Qualitative data on all evaluation questions and to validate and help interpret indicator data Agricultural cooperatives: Qualitative data to validate operational and performance data collected as part of WFP's routine monitoring, to explore factors that affect cooperative performance, and assess readiness to supply schools	Topical outlines for: --WFP Kigali and field staff* --Government ministries* --District government (District Education Officials) * --Implementing Partners* --Donors* --United Nations Agency Partners (UNICEF)* --Schools (head teachers, teachers, SGACs, School Management Committees), School Feeding Committees, School Tender Committees) --Agricultural cooperative partners. <i>*Interviews in categories marked * conducted remotely by the international consultant team, others by local team</i>

² Focus groups to be disaggregated by gender where feasible.

92. For a detailed discussion of the methodological approach, see Annex 8. See the evaluation matrix (Annex 6) for a detailed description of data sources, data validity, quality, and reliability, and data collection tools and how these link to the baseline evaluation questions; these were developed on the basis of the USDA performance indicators for which the external evaluation firm is responsible (see Annex 9). The evaluation questions are translated into data collection tools: topical outlines (interview guides) for interviews and focus groups (Annex 10), the EGRA tool (Annex 11), a census survey (Annex 12) and a school and head teacher survey (Annex 13). The topical outlines were based on Phase I tools and updated for Phase II based on experience, new information, and feedback from WFP and USDA review. All tools were adjusted based on reviewer comments and pre-test results before they were finalized and deployed.

Quantitative

93. The quantitative data to be used for all three evaluation exercises primarily comprise performance indicator data to be collected by WFP and partners (such as regular performance monitoring data and School

Readiness Scorecard data collected by WFP Rwanda field monitors), in addition to the indicators collected by this evaluation team (see Annex 9), beginning at baseline. The baseline study collected data for assigned indicators (see Annex 6) to enable performance and higher-level results analysis at midterm and endline. Baseline results will confirm if evaluation questions and indicators are relevant to the programme and country-specific issues in Rwanda, and will also provide important context necessary for the mid-term and final evaluation to assess the programme against OECD-DAC criteria –relevance, coherence,⁸⁰ efficiency, effectiveness, impact, and sustainability.

94. The quantitative sample draws from three categories of schools, as follows:

- WFP Phase II Group 1 – Participating schools that received support in WFP McGovern Dole Phase 1 (108 schools in four districts). The sample contains 21 Group 1 schools.
- WFP Phase II Group 2 – Participating schools that did NOT receive support in WFP McGovern Dole Phase 1 (28 schools in three districts). The sample contains 10 Group 2 schools.
- Control group – Schools selected to represent a counterfactual for comparison in future rounds. These school will NOT be supported by WFP McGovern Dole (10 purposefully selected schools). The sample contains 10 control schools.

95. Table 4 shows the target sample sizes for the number of students to receive the EGRA test. A sample size of 220 per stratum is sufficiently large to enable comparisons among strata/groups (i.e., Group 1, Group 2, and the control group); future EGRA survey rounds will thus use the same target sample size for each group) and be administered in the same 31 programme schools and 10 control schools as the baseline. Note that programme implementation in Group 1 schools will phase out two or three years after this baseline, so in effect, the midterm evaluation for the programme will serve as an endline for Group 1 schools, and the endline evaluation will serve as an ex-post evaluation. As such, the hypothesis and evaluation/research questions for the latter, in the phased-out schools, will differ from those in the schools that continued the programme. Selection of students at the school level at baseline was done by randomly selecting grade students in the chosen schools; the same method will be used for the midterm and endline surveys. Annex 8 describes the rationale and calculations for the school and student sample sizes.

Table 4: EGRA target sample sizes: baseline, midterm and endline (# students)

	Target sample size		
	Baseline	Midterm	Endline
Group 1	462	220	220
Group 2	220	220	220
TOTAL (MGD)	662	440	440
Control	220	220	220

96. Quantitative data (EGRA results and school and head teacher survey data) were collected on Android tablets using Open Data Kit (ODK) and Tangerine (RTI) data collection software. Final versions of the tools were coded for application onto the Android devices and translated into Kinyarwanda. The EGRA tool in Kinyarwanda was adapted from the Phase I endline tools. As in Phase II, the Phase II tool was modified to ensure that the students would have no prior exposure to the content. Adopting the same standard as in previous evaluations, it was administered to 3rd graders.
97. After data collection was completed, all data were downloaded from the evaluation firm's field server into an Excel sheet (csv. file) and stored on its secure servers for analysis. The csv file was checked question by question to ensure that the data were correctly downloaded. Small technical procedures were implemented to support the transfer of data to the analyzing platform, Stata; e.g., removing or replacing non-ASCII characters. The data were then converted from the csv file to a Stata dataset. The final step in data cleaning

⁸⁰ While coherence was not included in the TOR, it has been added to the evaluation matrix because coherence with government policy and other organizations is an important part of the programme, specifically because the programme focuses on strengthening government capacity in school feeding.

was to prepare the dataset for analysis, which involves ensuring that variable names and labels were properly downloaded and renaming indicator variables for analysis.

98. All data analysis was performed using the latest version of STATA (Stata 17). The analysis of was statistically powered to provide accurate point estimates for the three school categories (Group 1, Group 2, and control). Significance tests were performed to determine whether the estimates for Group 1 and Group 2 schools (i.e., Phase II programme schools) differ from that of control schools.

Qualitative

99. The qualitative work involved 47 key informant interviews (37M, 10F) and 48 focus groups (148M and 121F participants). See Annex 14 for a summary of interview and focus groups conducted. Interviews and focus groups were conducted in the same schools and districts as the quantitative sample, and included key stakeholders including district education officials, head teachers and teachers, SGAC and SMC committee members, cooks and cleaners, and students. Focus groups were organized according to roles and most were mixed male and female respondents. The interviews were complemented by information obtained through observation by the qualitative team (e.g., condition of infrastructure such as kitchens and toilets). Qualitative interviews were also conducted with key WFP staff and implementing partners.
100. Topical outlines for the interviews and focus groups were developed to reflect the key programme objectives and information needs (see Annex 10 for data collection tools). Evaluation team members made summary notes from KIIs, FGDs and small group meetings and shared these with each other for discussion and analysis. Audio recordings, with respondent permission, were made in some cases, especially for remote interviews. Team members applied a real-time analysis process through regular debriefs among the TANGO team to formulate findings across qualitative sources every time new interview batches were added. The qualitative data were analyzed using a matrix method that categorized key questions and grouped responses according to Group 1 and new and control schools to allow for comparison between the groups.
101. Semi-structured thematic analysis was applied to the literature review. Documents were reviewed against pre-identified markers associated with the evaluation questions, the thematic focus areas, and emerging hypotheses.

Validation/ Triangulation

102. Primary quantitative data from the EGRA and school and head teacher survey were triangulated with qualitative results and information from the review of secondary literature, and integrated into the findings section of this report.
103. On November 25, when the field mission was complete and analysis was underway, TANGO presented a debriefing to WFP stakeholders to serve as an informal validation of preliminary findings. This was followed by an iterative review process (see Annex 15) involving written and verbal feedback on draft report versions from DEQAS and the ERG, to ultimately finalize the report.

3.3. Limitations

104. The following issues arose in data collection and analysis:
105. **Delayed timing.** Per USDA's Monitoring and Evaluation Policy, the baseline is to be completed within the first six months and prior to the start of activity implementation, with a final report submitted to USDA. The start date of this baseline study was delayed due to pandemic-related school closures. In addition, there were unforeseen delays in field data collection due to travel distances for the final school sample selection being longer than planned for, control school changes, the change from an e-survey to phone surveys for panel schools, and key informants not being available to meet with the local data collection team. The planned completion date was 12 November; the EGRA and school qualitative work was completed on 17 November; local KIIs were completed on 26 November; and the school census conducted by phone was completed on 6 December. These delays were largely absorbed by the evaluation team and the country office in the preparation of the first draft.
106. **Low response to e-survey.** The baseline approach included a school census e-survey administered to head teachers or their designates for all schools in the programme. The census e-survey had a low response rate; only two e-surveys were received despite multiple follow-up emails and deadline extensions. To ensure timely

collection of survey data for the schools most relevant to the baseline and future evaluation exercises – the programme schools in the sample and the control schools (i.e., together, “panel” schools) - the local team, by special exception, administered the surveys for the panel schools by phone, and was thus successful in completing the questions in the census e-survey for all panel schools.

107. **No students at two control schools.** At two of the ten control schools, no students were present on the day of the local team’s visit. After consultation with the evaluation team leader and approval by the evaluation manager, the local team replaced these schools with two new ones and succeeded in collecting the needed data at the replacement control schools. The same control schools will be visited in future rounds (at midterm and endline). All head teachers of the final selection of control schools confirmed interest and availability to participate in future rounds.
108. **Gender balance of KIIs/FGDs.** While attempts were made to select an equal number of males and females for KIIs and FGDs, this was not possible. As noted above, the team interviewed 37 males and 10 females, and the total FGD participants were 148 males and 121 females. The prevalence of males in these exercises is explained in part simply by the availability of respondents, but also by the reality that men predominate in the staff/official posts relevant to this evaluation. The summary of KIIs by category in Annex 14 reflects this proportionality. For instance, 13 of the school-based staff interviewed were male and 5 were female; this largely reflects the predominance of men in head teacher roles. Similarly, of the 15 district government officials interviewed, 14 were male, again reflecting the gender distribution in Government. The evaluation team understands from the preliminary results of the draft formative gender assessment that these proportions are consistent with the Rwandan context, and as noted earlier, the findings of this baseline and the gender assessment will consider how this limitation can be mitigated in the midterm and final evaluations.
109. **Use of Phase I endline sample data.** As noted earlier, where applicable, this report presents Phase I endline values in the indicator performance tables. These values are provided for context only: the Phase I and Phase II data were not treated to enable statistical comparison – this is beyond the scope of the baseline study and would require a significantly more arduous analytical process. Any comparisons of Phase I endline to Phase II baseline are guided primarily by the qualitative data, with quantitative data utilized as reference and triangulation points where appropriate.
110. None of the issues described above necessitated changes to the baseline study analysis plan.

3.4. Quality assurance of the baseline data collection

111. The quality assurance (QA) process for the baseline study has followed the processes, templates and quality assurance checklists defined by the WFP Decentralized Evaluation Quality Assurance System (DEQAS). The team leader is responsible for the overall quality of all evaluation processes and products, and as such maintained regular communications with WFP Rwanda and the evaluation team to ensure ongoing clarity on expectations for roles, responsibilities, and timelines, especially with regard to any changes to the plan outlined in the baseline inception report. This included a weekly check-in call between the evaluation manager and team leader, at minimum, to review progress and adapt evaluation plans as needed. In addition, a staff member of the evaluation firm who was not directly involved in data collection was assigned to guide the team through the QA process and ensure compliance with DEQAS standards as well as those internal to the firm. The internal QA manager engaged with the evaluation team in an iterative review process for all deliverables before these were shared with WFP.
112. Team experience and training was another important QA component. The core evaluation team has collaborated in a highly effective manner across the Phase I midterm and evaluation activities, as well as in other assignments. The team leader ensured that the team received refresher training on evaluation protocols and procedures, as well as regarding the updated topical outlines, gender issues, and the use of structured checklists. This training included facilitator and enumerator roles and responsibilities, rules, behaviors and ethics, respondent selection, use of field control sheets, and a detailed review of all survey tools.
113. On November 25, after data collection was nearly complete and analysis was underway, the team leader led a debriefing session for WFP stakeholders at country office and RB level to present preliminary results and analysis. This session served as an opportunity for mutual reflection and discussion of preliminary findings; inputs were considered in the ongoing analysis and preparation of the draft evaluation report.

114. In accordance with DEQAS, draft versions of the baseline study inception and evaluation reports were reviewed by the WFP Evaluation Committee and Evaluation Reference Group established by the country office for this evaluation, to ensure the independence and impartiality of the evaluation at all stages. The team leader and evaluation manager have instituted a preliminary step to this formal process, whereby the evaluation manager receives preliminary report drafts and gives informal feedback during a regular weekly call; the evaluation team then considers this feedback in finalizing the “Draft Zero” reports for wider circulation. This iterative comment-and-revision process results in near-final versions of all report deliverables, which are then reviewed by USDA prior to finalizing the report.

3.5. Ethical considerations

115. The baseline study was conducted in conformance with the [2020 United Nations Evaluation Group \(UNEG\) Ethical Guidelines](#). All team members reviewed and signed pledges of ethical conduct, confidentiality agreements, and conflict of interest statements with regard to this study. The team leader communicated with the team regularly via email and WhatsApp for progress updates and to discuss any issues that might arise in these areas. No conflicts of interest or issues of ethical conduct arose at any point during the baseline study.

116. Considerations and protocols regarding informed consent, protecting privacy, confidentiality, and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities, were reviewed with the team before data collection. The data collection instruments include text regarding the privacy of responses and informed consent; all data collection exercises were preceded by this narrative and an explanation that participation in the baseline study is voluntary and that responses would not be attributed to specific respondents. Voluntary informed consent was obtained in all cases (e-surveys and interviews). All evaluation products have been prepared to omit personally identifying information (PII), and the description of persons interviewed individually or in focus groups has been presented in this report in summary form to avoid disclosure of PII.

117. Equal numbers of boys and girls were administered the EGRA by a Rwandan team of three female and one male evaluator. Where possible, the female evaluators administered the EGRA to girls, and the male evaluator administered the EGRA to boys. Care was taken to optimize the diversity of respondents interviewed (e.g., in terms of gender and age) in order to gather and represent information from a variety of perspectives and in an inclusive way, though as noted in the limitations section, achieving gender balance was constrained by availability and the existing gender discrepancies in staff and official position-holders.

118. The local team followed local COVID protocols in all field interactions, such as masking, social distancing, and handwashing.

119. In addition to following UNEG guidelines, all staff, consultants, and officers must comply with TANGO’s policies and procedures, including TANGO’s Code of Ethics and Conduct. TANGO consultants are trained internally on ethical research safeguards, and child and youth protection, based on current UNICEF guidance and client policies and standards, where available.⁸¹

120. The evaluation team ensured appropriate ethical considerations were in place for all interviews, particularly for sensitive populations, through transparent practices including: informing all interviewees of the purpose and duration of the interview, how they were identified to participate in the interview, informing interview participants of their rights, and providing guarantees that specific interview findings will remain confidential and that all information provided will be used to assess the programme – with no direct attribution to the interviewee. Finally, all interviewees were informed that they may choose not to participate and asked to give their verbal consent to participate. Photographs required verbal consent. No interviews or photos were refused in the course of the baseline study. TANGO has ensured that data collection was efficient and respectful of people’s time and covered only the topics necessary to address the study questions. The ethical and safeguarding issues described here were monitored throughout the evaluation process, including during fieldwork. No such issues arose during the baseline study,

⁸¹ [UNICEF Ethical Research and Children](#)

4. Baseline findings and discussion

4.1 Relevance

Evaluation questions relevant at baseline

EQ 1: To what extent is the McGovern-Dole programme appropriate to the needs of the target beneficiaries of men, women, boys and girls? [TOR, Relevance, EQ1 part 1]

EQ 2: To what extent are the activities (design and implementation) appropriate in the context of COVID-19? [TOR, Relevance, EQ4]

121. These evaluation questions are discussed in the course of the baseline observations made below, organized by McGovern-Dole strategic objectives.

Baseline observations

Improved literacy of school-age children (MGD SO1)

122. The McGovern-Dole Program is seen by head teachers and teachers in both Group 1 and Group 2 schools to be relevant to their needs. The qualitative interviews with head teachers and teachers revealed that Group 1 and Group 2 schools have a shared idea that the programme will improve attendance and reduce the student dropout rate. Teachers and school committee members interviewed see the McGovern-Dole Program as an opportunity to support the Government in promoting education. Group 2 schools in particular voiced expectations that the programme will increase attendance and performance, improve educational quality, reduce the dropout rate, fight malnutrition, increase student socialization, help poor families, and change parent mindsets about the importance of education. District officials in Group 2 schools noted the programme's relevance, saying that both the programme and WFP are working to promote the quality of education and seek solutions to sustainable education. They also said that decreasing the dropout rate is a major priority for the district, and that they have seen this happen in secondary schools where meals are provided.
123. Phase II of the McGovern-Dole Program provides educational materials to foster a richer learning environment in classrooms, along with teaching aids and administrative tools for teachers. Baseline study interviews validate this as a highly relevant activity. Head teachers and teachers in Group 2 and control schools told the qualitative team that they lack school materials and infrastructure, including books, teaching aids, electricity, and computers for record-keeping, reinforcing the relevance of these programme activities. KIIs with WFP staff note that while the Government has recently built thousands of new classrooms and around 600 new schools, many of these schools in Group 2 may not yet be fully equipped. Classrooms are often overcrowded (exceeding the government standard of 45 students to one teacher), which creates pressure on existing facilities and equipment (e.g., toilets, desks, chairs), though this pressure is a lesser issue in Group 1 schools given their previous involvement in the programme. It should be noted that, at the time of the baseline study, McGovern-Dole activities had not yet started in Group 2 schools. Government schools receive capitation grants to help purchase materials and equipment, but some schools said the grant comes very late and thus affects the implementation of many activities or is not sufficient to cover maintenance costs.
124. Teachers in Group 1 schools told the qualitative team that one of the positive impacts of the McGovern-Dole Program is that student performance and concentration have increased, resulting in higher grades; indeed, the Phase I endline evaluation found that school feeding improved attendance, concentration, performance, enrolment and retention rates, all factors that are relevant to the challenges faced by Group 2 schools in particular.⁸² Neither Group 2 nor control schools were receiving school meals at the time of the survey, and teachers in Group 2 and control schools interviewed said that lower primary students attend irregularly and thus perform poorly. Some teachers describe parents as "irresponsible" and as not investing in their children's education or the programme. Other teachers say that there is inadequate collaboration between

⁸² WFP Rwanda. 2021. WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Programme's Support in Rwanda 2016-2021. Endline evaluation. 25 August (draft).

schools and parents and that parents do not follow up on their children's education and do not come when teachers call meetings. Teachers in Group 2 and control schools told the qualitative team that parents of children with disabilities may not want to bring their children to school or contribute to school meals because they think it is a waste of money. Head teachers believe that involvement from local government will support the sensitization of parents, especially given the programme is still new. This supports the relevance of the programme's sensitization activities with parents and communities.

125. Teachers in Group 2 and control schools told the qualitative team that family duties and a need to earn immediate income negatively affect children's school enrolment and attendance. A programme partner pointed out that many young people are unable to find jobs after finishing their education. This makes parents reluctant to invest in education and instead may prefer to have children help at home or work to help meet the family's immediate need for income. Teachers also that poverty discourages students from participating in school as they cannot afford uniforms, pens, or notebooks, which makes children more likely to drop out. Boys may drop out to look for work due to poverty.
126. In all schools, interviewed respondents explained that girls arrive late or do not attend school because of their responsibility for household chores. In addition, teachers in Group 2 and control schools reported that girls are ashamed to come to school without menstrual pads, which increases dropout by girls. This issue was addressed in Group 1 schools by the construction of separate latrines and sanitary rooms for girls, which improved regular attendance by girls, according to head teachers. This is consistent with the findings of the gender assessment, which found that "girl participants in the assessment indicated that the girls' rooms in schools have allowed them to access the menstrual hygiene products and support they need during menstruation, helping to reduce absenteeism in school and improving their overall comfort level in this regard." The draft gender assessment states that "the inclusion of an intentional gender equality and women's empowerment (GEWE) strategic approach in the HGSEF programme has not yet been mainstreamed or implemented, thus the [following] gender assessment conducted at baseline is intended to help identify a way forward." The gender study recommends that WFP, among other actions, engage parents, communities, and key leadership in dialogue on gender issues and barriers, develop social behavior change campaigns to target key barriers, and improve data collection and analysis to include power dynamics and root causes of gender inequity. The assessment notes that addressing gender barriers will require the combined efforts of all stakeholders in the education sector, and that failing to address them can unintentionally reinforce existing norms. The full set of recommendations is included with the report in Annex 18.

Increased use of health and dietary practices (MGD SO2)

127. Group 1 head teachers, teachers and cooks told the qualitative team that malnutrition and hunger decreased as a result of the McGovern Dole programme. There is an expectation in Group 2 as well that the programme will reduce malnutrition among students. In Group 2 and control schools, teachers interviewed by the qualitative team said that students receive few meals at home, which affects their performance in school. Teachers in Group 2 and control schools stated that children from poor families miss classes more often, and when asked why they were absent, the children say they were hungry. Teachers commented that students from poor families may eat only once a day.
128. Cooks in Group 1 schools said the purpose of the programme is to fight malnutrition, increase attendance, and to ensure that children from poor families are given at least one good meal a day. Group 1 cooks shared that they have seen more regular and on-time attendance, increased handwashing, greater attentiveness in class, and decreased malnutrition, and that children from poor families receive a meal. The cooks also confirmed that they were trained in hygiene and meal preparation, while the Group 2 cooks interviewed have yet to receive training.
129. School gardens are present in all of the Group 1 schools visited. This is consistent with the School Readiness Scorecard (2021) indicating that 97.2 percent of all programme schools have a school garden.⁸³ The main objective of the school garden component of the programme, which is managed by GHI, is nutrition education. In addition to providing technical assistance for school gardens, GHI provides training to teachers, parents, students, and teachers on how to prepare balanced meals. GHI key informants stated that GHI also views the school gardens as an enabling space to raise awareness and knowledge about nutrition in students' homes, in part by acting as a source of vegetable seeds to enable families to diversify their meals. Qualitative

⁸³ WFP Rwanda. 2022. School Readiness Scorecard Excel file: HGSEF_SchoolLevel_Scorecard_19JAN2022.

data confirmed that GHI seeds were used for school gardens and were distributed to students and neighboring families for home gardens. GHI further sees that cooking demonstrations at school help parents understand the importance of nutrition. Parents' understanding is enhanced when they see the food items they have contributed cooked as part of a nutritious school meal.

130. Most of the school gardens at schools visited by the qualitative team are contributing vegetables to school meals, though the amount varies among schools. Group 1 schools have expanded the size of school gardens and some schools are using vegetables from their own gardens rather than from the market. In Group 1 schools, cooks said that they get a variety of vegetables (eggplant, carrot, cabbage, greens) from the gardens but many buy from outside markets as the gardens do not produce enough to meet the needs of the school. Group 2 cooks said that their school gardens have just started and have not yet produced vegetables. The qualitative team observed that most Group 2 schools at the schools visited do not have school gardens, and most do not provide vegetables in their meals. Further, it was observed that the students do not have much knowledge about nutrition.

National school feeding programme (NSFP) readiness

131. Components of the McGovern-Dole Program have been a model for the Government to expand school feeding nationally, according to key stakeholders in the programme. For example, WFP is collaborating with MINEDUC to develop training materials for cooks, storekeepers, school procurement committees, school feeding committees at school, sector and district level, and the National School Feeding Technical Working Group. These materials will include both print materials (flip books, training guides, posters) and audio-visual materials. The first phase of print materials for cooks and storekeepers was created in 2021 and is now finalized to be rolled out to schools. The next phases will be created in 2022, in close collaboration with MINEDUC and other key stakeholders.
132. At the district level, district education and agriculture officials offered their views about how involved stakeholders have been in programme design. The majority of district officials interviewed reported that collaboration with WFP was good; a few district officials in both Group 1 and Group 2 stated that communication between WFP and local officials could be improved. All districts said that the data from Phase I was used to design Phase II. Overall, district officials in Group 2 said that WFP is collaborating with them to make sure the programme responds to needs. Group 1 and Group 2 district officials confirmed that they were involved in the selection of schools for programme implementation.
133. In August-September 2021, WFP and MINEDUC conducted district level meetings to inform schools and local government about the NSFP. Dissemination meetings and orientation trainings with district level education officials and district leadership were conducted in all 30 districts with key content focused on the School Feeding Operational Guidelines (approved by MINEDUC in May 2021). Also from August-October 2021, School Feeding Committees were established in all schools and districts across the country, in alignment with the school feeding policy and operational guidelines. Members of these committees are disseminating information on the NSFP through other community initiatives and platforms like Umuganda. WFP printed English and Kinyarwanda summaries of the School Feeding Operational Guidelines for all schools and distributed hard copies to more than 5,000 schools.
134. GHI also participated in the development of the national school feeding strategy, GHI contributed its experience from Phase I to inform the design of the national programme on social behavior change communication materials, nutrition education, kitchen gardens, training of cooks on nutrition, the revision of nutrition indicators, and engaging parents. During the national strategy development GHI advocated for a nutrition-sensitive component, emphasizing that the programme needs to ensure that schools have the infrastructure, capacity and tools to produce and consume nutritious foods at school.
135. The McGovern-Dole Program and the National School Feeding policy support building the capacity of smallholder farmers in cooperatives to supply food directly to schools for the school feeding programme. This strategy is designed to meet school needs for a diverse diet of nutritious foods while increasing the market and income for small agricultural cooperatives that are located close to the schools they supply. In Phase II, WFP will continue to build capacity of smallholder farmers in management, production, storage, and marketing. The farmer cooperatives interviewed in Group 1 areas acknowledge the value of the training received from WFP in good agricultural practices, increased production, post-harvest handling and storage techniques, management, and marketing. The cooperatives acknowledge that a purpose of the McGovern-Dole Program and the NSFP is to supply schools with food for school meals, and cooperative members have

children enrolled in schools with meal programmes. Cooperatives in Group 2 areas anticipate that the programme will provide capacity building and market linkages for their agricultural production.

4.2 Coherence

Evaluation questions relevant at baseline

EQ 3: To what extent are the activities aligned with government capacity building gaps within the national school feeding programme? [TOR, Relevance EQ1 part 2]

EQ 4: To what extent is the McGovern-Dole programme aligned with overall USDA objectives as well as strategies, policies, and normative guidance, and with Government's relevant stated national policies, including sector policies and strategies? [TOR, Relevance EQ2]

EQ 5: To what extent is the McGovern-Dole programme aligned with United Nations frameworks and relevant development partners? To what extent is it aligned with WFP's overall strategy and related guidance? [TOR Relevance EQ3, part 1]

EQ 6: To what extent is it aligned with WFP's overall strategy and related guidance? [TOR, Relevance EQ3, part 2]

136. These evaluation questions are discussed in the course of the baseline observations made below, organized by McGovern-Dole strategic objectives.

Baseline observations

Improved literacy of school-age children (MGD SO1)

137. The McGovern-Dole Program contributes to national development goals on education, food and nutrition security, and capacity strengthening. It aligns with national objectives, policies, strategies, and plans, including government plans to increase the literacy rate to 99 percent and increase the pre-primary enrolment rate by 2050, as well as reduce poverty. McGovern-Dole Program stakeholders confirm that government officials see the programme as an important contributor to the development of the national school feeding programme. During Phase I of the McGovern-Dole Program, WFP supported the Government to develop the policy, strategy, and national guidelines for a national scale-up of the school feeding programme.
138. McGovern Dole Program interventions align with and are compatible with other early education and literacy initiatives in Rwanda. These include *Soma Umenye* (2016-2021), a national early-grade reading activity for one million children in grades 1-3, funded by United States Agency for International Development (USAID); the Homes and Communities project (started November 2021), funded by USAID and implemented by World Vision, focusing on pre-primary and early primary grades. and its predecessor USAID-funded early-grade literacy project, Mureke Dusome (2015-2020). It also includes the Building Learning Foundations project funded by the United Kingdom Government partners with MINEDUC and REB, which focuses on strengthening the quality of English language and math teaching for 2.6 million children in grades 1-3 in public and government primary schools.
139. The McGovern-Dole Program also aligns with the draft National Literacy Policy (2019) and programme activities directly support the literacy policy principles. For example, the policy principles that literacy skills are an inherent part of the right to education, and that formal literacy instruction is most effective when supported by a rich literate environment, are supported by the McGovern-Dole Program activities to train teachers in modern teaching methods and provide classroom materials, including books, for a richer learning environment. The McGovern-Dole Program supports the objectives of the draft national policy firstly by providing a nutritious meal that promotes regular attendance, attention, and concentration, all of which contribute to improved learning and literacy. Group 2 district officials say that they have partnerships with WVI, USAID-funded projects, and Building Learning Foundations that support teacher training and provide books to schools, and acknowledged strong involvement by MINEDUC and MINAGRI in the McGovern Dole programme. Group 1 district officials cited WVI for its large role in improving literacy and felt that this work was sufficient to meet district needs and that other partners or agencies were not needed.

Increased use of health and dietary practices (MGD SO2)

140. **Deworming.** Intestinal worms prevent the absorption of nutrients, and is a recognized problem among school-age children in Rwanda.⁸⁴ Deworming is the responsibility of WFP's partner, the Rwanda Biomedical Centre (RBC) and is done with schools through health center workers. Teachers are also involved in recording the number of students and distributing deworming pills. Teachers largely gave favorable reviews of the training received in implementing the programme. There is not uniform knowledge among teachers as to whether this deworming programme is WFP-led or from the Government.
141. **Handwashing.** MINISANTE launched a national handwashing strategy in 2019 to promote handwashing at critical health points for all families by 2024.⁸⁵ Handwashing is a feature of the McGovern-Dole Program to promote health and good hygiene practices in schools. In response to the COVID-19 pandemic, MINEDUC worked with World Vision and UNICEF to develop a design for a permanent low-cost handwashing station. Schools were able to construct handwashing stations during the pandemic using this design. During Phase II, World Vision will train teachers, parents and community leaders to build mobile handwashing stations using locally available materials, which will complement the permanent handwashing stations. Government and McGovern-Dole Program partners also worked together in Phase I to develop a design for low-cost kitchen infrastructure for schools.

National school feeding programme (NSFP) readiness

142. The McGovern-Dole Program is aligned with national priorities to operationalize a nationally funded school meals programme in all schools in Rwanda. The Government received technical assistance from WFP during Phase I of the McGovern-Dole Program that supported the roll-out of a national school meals programme through technical support and appropriate capacity strengthening. WFP continues in Phase II to help local and national government institutions to design, manage, and implement a national school feeding programme while transitioning out of direct implementation of school feeding programmes. WFP continues to work closely with the NSF Technical Working Group (TWG) to lay the foundation for operationalizing the school feeding policy. In July 2019, WFP and MINEDUC spearheaded the development of draft School Feeding Operational Guidelines, and in 2020, cook/storekeeper training materials. The McGovern-Dole Program also aligns with the School Meals Coalition formed in 2021 to improve the quality of school meals and strengthen school meal systems globally. In September 2021, the Government of Rwanda affirmed its membership to the School Meals Coalition, committing to scaling up the NFSP.
143. At national level, a McGovern-Dole Program partner sees that school feeding is gradually influencing food and nutrition policy by creating greater awareness of school meals as a vehicle for improved nutrition at school and at home. WFP sees increasing dialogue between MINEDUC, MINAGRI, and MINISANTE on nutrition-sensitive interventions, attributed in part to the school feeding programmes. WFP notes that in Phase II, WFP will have a seconded staff in the NCDA covering nutrition and school feeding, which will help strengthen the links among the national nutrition agenda, the national school feeding agenda, and the McGovern-Dole Program. In addition, in Phase II WFP will bring in an additional senior advisor on public procurement to help refine the procurement model in the National School Feeding Program.
144. At the district level, McGovern-Dole Program activities have been aligned with *Imihigo*. *Imihigo* are formal public service commitments signed by districts and other government bodies to deliver key specific outputs that contribute to Rwanda's development. The *Imihigo* contracts are planned and evaluated annually. The inclusion of programme activities into *Imihigo* will help ensure coherence with other activities, and accountability at the local level.

⁸⁴ United Nations Rwanda. 2017. Rwanda Common Country Analysis.

⁸⁵ WFP. McGovern-Dole programme proposal Phase II. 2020.

4.3 Effectiveness

Evaluation questions relevant at baseline

EQ 7: To what extent is the M&E system designed to adequately respond to the needs and requirements of the project? Is the M&E system designed to sufficiently capture changes in the lives of the beneficiaries? [TOR, Effectiveness EQ3]

145. The key lesson learned around the M&E system at baseline stage is that Phase II targets should be reviewed with specific target setting for Group 1 and Group 2 schools. The baseline values prove an opportunity to reflect on the feasibility of Phase II targets for the indicators under the evaluation team's responsibility – i.e., indicators for which we have values at this time. The primary and critical observation is that Phase II targets are set at the all-schools level, i.e., the same target for Group 1 and Group 2 schools; targets need to be set for each group separately with clear documentation of calculations and underlying assumptions. Group 1 schools are generally further ahead due to their participation under Phase 1. Even in the few cases where baseline values are similar due to high school staff turnover, Group 1 schools may still have an advantage due to the improved infrastructure already in place and institutionalization of practices. In addition, the evaluation team has made additional observations by indicator for consideration by WFP in its target setting review. These are detailed in Annex 19.

Baseline observations

146. For the quantitative analysis reported in this section, significance tests were performed to determine whether the estimates for programme schools (Group 1 and Group 2) differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. The tables note associations found to be statistically significant at the $p < 0.10$, $p < 0.05$, and $p < 0.01$ levels. The narrative highlights results that are statistically significant at the $p < 0.10$ level or higher.

Improved literacy of school-age children (MGD SO1)

147. **Attendance.** Table 5 presents the average student attendance for 2021, as reported by head teachers. Unsurprisingly Group 1 schools, which participated in school feeding programmes during the first phase of the McGovern-Dole Program and continue in Phase II, show a higher number of students attending for both male and females.

Table 5: Average student attendance rate (percent), as estimated by head teachers, by sex and school category

	Total 2021	WFP Phase II Group 1 2021	WFP Phase II Group 2 2021	Control Group 2021
Females – Primary	82.4	94.0***	68.9	71.8
Males – Primary	81.9	92.7***	69.2	71.9

Source : Head teacher baseline survey 2020

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * $p < 0.1$, ** $p < 0.05$ and *** $p < 0.01$.

Number of schools, by type: Group 1 – 21 schools; Group 2 – 10 schools; control group – 10 schools.

148. The disaggregation of vulnerable groups is not well captured in school data outside of counting female versus male enrolment and attendance, and income levels. Some district officials told the qualitative team that they largely see the emphasis of “Education for All” as addressing gender issues, such that there is no need to focus on specific issues of gender or marginalized groups. There is recognition amongst school committee members and teachers that girls often stay at home due to domestic duties and boys miss school when seeking work. In general, there are no specific gender initiatives – or vulnerability centered initiatives – to encourage attendance. According to teachers interviewed in the qualitative survey, disabled students are engaged in the same way by teachers, and any initiative would have been organized internally by teachers.

149. **Enrolment.** Table 6 shows the student enrolment for the 2021 school year, disaggregated by grade and sex. Overall, there was a significant number more of male and female students attending McGovern-Dole schools (Group 1) than control schools. Group 2 and control schools also show some significant differences in all grades, especially for male students.

Table 6: Total students enrolled (2021), by grade, sex, and school category, as reported by head teachers

	All Schools			WFP Phase II Group 1 2021			WFP Phase II Group 2 2021			Control Group 2021		
	Total students 2021	Female Students 2021	Male Students 2021	Total students 2021	Female Students 2021	Male Students 2021	Total students 2021	Female Students 2021	Male Students 2021	Total students 2021	Female Students 2021	Male Students 2021
1st Grade	6377	3059	3318	3308	1521***	1787*	1836	931*	905**	1233	607	626
2nd Grade	5527	2674	2853	2929	1435***	1494	1485	716***	769	1113	523	590
3rd Grade	3941	1935	2006	2282	1123***	1159**	980	484	496*	679	328	351
4th Grade	3563	1793	1770	1974	1001***	973*	920	463	457*	669	329	340
5th Grade	3279	1695	1584	1871	969***	902**	887	456	431*	521	270	251
6th Grade	2449	1335	1114	1375	736***	639**	702	400	302*	372	199	173
EDC	2207	1166	1041	1392	720	672*	389	216*	173	426	230	196
Total Students	27343	13657	13686	15131	7505	7626	7199	3666	3533	5013	2486	2527

Source: Baseline census e-survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * $p < 0.1$, ** $p < 0.05$ and *** $p < 0.01$.

Number of schools, by type: Group 1 – 21 schools; Group 2 – 10 schools; control group – 10 schools.

150. **Repeat learners.** Table 7 shows the breakdown of repeat learners, by grade, for the 2020 school year. The gender-disaggregated data by school category show that groups 1 and 2 have more repeat learners than do control schools for grades 1 through 6.

Table 7: Percent of repeat learners (prior academic year), as reported by head teachers, by grade, sex, and school category

	All Schools			WFP Phase II Group 1 2020			WFP Phase II Group 2 2020			Control Group 2020		
	Total students 2020	Female Students 2020	Male Students 2020	Total students 2020	Female Students 2020	Male Students 2020	Total students 2020	Female Students 2020	Male Students 2020	Total students 2020	Female Students 2020	Male Students 2020
1 st Grade	28.2	27.6	28.7	25.0	24.2*	25.7**	37.4	37.4**	37.4**	21.4	20.1	22.6
2 nd Grade	23.2	19.9	26.4	22.2	20.4***	24.1*	27.7	21.8**	33.5***	16.8	13.3	20.2
3 rd Grade	18.5	15.4	21.3	19.2	15.3**	22.9***	20.4	17.7**	23.1***	10.3	10.0	10.5
4 th Grade	18.5	16.6	20.3	19.0	18.1***	19.7***	20.4	15.8***	24.6***	10.7	11.2	10.2
5 th Grade	22.6	21.7	23.6	25.4	24.3***	26.5***	20.1	19.8***	20.5**	16.3	15.0	17.8
6 th Grade	6.5	6.5	6.6	8.2	8.1***	8.3**	4.3	4.7**	4.0	2.8	1.1	5.6
EDC	2.9	2.9	3.0	2.4	2.4	2.5	5.8	5.4	6.3	0.0	0.0	0.0
Total Students	20.4	18.7	22.1	19.8	18.3	21.3	23.6	21.4	25.9	14.8	13.5	16.1
n (schools)	41			21			10			10		
Baseline census e-survey 2021												
Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.												

151. **Dropouts.** Table 8 shows the data on dropouts, by grade, for the 2020 school year. The dropout rate varies across grades but generally ranges from 2 to 5 percent, with some statistically significances between programme and control schools. In all cases where the differences are statistically significant, programme schools have higher dropout rates than control schools.

Table 8: Percent of dropouts (prior academic year), as reported by head teachers, by grade, sex, and school category

	All Schools			WFP Phase II Group 1 2020			WFP Phase II Group 2 2020			Control Group 2020		
	Total students 2020	Female Students 2020	Male Students 2020	Total students 2020	Female Students 2020	Male Students 2020	Total students 2020	Female Students 2020	Male Students 2020	Total students 2020	Female Students 2020	Male Students 2020
1 st Grade	2.1	2.2	2.0	1.8	2.0	1.7	3.0	3.1*	2.9*	1.4	1.3	1.6
2 nd Grade	2.2	1.9	2.5	1.9	1.4	2.4	2.4	2.1	2.8	2.8	3.4	2.2
3 rd Grade	3.7	3.1	4.3	3.7	3.3	4.2*	3.8	2.4	5.1**	3.4	4.3	2.7
4 th Grade	3.5	3.0	3.9	2.8	2.6*	2.9	5.1	4.2***	6.0**	2.2	1.5	2.9
5 th Grade	4.2	3.5	5.0	3.5	2.3	4.8*	5.3	5.2	5.4*	4.1	3.8	4.6
6 th Grade	3.4	3.2	3.6	3.8	3.6**	4.1**	3.1	3.1***	3.0*	0.7	0.0	1.9
EDC	1.8	1.4	2.2	2.5	2.2	2.9	1.0	0.4	1.7	0.0	0.0	0.0
Total Students	2.9	2.6	3.2	2.7	2.4	3.0	3.6	3.1	4.0	2.3	2.2	2.3

Baseline census e-survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

152. **Daily meals.** Table 9 shows daily meals received by students for the 2021 school year, disaggregated by grade and sex. Again, as expected, Group 1 demonstrates a significantly higher number of meals being provided to its students (in comparison to the control) for grades 1 through 6 by both male and female students. The control group shows higher meal numbers than Group 2 for all grades, however these differences are only significant for grades 1 (females and males), 2 (females and males) and ECD (males).

Table 9: Number of daily school meals received (2021), by grade, sex, and school category, as identified by teachers

	All Schools			WFP Phase II Group 1 2021			WFP Phase II Group 2 2021			Control Group 2021		
	<i>Total students 2021</i>	Female Students 2021	Male Students 2021	<i>Total students 2021</i>	Female Students 2021	Male Students 2021	<i>Total students 2021</i>	Female Students 2021	Male Students 2021	<i>Total students 2021</i>	Female Students 2021	Male Students 2021
<i>1st Grade</i>	4148	1920	2228	3308	1521***	1787***	212	84**	128*	628	315	313
<i>2nd Grade</i>	3589	1778	1811	2929	1435***	1494***	151	82**	69***	509	261	248
<i>3rd Grade</i>	2832	1384	1448	2282	1123***	1159***	233	108	125	317	153	164
<i>4th Grade</i>	2720	1363	1357	1974	1001***	973***	341	169	172	405	193	212
<i>5th Grade</i>	2553	1335	1218	1871	969***	902***	363	196	167	319	170	149
<i>6th Grade</i>	1889	1017	872	1375	736***	639***	299	179	120	215	102	113
<i>ECD</i>	1175	629	546	679	352	327	136	83	53*	360	194	166
Total Students	18906	9426	9480	14418	7137	7281	1735	901	834	2753	1388	1365

Source: Baseline census e-survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

Number of schools, by type: Group 1 – 21 schools; Group 2 – 10 schools; control group – 10 schools.

153. **Satisfaction with school meal content and quality.** Students told the qualitative team that they like the rice that is served but do not like the maize as much because they eat it often at home. Schools that accept food contributions from parents have found a problem with cooking a variety of donated beans that require different times for cooking as a result not all beans in the mix are well cooked. In two Phase I schools, students said there is not enough food to satisfy their hunger. This could be due to using some of the food for nursery students (several teachers reported that food is saved for nursery schools, though they are not counted in the final number of students fed). It is noted that Phase II will include food for pre-primary students, which should address this issue.

154. **Attentiveness.** Table 10 reports on student attentiveness, as assessed by teachers. Overall, close to three-quarters (71.9 percent) of all students were identified as attentive. The findings show statistical differences only between Group 1 schools and control schools, for grades 2, 3 and 6. In these cases, attentiveness rates for students in the Group 1 programme schools are higher than for control schools by 7-13 percentage points. These results are consistent with interview findings: teachers in Group 1 schools told the qualitative team that one of the positive impacts of the McGovern-Dole Program is that student performance and concentration have increased, resulting in higher grades. Qualitative interviews also suggest that regular attendance and attentiveness of students are linked with school meals.

Table 10: Percent of enrolled students identified as attentive by their teachers, by grade and school category

	All Schools	WFP Phase II Group 1	WFP Phase II Group 2	Control Schools
All Grades	71.9	74.9	71.7	58.0
1 st Grade	69.8	73.9**	67.7	63.3
2 nd Grade	71.9	74.5*	71.2	67.0
3 rd Grade	71.6	73.6	70.0	69.2
4 th Grade	71.5	74.8	67.6	68.5
5 th Grade	72.3	75.7*	75.4	62.0
6 th Grade	74.2	76.3	78.0	66.1

Baseline census e-survey 2020

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

155. **Literacy results.** To highlight the importance of local reading clubs and the availability of books and support, endline percentages from Phase I of the McGovern-Dole Programme are shown in Table 11 and Table 12; when reading clubs met regularly prior to COVID-19; this comparison to endline is discussed first, followed by discussions of specific findings from each table.

156. The findings in Table 11 and Table 12 show that reading and comprehension scores at the Phase I endline were high for both female and male students. Covid-19 measures such as school closures and the closure of reading clubs may have contributed to a regression of students' progress since the endline survey. This observation is supported by comments from teachers to the qualitative team that the reading clubs were very effective in motivating students to read and to parents to support reading time. This regression can be seen in the reading and comprehension scores of both male and female students of Group 1 in Table 11 and for Group 1 male students in Table 12.

157. Table 11 presents the results on students' abilities to read a short story aloud. The proportion of female students who can completely read the story given is slightly higher than male students, regardless of school category (male-female differences were not tested for statistical significance). Overall, more than three quarters (75.8 percent) of students from control schools reported the ability to completely read a short story aloud compared to only two-thirds (66.17 percent) of students in Group 1 and 68.01 percent of students in Group 2. A factor that possibly explains higher performance on this indicator in control schools is that the latter have fewer students than programme schools, so teachers are better able to follow up on individual

students, whereas in programme schools, classrooms are more crowded, making it more difficult for teachers to follow and support the progress of each student. Qualitative findings also indicated apparent strong leadership from head teachers in control schools.

Table 11: Percentage of students able to completely read a short story aloud, by sex and school category

	Baseline 2021							
	All Schools		WFP Phase II Group 1		WFP Phase II Group 2		Control	
	%	n	%	n	%	n	%	n
Males	65.9	452	64.3*	235	65.8	108	74.1	109
Females	70.4	452	68.1*	235	70.2	114	77.7	103
Total	68.9	904	66.17**	470	68.01*	222	75.8	222

Source: EGRA baseline survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * $p < 0.1$, ** $p < 0.05$ and *** $p < 0.01$.

Number of schools, by type: Group 1 – 21 schools; Group 2 – 10 schools; control group – 10 schools.

158. The findings in Table 12 indicate that overall, a higher proportion of students from the control group (68.7 percent) than those from Group 1 (60 percent) or Group 2 (59.9 percent) could read and understand grade-level text. Disaggregating results by sex shows that a lower percentage of males in Group 1 (58.29 percent) could read and understand grade-level text compared to control schools (68.9 percent).

Table 12: 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, by sex and school category

	Baseline 2021							
	All Schools		WFP Phase II Group 1		WFP Phase II Group 2		Control	
	%	n	%	n	%	n	%	n
Males	62.2	452	58.29*	235	61.11	108	68.9	103
Females	61.5	452	61.7	235	58.77	114	68.8	109
Total	62.1	904	60.0**	470	59.9**	222	68.7	212

Source: EGRA baseline survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * $p < 0.1$, ** $p < 0.05$ and *** $p < 0.01$.

Number of schools, by type: Group 1 – 21 schools; Group 2 – 10 schools; control group – 10 schools.

159. Table 13 disaggregates the reading and comprehension results by district. There are only two statistically significant different results across school categories: in Nyaruguru district, a larger proportion of students in control schools (85 percent) could read and understand grade-level text compared to Group 1 schools (55.8 percent). The data for Nyamagabe district show an opposite finding: in this case, Group 1 schools performed better on this indicator than control schools (67.8 percent versus 43.8 percent, respectively).

Table 13: 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, by district and school category

	Baseline 2021							
	All Schools		WFP Phase II Group 1		WFP Phase II Group 2		Control Schools	
		n		n		n		n
Karongi	70.2	242	68.4	177	n/a	n/a	75.4	65
Nyaruguru	60.4	134	55.8***	113	n/a	n/a	85.0	20
Nyamagabe	64.2	106	67.8*	90	n/a	n/a	43.8	16
Rutsiro	41.1	90	41.1	90	n/a	n/a	n/a	n/a
Gasabo	72.7	44	n/a	n/a	72.7	22	72.7	22
Kayanza	66.9	112	n/a	n/a	66.6	90	68.2	22
Burera	55.6	176	n/a	n/a	51.8	110	62.1	66
All Districts	62.1	904	60.0	470.0	59.9	222	68.7	212

Source: EGRA baseline survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * $p < 0.1$, ** $p < 0.05$ and *** $p < 0.01$.

160. Some of the factors limiting the effectiveness of literacy programmes relate to interruptions due to COVID-19 related containment measures and school closures. Reading clubs were disrupted in Phase I, reducing students' ability to borrow books to read at home, but were replaced by house-to-house book lending, and by school lending once schools reopened. The qualitative survey found that teachers feel the lending activities are less effective than reading clubs in promoting reading for several reasons: teachers are not sure that students have read the book, students may not be as motivated to read at home, students are occupied in household chores and do not have a lot of time to read, and parents do not remind children to read. This may have had unintended effects on students' literacy levels in Group 1. While the reading club closures occurred during Phase I, they still had a downstream effect in Phase II; as discussed above, as the overall proportion of students from the control group reported a significantly higher proportion of students reading and understanding grade level texts and being able to completely read a short story compared to those from Group 1 or Group 2 schools.

161. Table 14 shows that overall and also by sex, about three-quarters of students reported receiving reading help from their parents. There are no statistically significant differences across school types.

Table 14: Percent of students who receive reading help from parents, by sex and school category

	Baseline 2021							
	All Schools	n	WFP Phase II Group 1	n	WFP Phase II Group 2	n	Control	n
Males	77.0	452	77.4	235	78.7	108	74.3	109
Females	76.3	451	78.3	235	76.1	113	71.8	103
Total	76.7	903	77.9	470	77.4	221	73.1	212

Source: Baseline census survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * $p < 0.1$, ** $p < 0.05$ and *** $p < 0.01$.

162. Table 15: reports the percent of students (total and disaggregated by gender) who can read in different words-correct-per-minute ranges (WCPM). Overall, about half of all students were able to read at the highest level of 56 WCPM or more. The results show some statistically significant associations between females in both groups compared to control schools, more notably in higher WCPM categories. Statistical tests were not performed to compare males and females.

Table 15: Student performance by words-correct-per-minute (WCPM) categories (percent of 3rd grade students), by sex and school category

	Baseline 2021											
	All Schools			WFP Phase II Group 1			WFP Phase II Group 2			Control Schools		
# WCPM	Total	M	F	Total	M	F	Total	M	F	Total	M	F
1 to 15	0.8	0.0	1.1	0.0	0.0	0.0	1.3	0.0	2.6*	0.0	0.0	0.0
16 to 30	2.4	1.0	3.9	2.7	1.2	4.3	2.2	0.0	3.5	1.8	0.0	3.8
31 to 40	9.3	6.4	12.2	8.7	6.4	11.1	9.0	4.6	13.2	10.8	8.2	13.5
41 to 56	35.0	35.6	34.3	34.0	34.9	33.2*	32.4	36.1	28.9*	39.6	36.6	42.7
>56 words	52.5	56.6	48.5	53.8	57.0	50.0*	55.0	58.3	51.7*	47.2	54.1	39.8
n	904	452	452	470	235	235	222	108	114	212	109	103

Source: EGRA baseline survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

Increased use of health and dietary practices (MGD SO2)

163. Table 16: shows that all Group 1 and Group 2 schools were using some form of improved water source compared to 90 percent of control schools. Analyzing by type of water source, the only significant difference across school types was piped water, used by 85.7 percent of Group 1 schools compared to 50 percent of control schools. All three categories of schools were predominantly using rainwater, and public taps though to a much lesser extent. No schools used spring water (whether protected or unprotected).

Table 16: Percentage of schools using improved water sources, by water source type and school category

Baseline 2021				
	All Schools	WFP Phase II Group 1	WFP Phase II Group 2	Control Schools
Any improved water source	97.9	100.0	100.0	90.0
Piped water	70.7	85.7**	60.0	50.0
Public Tap	9.8	4.8	20.0	10.0
Protected Spring (improved)	0.0	0.0	0.0	0.0
Rainwater (improved)	90.3	90.5	90.0	90.0
Unprotected spring (not improved)	0.0	0.0	0.0	0.0
n	41	21	10	10

Source> Baseline head teacher survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

164. Having a reliable water source on site is critical to both school meal preparation and hygiene. Connecting schools to piped water and was a key infrastructure activity during Phase I; most WASH activities have been paused until the completion of the baseline study for Phase II. During Phase II, the programme will continue to increase access to safe drinking water and promote the adoption of hygiene practices through the construction of latrines, permanent handwashing stations, and sanitary rooms.

165. The introduction of girls' sanitary rooms has been a significant feature of the McGovern-Dole Program, designed to provide a safe space for girls to address their menstrual hygiene needs at school and thus be able to attend school regularly. The Government has recognized the importance of the sanitary rooms, and

in 2020 announced a new draft law that would make having a girl's safe room mandatory for all schools from primary to university level. The qualitative team noted that where schools have shut off water taps due to problems paying water bills, the sanitary rooms may have less access to water.

166. Table 17 reports the percentage of students who can identify at least three of the programme-targeted health and hygiene practices. The results indicate that overall, only 13.4 percent can do so. The disaggregation by school category shows that Group 1 schools perform substantially better on this indicator than control schools, though the percentages in Group 1 are still low, at around 19 percent of students who can name three key health and hygiene practices.

Table 17: Percent of students who can identify at least three key health and hygiene practices, by sex and school category

	Baseline 2021							
	All Schools		WFP Phase II Group 1		WFP Phase II Group 2		Control Schools	
		n		n		n		n
Male students	13.3	452	18.29***	235	9.3	108	6.4	109
Female student	13.7	452	19.1***	235	7.9	114	7.8	103
Totals	13.4	904	18.7***	470	8.6	222	7.1	212

Source: EGRA baseline survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

167. Table 18 shows the percent of the students who indicated that regularly practice the selected key health and hygiene habits. These results are subject to self-reporting bias, as students may over-report the frequency of these behaviors, wishing to provide the desired response. Overall, the most reported practice was bathing at 91% for all schools. Group 1 showed better (albeit still low) results than the control group for handwashing before eating (Group 1, 17.78 percent versus control 13.2 percent), brushing teeth (11.06 percent versus 6.1 percent) and handwashing with soap after using the toilet (8.08 percent versus 4.7 percent). Both Group 1 and Group 2 values for drinking and using clean water, while low (8.9 -percent and 7.2 percent respectively) were still higher than the control group (2.8 percent).

Table 18: Percent of students to regularly practice key health and hygiene practices, by type of practice and school category

	Baseline 2021							
	All Schools		WFP Phase II Group 1		WFP Phase II Group 2		Control	
Other personal hygiene (i.e. bathing)	91.0	903	90.4	470	88.7	221	94.8	212
Handwash with soap after toilet	6.5	903	8.08*	470	4.9	221	4.7	212
Handwash before eating	15.8	903	17.78**	470	14.0	221	13.2	212
Brush teeth	8.5	903	11.06***	470	5.4	221	6.1	212
Eating a balanced diet	17.7	903	16.6	470	22.2	221	15.6	212
Avoid open defecation	0.0	903	1.0	470	0.0	221	0.0	212
Other – Drink/Use clean water	0.1	903	8.9***	470	7.23**	221	2.8	212

Source: EGRA baseline survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

National School Feeding Programme readiness

168. For Group 1 schools in Phase II, there is more NSFP readiness compared to Group 2 schools. WFP Rwanda is largely seen as doing well in their consultations with the districts for input. There is a noticeable improvement

in communication since Phase I, though one district was dissatisfied with the incorporation of its suggestions for the Phase II design. Group 1 District officials and teachers say there is good support from WFP, but more involvement from the community and parents is needed. Teachers expect the effectiveness and efficiency of the programme to improve with government intervention. Several schools that are newly implementing the NSFP said the Government has built kitchens for the programme, though kitchens were not yet fully equipped.

169. Table 19: presents self-reported data on the kinds of support schools receive from outside organizations (i.e., including but not limited to WFP). The data show that all Group 1 schools, 90 percent of Group 2 schools and 70 percent of control schools reported receiving school feeding support from some organization. The NSFP has begun its roll-out, which is reflected in the 70 percent of control schools receiving school feeding. Notably, more than a third (38.1 percent) of Group 1 schools received support for nutrition activities other than school feeding, compared to none of the Group 2 or control schools. All Group 1 schools compared to 90 percent of Group 2 schools and 80 percent of control schools received support for deworming. The overwhelming majority of Group 1 schools (90.5 percent) also received support for sanitation (including water and toilets), compared to less than a third (30 percent) of Group 2 schools and only 20 percent of control schools. Over half of Group 1 schools (52.4 percent) received support for school governance compared to 30 percent of Group 2 schools and no control schools. A greater proportion of Group 1 schools (85.7 percent) compared to Group 2 schools (80 percent) and control schools (70 percent) received support for teacher training. Group 1 teachers interviewed for the baseline study stated that the McGovern-Dole Programme has done well in providing needed skills to teachers and students and the surrounding community. However, due to a shortage of professional staff, teachers in Group 1 and Group 2 said they must cover many subjects, indicating that this affected the quality of their teaching.

Table 19: Support received from organizations, as reported by head teachers (percent of schools), by type of support and school category

	Baseline 2021			
	All Schools	WFP Phase II Group 1	WFP Phase II Group 2	Control Schools
School feeding	90.2	100.0**	90.0	70.0
Other nutrition activities	19.5	38.1**	0.0	0.0
Deworming	92.7	100.0**	90.0	80.0
Sanitation (water and toilets)	58.5	90.5***	30.0	20.0
School governance	34.1	52.4***	30.0*	0.0
Provision of school materials, textbooks, books	100.0	100.0	100.0	100.0
Renovation/construction of infrastructure in school e.g. classes, kitchens, stores	85.3	95.2	70.0	80.0
Training of teachers	80.4	85.7**	80.0	70.0
Health education	22.0	38.0	10.0	0.0
n (sample)	41	21	10	10

Source: Head teacher baseline survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

170. Table 20 presents the e-survey data on the kinds of meals schools provide. It shows that all Group 1 schools provide a school meal compared to 80 percent of Group 2 schools and only 70 percent of control schools. Of those schools that provide a school meal, all Group 1 and Group 2 schools provide lunch, whereas 85.7 percent of control schools do. Only control schools provide breakfast, and no schools provide snacks.

Table 20: Percent of meals provided by schools during the 2021 school year, by meal type

	All Schools	WFP Phase II Group 1	WFP Phase II Group 2	Control Schools
Provide a meal	87.8	100***	80.0	70.0
n	41	21	10	10
Provide breakfast	2.7	0.0*	0.0	14.3
Provide lunch	97.2	100.0*	100.0	85.7
Provide snacks	0.0	0.0	0.0	0.0
n	36	21	8	7

Source: Baseline census e-survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * $p < 0.1$, ** $p < 0.05$ and *** $p < 0.01$.

171. Table 21 shows the percentage of parents contributing to the cost of school meals as reported by head teachers for the 2021 school year. There are no statistically significant differences in Group 1 or Group 2 schools compared to control schools in the percentages of parents contributing in-kind items. There are large statistically significant differences in the percentage of parents making cash contributions: 63.0 percent in Group 1 schools and 2.2 percent in Group 2 schools, versus 24.2 percent in control schools. There is also a large and significant difference in the percentage of Group 1 school parents who do not contribute (25.0 percent). This contrasts with parents who do not contribute at all in Group 2 schools (66.7 percent) and in control schools (57.8 percent). An important takeaway is that a high percentage of parents do not contribute to school meals in Group 2 and control schools in particular.

Table 21. Percent of parents who contributed to school meals (2021), by contribution type and school category

	All Schools	WFP Phase II Group 1	WFP Phase II Group 2	Control Group
Cash	38.8	63.0***	2.2**	24.4
In-Kind	19.1	15.4	30.5	15.3
Do not contribute	43.1	25.0***	66.7	57.8
n (schools)	41	21	10	10

Source: Baseline census e-survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * $p < 0.1$, ** $p < 0.05$ and *** $p < 0.01$.

172. Table 22 (next page) breaks down the parents' in-kind contributions by parents by type. Overall, the most contributed item was food (26.8 percent of parents), followed by firewood (31.7 percent). There were large and significant differences in two items: no parents in Group 1 schools contributed food, while 40 percent of parents in control schools did, and no parents in Group 2 schools gave firewood, compared to 30 percent in control schools.

Table 22: Percentage of parents who contributed in-kind to school meals (2021), by type of contribution and school category

	All Schools	WFP Phase II Group 1	WFP Phase II Group 2	Control Group
In-Kind:	19.1	15.4	30.5	15.3
Labour	9.7	14.3	10.0	0.0
Food	26.8	0.0***	70.0	40.0
Water	0.0	0.0	0.0	0.0
Firewood	31.7	47.6	0.0*	30.0
Other	4.8	4.7	0.0	10.0
n (schools)	41	21	10	10

Source: Baseline census e-survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

173. Head teachers and district officials in both Group 1 and Group 2 told the qualitative interviewers that poverty and large families are two reasons that parents do not give cash. Some families are already contributing to school meals in secondary schools and contributing to primary school meals will be an extra burden on these families. Some other families do not give cash, especially in Group 2 schools, because they do not recognize the importance of school meals to learning. This issue was addressed in Group 1 schools by intensive awareness-raising by district and school officials, and key informants stated that a similar approach will be employed with Group 2 schools. In addition, a head teacher in a Group 1 school observed that parents are told that education is free and so may not understand why contributions are requested. In Phase I, Group 1 schools would accept non-cash contributions in the form of labor, food items, or firewood. Group 1 schools noticed that parents preferred non-cash contributions, which made it difficult for schools to efficiently plan and prepare meals; consequently, most Group 1 schools now request a monetary contribution.

174. Table 23 reports head teachers' perceptions of what primary education benefits parents are able to name. Increasing earning potential is by far the most common response, regardless of school category. There are statistically significant differences between programme schools and control schools in a few areas. An interesting finding is that head teachers in control schools were much more likely to state that parents would name increased opportunities, the ability to read, write and count, knowledge for daily life, and community engagement as educational benefits, than their counterparts in Group 1 schools.

Table 23: Percent of parents that can name the benefits of primary education, as assessed by head teachers, by type of benefit and school category

	Baseline 2021			
	Total	WFP Phase II Group 1	WFP Phase II Group 2	Control
Increased health	45.9	54.5	32.2	41.7
Improved nutrition	52.2	49.6	46.5*	63.5
Increased opportunities	50.6	45.6*	50.0	61.8
Increased earning potential	77.4	76.4	76.0	80.8
Ability to read/write/count	54.3	46.0**	57.8	68.0
Knowledge for daily life	43.8	34.1**	52.5	55.5
Increased socialization	45.3	39.5	52.0	51.0
Strengthening relationships	52.3	44.4	58.0	63.0
Increased engagement with community	20.1	7.04*	37.8	30.0
n	41	21	10	10

Source: Head teacher baseline survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

175. Table 24 shows a breakdown of the percentage of enrolled students who received daily meals, as reported by head teachers. All schools in Group 1 have reported 100 percent of students receiving meals for grades 1 through 6. Group 2 also show significant results for grade 1 and grade 2, however in the opposite direction. It is noted that the McGovern-Dole Programme has not yet started in Group 2 schools.

Table 24: Percentage of students receiving daily meals (2021), by grade, sex, and school category

	All Schools			WFP Phase II Group 1 2021			WFP Phase II Group 2 2021			Control Group 2021		
	Total students 2021	Female Students 2021	Male Students 2021	Total students 2021	Female Students 2021	Male Students 2021	Total students 2021	Female Students 2021	Male Students 2021	Total students 2021	Female Students 2021	Male Students 2021
1 st Grade	65.0	62.8	67.1	100.0	100.0***	100.0***	11.5	9.0**	14.1*	50.9	51.9	50.0
2 nd Grade	64.9	66.5	63.5	100.0	100.0***	100.0***	10.2	11.5**	9.0***	45.7	49.9	42.0
3 rd Grade	71.9	71.5	72.2	100.0	100.0***	100.0***	23.8	22.3	25.2	46.7	46.6	46.7
4 th Grade	76.3	76.0	76.7	100.0	100.0***	100.0***	37.1	36.5	37.6	60.5	58.7	62.4
5 th Grade	77.9	78.8	76.9	100.0	100.0***	100.0***	40.9	43.0	38.7	61.2	63.0	59.4
6 th Grade	77.1	76.2	78.3	100.0	100.0***	100.0***	42.6	44.8	39.7	57.8	51.3	65.3
EDC	53.2	53.9	52.4	48.8	48.9	48.7	35.0	38.4	30.6*	84.5	84.3	84.7

Source: Baseline census survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

176. The NSFP has been newly introduced and was being rolled out when the qualitative study was conducted. Some of the schools interviewed by the qualitative team implementing the new NSFP are using different strategies to provide at least some meals to poor students. For example, one school rolling out the NSFP is using only government money to fund school meals as parents have not started contributing, though this strategy risks suggesting to parents that their contribution is not needed, and is quickly exhausting funds for meals. Another school in the NSFP told the qualitative team that it provided meals for all students for two weeks, then stopped because parents did not contribute, and now only 25 students out of 984 have meals at school. Another school in the NSFP decided to provide students from the poorest families with a meal because they know the families cannot afford a contribution. Some head teachers observed that many parents feel the programme is unaffordable because they cannot contribute cash at school and at the same time feed children at home. One school in NSFP said that government funds were received but meals had been provided only six times since the start of term because parents did not contribute so most of the time there was no firewood to cook with. Two schools said that only P6 students received meals, and only those whose parents contributed, leaving half to two-thirds of P6 students without a meal at school.
177. Table 25 presents data (from schools reported by head teachers to provide additional food items) from head teachers on the kinds of food the schools contribute to school meals. Fruits and vegetables are the most common contribution regardless of school category. There are some differences between Group 1 and control schools: all Group 1 schools provide fruit, compared to about three-quarters of control schools, and 14.3 percent of control schools provide legumes, while Group 1 schools do not. Overall, schools supplement little in the way of legumes and animal proteins such as milk and meat.

Table 25: Percent of schools providing additional food items for school meals, by type of food and school category

	All Schools	WFP Phase II Group 1	WFP Phase II Group 2	Control Schools
Fruits	91.7	100.0***	87.5	71.4
Vegetables	80.6	71.4	100.0	85.7
Legumes	2.7	0.0*	0.0	14.3
Animal Proteins (milk, meat)	8.3	4.8	12.5	14.3
n	36	21	8	7

Source: Head teacher baseline survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * $p < 0.1$, ** $p < 0.05$ and *** $p < 0.01$.

178. Table 26 presents data (from schools reported by head teachers to provide additional food items) from head teachers on the frequency of meals that included school-supplemented foods in school meals in the week before the survey. Fruit and vegetables were most frequently included, 3-5 times per week on average. Serving legumes and animal proteins was rare.

Table 26: Average number of meals provided in the last week that include foods in addition to the donated US commodities, by type of food and school category

	All Schools	WFP Phase II Group 1	WFP Phase II Group 2	Control Schools
Fruits	4.4	5.0***	3.9	3.4
Vegetables	3.9	3.6	4.6	4.2
Legumes	0.1	0.0*	0.0	0.7
Animal Proteins (milk, meat)	0.3	0.2	0.3	0.7
n	36	21	8	7

Source: Head teacher baseline survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control.

Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

179. Table 27 summarizes head teachers' reports of the sources of food for school feeding in their school (from schools reported by head teachers to provide additional food items). As expected, all Group 1 schools indicated they obtain food from WFP or another NGO, and no Group 2 or control schools do. Few Group 1 schools (4.7 percent) receive government support, while the vast majority of Group 2 schools (87.5 percent) and control schools (85.7 percent) do. Additionally, most Group 1 schools (90.4 percent) obtain food from kitchen gardens, while far fewer Group 2 schools (12.5 percent) or control schools (28.5 percent) do. A higher proportion of control schools (85.7 percent) reported parents provide food for school children compared to 75 percent of Group 2 schools and only 14.3 percent of Group 1 schools.

Table 27: Source of food for school feeding programme, by source and school category

	All Schools	WFP Phase II Group 1	WFP Phase II Group 2	Control Schools
WFP/NGOs provided	58.3	100.0	0.0	0.0
Government	38.9	4.7***	87.5	85.7
Kitchen garden	61.1	90.4***	12.5	28.5
Local markets	66.7	71.4	62.5	57.1
Parents provided	41.7	14.3***	75.0	85.7
n	36	21	8	7

Source: Head teacher baseline survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * p<0.1, ** p<0.05 and *** p<0.01.

180. The head teacher survey also collected information (from schools reported by head teachers to provide additional food items) on school partnerships with farmers groups. As shown in Table 28, 14.3 percent of control schools have such partnerships compared to only 4.7 percent of Group 1 schools and none in Group 2, which is unsurprising given that the work with farmers' groups only started toward the end of Phase I.

Table 28: Percent of schools that have a partnership with any farmers groups for food in 2021

	All Schools	WFP Phase II Group 1	WFP Phase II Group 2	Control Schools
Schools	5.5	4.7	0.0	14.3
n	36	21	8	7

Source: Head teacher baseline survey 2021

Significance tests were performed to determine whether the estimates for programme schools differ from the estimates for control schools: the tests compared Group 1 and control, and Group 2 and control. Associations found to be statistically significant are indicated by * $p < 0.1$, ** $p < 0.05$ and *** $p < 0.01$.

181. The majority of cooperatives interviewed by the qualitative team are not selling their production to schools. Their reasons vary from wanting to sell produce in bulk while schools only want to buy a limited amount of produce, to a focus on local markets and buyers, to waiting for WFP to initiate the connection. When parents contribute food to schools, this has also made it difficult to sell to schools. District officials believe a priority for Phase II of NSFP should be mobilization and building the capacity of farmers, schools, and local partners to ensure the sustainability of the programme.
182. Cooperative members told the qualitative team that they have gained leadership and professional business skills through training from WFP.

4.4 Efficiency

Evaluation questions relevant at baseline

183. There are no specific evaluation questions associated with this OECD-DAC criterion at baseline; the section discusses baseline observations.

Baseline observations

Improved literacy of school-age children (MGD SO1)

184. In a bid to curb overcrowding and long distances travelled by students going to and returning from schools, the Ministry of Education in June 2020 embarked on a plan to construct 22,505 new classrooms (17,414 primary schools, 3,591 for secondary schools and 1,500 classrooms for nursery schools). The construction was funded jointly by both the Government of Rwanda and the World Bank's credit financing. World Bank also allocated funds to other activities like training of teachers and construction of Teacher Training Center schools. In total World Bank's credit financing for Rwanda Quality Basic Education for Human Development project Phase 1 was worth US\$200 million.⁸⁶
185. The Government has addressed the issue of overcrowded schools by building 22,000 new schools in 2021,⁸⁷ though at the time of the baseline there were not enough teachers to staff those schools and classrooms remain crowded. Key informants with school staff, district representatives and WFP flag the importance of efficient budget allocation through matching infrastructure investments with funding for school staff recruitment. On average programme schools have more students than control schools: because programme schools are in the same areas as control schools, students will often choose to attend the programme schools rather than the control schools to receive food, often resulting in classroom overcrowding. Teachers and head teachers have discussed the overpopulation of students as an issue. The number of teachers has not increased to accommodate the increased number of students. Some of the control schools are also newly constructed schools that were built with the intention of reducing the number of students in a nearby school. Students at times chose to attend these schools because they are closer to their homes.

⁸⁶ Data in this paragraph supplied via email by WFP Rwanda country office 28 January 2022.

⁸⁷ [Edwin Ashimwe, 2021. The New Times. Construction of new classrooms at over 95%.](#)

186. Programme schools are government-aided and may also benefit from internationally funded projects in literacy, education, health, and related areas. MINEDUC provides textbooks and other support to government schools, but control schools typically do not receive external financial or material support, only support from the Government. Within the national government there is good horizontal communication regarding education initiatives, according to programme partners. District officials who participated in Phase I were satisfied with the status of communication on the programme, though a few officials in both Group 1 and Group 2, informed the qualitative team that felt that communication between WFP and local officials could be strengthened.

Increased use of health and dietary practices (MGD SO2)

187. Cooks told the qualitative team that they think there are too few supporting staff, and in general do not think the food is sufficient; lower primary tends to receive enough, but upper primary does not. Cooks are paid by contributions from parents; so, the number of cooks depends on what parents have contributed. The food is described as nutritious with a mix of rice (three times per week), beans and vegetables daily, and maize two times per week. Teachers say cooks follow directions properly and use the official ratio when cooking. However, because nursery students receive food, all students do not receive the correct meal size. Trainings for cooks, when given, have focused on hygiene and preparation of food for students.

188. According to the School Readiness Scorecard, 63.6 percent of all programme schools have signed formal contracts with cooks.⁸⁸ About half of the cooks in Group 1 schools interviewed by the qualitative team have contracts. Other cooks have been told their contracts are coming; in the meantime, if a better paid opportunity comes along for cooks, it is likely that they will leave. All cooks interviewed report being paid on time or informed of the scheduled payment; this is somewhat lower than the result of the School Readiness Scorecard, which indicates cooks in 88.8 percent of all programme schools are paid on time.

189. Cooks are most often men and women are cleaners; the explanation given by cooks is that this is due to the amount of time and labor it takes to cook for schools. Many women are mothers with demands at home and leaving the school very late is a safety concern for women. While women must deal with many demands on their energy, time and mobility, the underlying reasons for the dominance of male cooks are more related to traditional gender roles and access to paid jobs. The Phase II proposal also describes equal representation of men and women in program-supported governance structures, such as teacher and student membership on School Feeding Committees (Activity 5.8). However, the gender assessment found that men and women do not participate equally in decision-making processes and leadership roles at the community level, and that women's ideas and perspectives are not highly valued by men and even by boys. The gender assessment recommends that the program take several actions to address this, including equal representation on committees and in paid roles be mandatory; ensuring that meaningful capacity is built around core gender concepts and that key leadership figures are engaged in a meaningful way on gender issues and barriers, and a more robust engagement on gender issues across a number of forums.

190. Schools buy vegetables from outside markets to meet meal requirements, particularly in the dry season. Most of the Group 1 schools interviewed by the qualitative team are able to contribute vegetables to the school meal, but this is primarily in the rainy season as schools rarely have irrigation. Management of the garden is seen by school personnel as an additional responsibility for teachers and students. At larger schools, students are often sent home to gather mulch for the school garden.

191. At the time of the baseline, schools are rarely linked with farmer cooperatives; connecting schools to farmers for the purchase of fresh foods (milk, avocado, dodo and their substitutes) will begin in 2022 through complementary funding. Schools in the McGovern-Dole Program typically go to the market themselves or to individual farmers to supplement produce from school gardens. Schools in the NSFP typically have food supplied by a tender.

National school feeding programme (NSFP) readiness

192. In the qualitative survey, the students benefitting from the NSFP are those whose parents contribute to the programme, though nursery students also receive food. Parent contributions are still low though it has reached up to 50 percent in some districts; shifting parents' mindsets on the programme is a challenge

⁸⁸ WFP Rwanda. 2022. School Readiness Scorecard Excel file: HGSF_SchoolLevel_Scorecard_19JAN2022.

reported by all districts and head teachers. Teachers believe government officials need to help mobilize parents for contribution.

193. The Government received technical assistance from WFP during Phase I of the McGovern-Dole Program that supported the roll-out of a national school meals programme through technical support and appropriate capacity strengthening. During Phase II, WFP is piloting activities that have the potential to improve the efficiency of the McGovern-Dole Program and potentially of the NSFP if the Government adopts the models. One example, according to WFP, is WFP's pilot of a whole grain fortified maize meal product in 18 schools in 2021. The whole grain maize meal is a cost-neutral way to increase the nutritional content of the school meal, providing more protein and micronutrients for the same cost.
194. Where support has occurred, the construction of kitchens in schools and agriculture/school garden related trainings have largely taken place. There is permanent staff at the district level who coordinate HGSF and NSFP programmes who have supported collaboration efforts. Teachers believe training has been very helpful and a big drive to the success of the programme. Most committee members report they lack training to be effective in their roles.
195. Teachers confirmed to the qualitative team that meals are encouraging students to come to school. They find the time spent on providing food though, to be a challenge. More basic infrastructure for programme implementation is needed, according to teachers.
196. Most district officials interviewed by the qualitative team reported that District School Feeding Steering Committees have yet to meet since the NSFP is in its initial implementation phases. However, one Group 1 district stated there are SFCs at district, sector, cell, and village level, elected in the past two months. They said that they are meeting whenever needed as the NSFP gets underway and mobilization is still in progress. A Group 2 district official said that the first meeting was headed by the vice mayor for social affairs and that SFCs have been established at the sector level, indicating the nascent institutionalization of the NSFP at district level. The Group 2 district said one of the decisions taken at the meeting was to help poor parents to contribute through non-monetary means, and to ask schools to give meals to all children regardless of whether parents have contributed. District officials commented that having the NSFP introduced after COVID-19 is a major challenge.
197. Procurement of items for NSFP implementation can be challenging for schools though food deliveries have largely been consistent. During the COVID-19 pandemic, there were interruptions for some schools in meals due to school closures, supply chain interruptions, or in obtaining firewood for cooking fuel. Most schools said that they had no interruptions in school feeding. Some schools reported that they adjusted to interruptions by serving porridge only to the upper primary schools since the lower grade received take-home rations.
198. MINEDUC's School Data Management System (SDMS) will require schools to enter school feeding data into a national system. Schools will be responsible for collecting new indicators for the NSFP, and the system will allow schools to access funds allocated to the by Government for the school feeding programme. In the qualitative survey, both Group 1 and Group 2 districts were not familiar with the SDMS system, with one district official noting that no new staff have been allocated for this task.

4.5 Impact

Evaluation questions relevant at baseline

199. There are no specific evaluation questions associated with this OECD-DAC criterion at baseline; the section discusses baseline observations.

Baseline observations

Improved literacy of school-age children (MGD SO1)

200. Students are reported to be more attentive as a result of receiving meals at schools. School attendance for boys and girls has increased, which meets district official and school expectations for Phase II. With the increase in attendance, teachers report that the ratio of student to teacher is too high for them to teach as effectively as possible.

201. District officials reported that the closure of school due to COVID-19 pandemic restrictions increased the number of missed classes and dropouts; one Group 1 district reported an increase in dropouts from nine percent to 14.3 percent. Some district officials said that it has been a challenge to bring the dropouts back to school. The capacity of schools has been impacted following COVID-19 re-openings when trained teachers were getting jobs at other schools. Parents' ability to contribute was reduced as families lost income due to the pandemic. This increased poverty and the ability of very poor parents to feed their children, who no longer received meals at school. Parents also could not afford school materials so were not sending their children to school. There was an increase in the amount of household duties requiring children to stay home and help their caregivers.

Increased use of health and dietary practices (MGD SO2)

202. Officials and teachers expect a decrease in rates of malnutrition and improved hygiene for students and communities surrounding NSFP schools. Teachers report that students and the surrounding communities have improved their sanitation and hygiene practices. Teachers told the qualitative team that having lunch at school makes the students feel more socially engaged and economically on par with each other. Students say that they feel fuller during lunch and are gaining weight.

203. Districts shared that the handwashing stations established by schools during the COVID-19 pandemic have supported improved hygiene at schools. The water bill for schools, however, has increased with the increase in handwashing. Water is managed by private water providers, and many schools are finding it a challenge to pay the increased water bills. Some have turned off water taps, or delay repairing water taps, as a result. Programme partners recognize that this is a challenge and have taken up this issue with the national School Feeding Technical Working Group to look for solutions to reduce water bills.

204. As mentioned, during the COVID-19 pandemic, families were affected economically such that student's attendance and access to healthy food were negatively impacted.

205. The establishment of community seed banks and nurseries is a positive unintended consequence arising from extending the work of school gardens to the community during the COVID-19 pandemic, according to GHI. In addition, the provision of vegetable seeds to the community from the school has contributed to a shift in perception among parents that schools are more than just a place where a child studies, but a place where parents can get inputs that enable them to diversify the food they grow.

206. The draft gender assessment report states that "all girls interviewed for this assessment reported that the girls' rooms in their schools were very helpful to them and were generally well stocked and accessible." The report further says that girls reported reduced absenteeism related to menstruation, and that "the implementation of girls' rooms in HGSF partner schools is considered to be of significant benefit to girls." The provision of sanitary pads at schools also reduced stress on girls, as fathers are sometimes reluctant or angry about spending money on pads.

National school feeding programme (NSFP) readiness

207. The NSFP was launched in October 2021, so it is too early to assess impact. Teachers in Group 1 schools told the qualitative team that parents have more time to do other activities thanks to the NSFP. Where this time would have been devoted to preparing food, time is now being devoted to domestic duties or to farm work, where this is not the same for control schools where fewer students are eating school meals. There has been a positive economic impact on the surrounding communities through employment of cooks and security guards, and firewood sales.

208. The expectations of district officials for the McGovern-Dole Program around strengthened farmer capacity are largely for WFP to train farmers in improved production and storage techniques; professional and leadership training for cooperatives; and ensuring farmers are linked to reliable markets or buyers to whom they can sell.

4.6 Sustainability

Evaluation questions relevant at baseline

EQ 8: To what extent are McGovern-Dole programme project components (e.g., school feeding, literacy, food safety, WASH and hygiene, nutrition education, agricultural market support, etc.) likely to be sustained at national and local levels, communities, and by other partners? (considering handover to the Government) [TOR, Sustainability, EQ 1, part 1]

EQ 9: What is the demonstrated capacity at central and sub-national levels to manage school feeding programmes in Rwanda (WFP and government programmes)? [TOR, Sustainability, EQ 4]

EQ 10: To what extent are local communities (SGACs, School Feeding Committees, Procurement Committees, farmers' groups, etc.) involved in and contributing toward school feeding and education activities? [TOR, Sustainability, EQ 5]

209. These evaluation questions are discussed in the course of the baseline observations made below, organized by McGovern-Dole strategic objectives.

Baseline observations

Improved literacy of school-age children (MGD SO1)

210. While it is too early in the programme to assess sustainability, in the qualitative interviews, respondents shared some concerns about factors that may affect the sustainability of programme activities. For Group 2 schools in particular, schoolteachers and district officials agree there is a lack of basic infrastructure and materials for students within the classroom. This is a less reported issue for Group 1 schools who have had infrastructure improvements due to the programme.

211. Teachers shared that the pandemic backslid progress for students who were pulled away by household duties or a need to seek employment in greater frequency. Schools placed children in remedial programming and school calendars were altered to include longer hours and or weekends for students to catch up. Reading clubs were stopped due to Covid-19, but to remedy this, teachers began to lend books to students. Siblings additionally filled in gaps left by a lack of schooling.

212. The Group 1 schools in the McGovern-Dole Program have expanded the school gardens and some schools are producing vegetables for school meals, a positive indication of sustainability. GHI key informants believe that parents close to schools will continue learning from the schools, but recognize that GHI will need to work to support sustainability in schools and households after the program is phased out.

Increased use of health and dietary practices (MGD SO2)

213. There was a smaller reported use of water purification by teachers. Water is turned off with a likely result being a reduced use of sanitary rooms by girls. Rainwater harvesting is being used by schools.

National school feeding programme (NSFP) readiness

214. The district's expectations from WFP are not as high as that of parents or teachers. They believe WFP will provide solutions to issues but are also concerned about and strategizing to address challenges ahead in the phase out period. District officials noted several capacity development activities that WFP has provided to the districts to implement the NSFP, including joint field visits between district and WFP staff; technical meetings to exchange ideas, the training of farmer cooperatives to improve production in order to supply food to schools, and the construction of modern kitchens as models for NSFP schools. One district mentioned that WFP has shared NSFP operational guidelines. Only one Group 1 district said there was no support in implementing the NSFP and was critical of WFP activities in most categories.

215. Several Group 1 district officials communicated a need for additional capacity strengthening, including technical support to the district to facilitate the implementation of the NSFP and the transition from the McGovern-Dole Program in a way that support sustainability. Also mentioned were a need to train teachers to provide support; training for School Tender Committees, cooks, and storekeepers, and increasing productivity of farmers. District officials for Group 2 schools highlighted similar capacity strengthening needs.

216. While there is opportunity for Group 2 schools to learn from Group 1 schools, there is concern from district officials and schools over the sustainability of the programme and transition given the need for parent's

contribution to be higher. District officials, teachers and SFC/STCs believe parents are used to having WFP pay for or manage programmes. For some Group 2 schools there are assumptions that WFP will provide everything and there is no need for parents to contribute anything.

217. The district approach to increasing the ratio of the parent contribution to 60 percent is through sensitization and mobilization to create greater understanding and ownership of the programme among parents. All stakeholders recognize that contributions are difficult for very poor families, often due to poverty and the inability to pay for several children at one time. Teachers and district officials note that poor families struggle to support students financially. The introduction of a scaled contribution based on social categories has been suggested by teachers and a district official; one district official pointed out that income-based contributions are already applied in the mandatory national medical insurance scheme.
218. Other specific concerns around sustainability voiced by district officials include more infrastructure such as kitchens and water, technical support to districts to implement the programme, capacity building of local partners and beneficiaries, building community ownership, receiving parent contributions in full, and supporting students from very poor families. The Government provides capitation grants to schools to help pay for basic costs, but the amount is insufficient to meet all of the school expenses. Some district officials expressed concern that school budgets were not sufficient to maintain the infrastructure that has been built by the programme.
219. The difficulty of obtaining firewood to cook the meals in some areas, and concern over the environmental impact of using firewood was raised by a programme partner as a sustainability issue for Phase II. Programme partners are discussing innovations to see if the programme can introduce green initiatives for cooking. There are also preliminary studies on the promotion of reusable menstrual pads in collaboration with a local university.
220. Some programme partners suggest that to ensure sustainability of activities under the McGovern-Dole Program, the programme could advocate for some key activities to be integrated into *Imihigo* performance contracts. This is seen as helping to ensure sustainability, especially at the district and sector level, for handwashing stations and girls' sanitary rooms.
221. Key to the Government's strategy for the NSFP is the ability for schools to purchase ingredients for school meals locally, ideally from farmer cooperatives. WFP is working with smallholder farmers in cooperatives to improve production, management and marketing and their readiness to supply the NSFP over the long term. Local procurement of fresh foods by schools is seen as a means of improving nutrition and dietary diversity in a sustainable manner. When asked about their expectations for the McGovern-Dole Program in strengthening local farmer capacity to supply high quality food to local school meal programmes, district officials in both Group 1 and Group 2 emphasized working with farmer cooperatives to build their capacity in production, leadership and management, post-harvest handling and storage, and how to link with buyers. They see the main challenges to increasing production as limited land, poor and rocky soils, and bad roads that limit market access. Group 1 district officials observed that farmers are not yet ready to supply schools. Schools have not yet started buying food from cooperatives.
222. Challenges to farmers' capacity include production issues due to climate change, poor roads, difficulty in accessing markets, and small amounts of land. Some of the farmer cooperatives visited by the qualitative team do not see schools as viable markets and are struggling to access markets consistently.

5. Conclusions and Lessons

5.1. Conclusions

Relevance

223. The McGovern-Dole Program is relevant in its reach to intended beneficiaries. Education officials, particularly district officials and head teachers, are optimistic that the programme will contribute to the reduction of student dropout rates, which is a major priority for school districts. Due to irregular attendance by lower primary students, many students were said to perform poorly. Qualitative interviews further indicate that education officials expect the programme to improve student literacy performance and educational quality, improve malnutrition, increase student socialization, and change parent mindsets. The programme's activities to provide teaching materials and teacher training are relevant to the needs of teachers.
224. There have been marked increases in use of health and dietary practices as a result of the programme. Headteachers, teachers, and cooks from Group 1 and Group 2 schools indicated that malnutrition and hunger among students decreased as a result of the McGovern-Dole Program. Cooks from Group 1 schools, shared that they have seen improved and earlier attendance, increased handwashing behaviors, greater attentiveness in class, decreased malnutrition rates, and that children from poor families are able to get at least one meal. Additionally, school gardens are present in all Group 1 schools and are contributing vegetables to school meals.
225. Qualitative interviews also indicate that collaboration with district education and agriculture officials is sufficient. The majority of district officials interviewed reported that collaboration with WFP was good; while one district reported that collaboration was good at the national level, communication could be improved at the district level. Overall, district officials in Group 2 said that WFP is collaborating with them to make sure they respond to needs of communities, and district officials from Group 1 and Group 2 confirmed that they were involved in the selection of schools.

Coherence

226. The McGovern-Dole Program aligns with national objectives, policies, strategies and plans to improve literacy of school-aged children. Qualitative interviews with district officials acknowledged strong involvement by the MINEDUC and MINAGRI in the programme. The government has adopted some of the activities of the McGovern-Dole Program as resources allow, such as girls' sanitary rooms and handwashing stations due to the favorable results from the programme. In addition, WFP interventions are compatible with other literacy and education initiatives in the country including those implemented by World Vision International (WVI), USAID-funded projects, and Building Learning Foundations in Group 1 and Group 2 districts.
227. Programmes have been aligned with national priorities to improve health and dietary practices, principally during the COVID-19 pandemic in which schools constructed handwashing stations. Additionally, while deworming is the responsibility of the Rwanda Biomedical Centre, initiatives are done in coordination with schools and teachers have been involved in recording the number of students and distributing pills to children. Moreover, the McGovern-Dole Program has made substantial contributions to the capacity of local and national institutions in the design, management, and implementation of school feeding programmes, particularly through its work with the NSF Technical Working Group to operationalize its school feeding policy.
228. Rwanda has transitioned from Kinyarwanda to English as the language of instruction in schools. While it is too early to assess the impact of that transition on learning, there are recognized challenges to this transition, included a low level of proficiency in English among many teachers, especially in rural areas. Programme partners are working with the Rwanda Education Board to develop tools to train teachers on language proficiency and methodologies to support their ability to teach subjects in English.

Effectiveness

229. All Group 1 and Group 2 schools were using improved water sources, specifically piped water, compared to fewer control schools. Additionally, the introduction of girls' sanitary rooms has been a significant feature of the McGovern-Dole Program. Overall, a higher proportion of students in Group 1 schools compared to students in control schools were also said to be able to identify at least three key health and hygiene practices.

Qualitative interviews with teachers and headmasters also confirmed improved use of health and dietary practices at programme schools.

230. NSFP readiness for Group 1 schools is greater compared to Group 2 schools. District officials and teachers report good support from WFP, but more involvement from the community and parents are needed. Parent contribution remains a challenge for many of the Group 1 and Group 2 schools, especially for cash contributions. Programme implementors and stakeholders recognize that the cash contribution is a major challenge to parents, schools, and to the sustainability of the programme. Some families do not understand the need to feed children at school, or they may live close to the school and prefer to feed children at home rather than pay for a school meal. Other families may not contribute to school meals due to poverty, and an inability to afford contributions when the family has many children in school. For the first group of families, the programme partners and schools are continuing to sensitize parents to the need for children to eat at school, the importance of education, and the importance of supporting the programme. For the second group, programme partners are exploring ways to enable poor parents to contribute labor instead of cash. A third possibility is to advocate for the Government to increase its budget for school meals, but stakeholders point out that the education budget is already the second largest in government, so this may not be feasible in the short term.
231. At baseline, students attending schools that previously received school feeding are more likely to attend school regularly than those who attend schools without school feeding. All Group 1 schools are providing a school meal compared to fewer Group 2 schools and control schools who provide school meals. All Group 1 schools were reported to be receiving organizational support for school feeding, while fewer Group 2 schools and control schools received the same. Particularly, Group 1 schools received more support for nutrition activities, sanitation improvements (including water and toilets), and teacher training compared to Group 2 schools and control schools who received similar support. While all Group 1 schools indicated they obtain food from WFP or another NGO, few received government support. Qualitative interviews with teachers indicate that they expect the effectiveness and efficiency of the programme to improve with government intervention. Schools that have a better understanding of the programme are those where secondary schools have been engaged in providing school meals previously.
232. Not all cooks have received training since many were recently hired when schools reopened, replacing those who left during the COVID-19 pandemic. Those who did receive training told the qualitative team that the quality of training by WFP is good and has allowed them to prepare meals well. During the survey cooks were not able to answer many questions about good practices, and often handwashing was the main, if not only, practice mentioned. However, cooks who were trained were observed to be practicing good hygiene and food preparation methods, and kitchens were observed to be clean and organized: in sum, cooks were practicing what they were taught. It was also noted during the endline survey that cooks may not have been able to articulate what they had learned but were observed to be practicing good hygiene and food preparation methods. Only about half of the cooks interviewed in Group 1 schools had contracts, making them more likely to leave for other paid opportunities. All cooks who were interviewed by the qualitative team confirmed that they were paid on time.

Efficiency

233. While the use of resources among Group 1 and Group 2 schools was generally effective, there is room for greater efficiency. Overcrowding of programme schools contributes to inefficiency. Because Group 1 and Group 2 schools are located in the same districts as control schools, students often choose to attend the programme schools over control schools in order to receive food. This results in classroom overcrowding, compromising the ability for feeding programmes to meet the need with sufficient quantities of food, particularly for upper primary classes. With the increases in attendance, teachers report that the student to teacher ratio is too high for them to teach effectively. While nursery school students are receiving food, they are not officially included in the programme counts, decreasing meal sizes for older students, particularly children from the poorest families whose families cannot afford to contribute.

Impact

234. Some external factors may have affected the programme's impact, namely the economic fallout from the COVID-19 pandemic. Parents' ability to contribute to the programme was reduced as families lost income due to the pandemic. In some cases, parents could not afford school materials, particularly for large families, thus were no longer sending their children to school. Increased rates of poverty and food insecurity due to the

pandemic has meant that students from the poorest families are no longer able to receive school meals, and negatively impacting their access to healthy food. Some students who walk home to take lunch, often do not return to school. Girls, in particular, face increased care responsibilities at home as the amount of household duties increased due to the pandemic. To address the inability of poor families to make a cash contribution to school meals, the introduction of a scaled contribution based on income categories has been suggested by teachers and district officials.

235. Officials and teachers report decreased rates of malnutrition and improved hygiene for students and communities surrounding NSFP schools. Qualitative interviews indicate that teachers feel that students and the surrounding communities have improved their sanitation and hygiene practices, particularly due to the handwashing stations installed at schools during the COVID-19 pandemic. The gender assessment notes that social attitudes and gender norms remain a substantial barrier to the education of girls and makes recommendations as to how to incorporate measures into the programme to inform the design of a gender-transformative social and behavioral change strategy to achieve gender equality in education.

Sustainability

236. The School Readiness Scorecard reports that all programme schools have established School Feeding Committees, most of which are operational; 99.1 percent have established School Tender Committees. About 65 percent of which are operational. Committee training is lagging, though this is likely a factor of the phased roll-out.⁸⁹ An important contribution to sustainability and consistency of approach are the national School Feeding Operational Guidelines, developed with technical support from WFP to support the Government's school feeding strategy. The guidelines were approved and disseminated by MINEDUC in 2021 and form the basis of trainings for key stakeholders in the NSFP; most programme schools are complying with those guidelines, according to WFP's School Readiness Scorecard.
237. Many of the individual NSFP readiness components have the potential to sustain. Capacity development activities, in particular, have been critical to the NSFP programme including joint field visits between district and WFP staff; technical meetings for exchanging of ideas; the training of farmer cooperatives to improve production in order to supply food to schools; and the construction of modern kitchens as models for NSFP schools. However, several Group 1 district officials have communicated a need for additional capacity strengthening initiatives such as technical support to the district to facilitate the implementation of the NSFP and the transition from the McGovern-Dole Program in a way that supports a sustainable nationally owned school feeding programme. Also mentioned were a need to train teachers to provide support, training for School Tender Committees, cooks and storekeepers, and increased productivity of farmers.
238. WFP supplies USDA commodities (rice, oil) and local and regional commodities (beans, maize meal, salt) to programme schools. As noted in Section 4.4, beginning in 2022, WFP will use complementary funding to connect schools to farmers for the purchase of fresh foods. Connecting schools and local small holder farmers requires building the capacity of farmers, schools, and local partners to ensure the sustainability of the programme. The evaluation team recognizes that this is a challenging task but believes that WFP's work in this regard will contribute substantially to sustainability of the NSFP.

5.2. Lessons Learned

239. This section discusses programmatic lessons from the baseline study, followed by one lesson on methodology.

Programmatic lessons

240. The country office should continue to support initiatives to address the issue of parent contributions for the poorest families. The issue of parents' ability and willingness to contribute to the cost of school meals has been a recurrent theme in the endline and baseline surveys. It is especially challenging for the poorest families and families with many children. The Government and WFP have recognized this challenge and are investigating ways to address it. At the time of this report, WFP key informants noted that the World Bank has written a concept note for the Government indicating that it would dedicate part of their future financing for social protection to support school feeding in Rwanda. The proposed support would provide additional

⁸⁹ WFP Rwanda. 2022. School Readiness Scorecard Excel file: HGSF_SchoolLevel_Scorecard_19JAN2022.

funds from the social protection budget to support *Ubedehe* 1 parents in paying the school feeding contribution. This would help overcome the potential discrimination against the poorest students in receiving school meals and avoid compromising other development outcomes for children from poor families. According to a WFP key informant, the World Bank proposal is a product of WFP having engaged more closely with the World Bank. WFP acknowledges that this type of support may require a new government budget line item or policy and so will take time to come to fruition.

241. **Many schools report it a challenge to pay increased water bills.** As a result of COVID-19 preventative measures, the Government now requires that all schools have permanent handwashing facilities. Many schools find it challenging to pay the increased water bills from the newly installed handwashing stations, resulting in some schools having turned off water taps. This compromises the sustainability of improved hygiene practices and uptake of promoted behavior changes. While water bills are not a programme responsibility, programme partners have taken the issue to the National School Feeding TWG. To address this challenge in the future, WFP and programme partners should advocate for the Government to consider subsidizing water bills given its facilities requirement.
242. **Local ownership of nutrition education and interventions is critical.** Stronger collaboration and partnership with local leadership are needed to implement nutrition interventions in schools. To ensure that nutrition knowledge and interventions reach not only the schools but also the household level, building relationships with schools is paramount. This includes identifying key stakeholders (including parents) and the role they play in intended outcomes, and providing supervision and monitoring to increase the ownership of nutrition interventions. GHI observed during Phase I that understanding and ownership of nutrition education and interventions improved over time, and the organization adapted its approach by going beyond the schools to support the establishment of community vegetable seed banks accessible to families.
243. **Complementary funding is being used to benefit NSFP schools.** In Rwanda, the USDA-funded McGovern-Dole Program has also attracted complementary donor funding. The USDA and complementary funding are being used to develop material for McGovern-Dole Program schools that in turn benefits the NSFP, according to WFP key informants. For example, the McGovern-Dole Program is funding the provision of capacity-strengthening materials for the WFP supported school feeding programmes, after which WFP is able to use complementary grant money to provide the materials to a broader range of non-programme schools. The McGovern-Dole Program enables WFP to develop an approach or a capacity strengthening package, which may then be replicated by MINEDUC with its own funds or additional donor resources.
244. **Supporting government goals in the NSFP is key.** The endline found that WFP has strengthened its credibility in school feeding with the Government by ensuring that its work aligns with Government goals, policy and strategy. In Phase II, WFP is continuing to support Government goals in the NSFP by conducting a review of local food procurement issues and challenges to document lessons and inform future strategies for the NSFP. WFP has also seconded a staff person to the NCDA to strengthen collaboration between nutrition goals and school feeding programmes.

Evaluation methodology lessons

245. **The evaluation team will shift from a school census e-survey survey to a panel survey in future rounds.** As noted in the limitations section, the baseline approach included a school census e-survey administered to head teachers or their designates for all schools in the programme as opposed to the in-person interview approach taken during the Phase 1 evaluations. This was a cost-saving measure introduced in consultation with WFP in the proposal review process. Due to the low response rate of the e-survey and indications that this is unlikely to improve in future rounds, the midterm and endline evaluations will switch back to an in-person survey conducted either on site or by phone in the panel schools only. The approach will be further developed in the midterm evaluation inception phase.

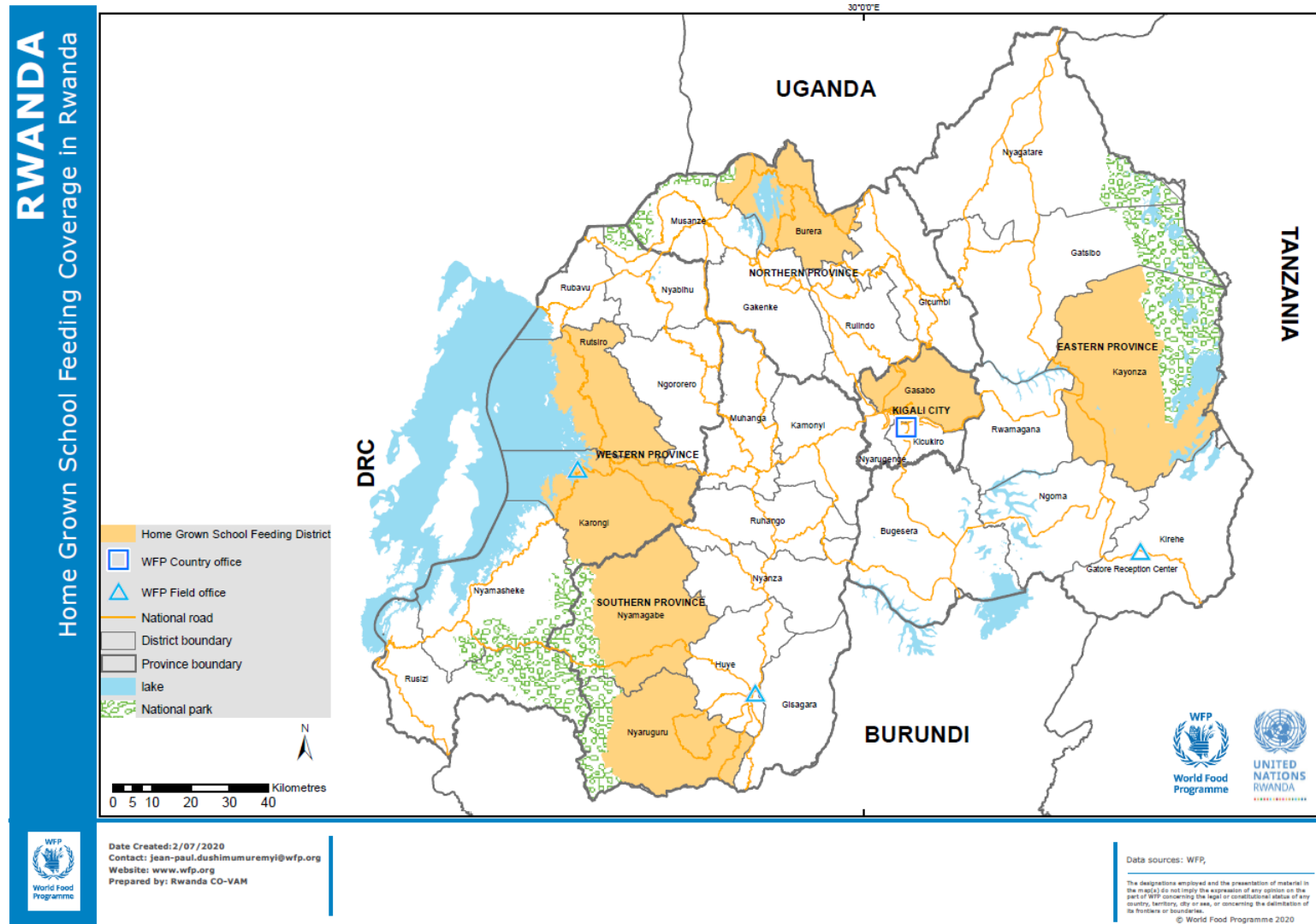
Annex 1: Education projects Mother actors

Table 29: Education sector work by other international actors

Actor	Project Description
USAID/ Chemonics	The USAID-funded Soma Umenye Project (2016-2021) is a national early-grade reading intervention to improve Kinyarwanda reading skills for primary grades 1-3 among 1 million children in public and government-aided schools. The project focuses on classroom instruction techniques, teacher manuals, and pre-service teacher training programmes.
USAID/ Save the Children	USAID's Mureke Dusome Project (2015-2020), implemented by Save the Children, is a nationwide early grade literacy project that supports partnerships between schools and the broader community to improve Kinyarwanda literacy among primary students through community mobilization, and reading clubs.
FCDO/ Voluntary Service Overseas	The FCDO-funded Building Learning Foundations project is implemented by Voluntary Service Overseas and seeks to improve learning outcomes by enhancing the quality of English and Math teaching in primary grades 1-3 in all public and Government-aided primary schools. The project focuses on teacher development, leadership and systems strengthening.
UNICEF	UNICEF has supported modelling and scaling-up Child-Friendly School standards, which were adopted as the national quality guidelines for school infrastructure and software inputs. UNICEF also supported the Learning Achievement in Rwandan Schools (LARS) Assessment, to improve the quality of education and measure learning outcomes in literacy and numeracy.
UNDAP	The joint United Nations Development Assistance Programme (UNDAP) 2018-2023 focuses on increased and equitable access to quality education, health, nutrition and WASH services.
World Bank	The World Bank's Quality of Basic Education for Human Capital Development project will support the technical review of tools, frameworks, and methodologies, and pilot a new system to inform policy development and instructional practices.

¹ Terms of Reference: Evaluation of USDA McGovern Dole Grant for WFP Home-Grown School Feeding Programme in Rwanda from 2020 to 2025 WFP Rwanda Country Office. 2021.

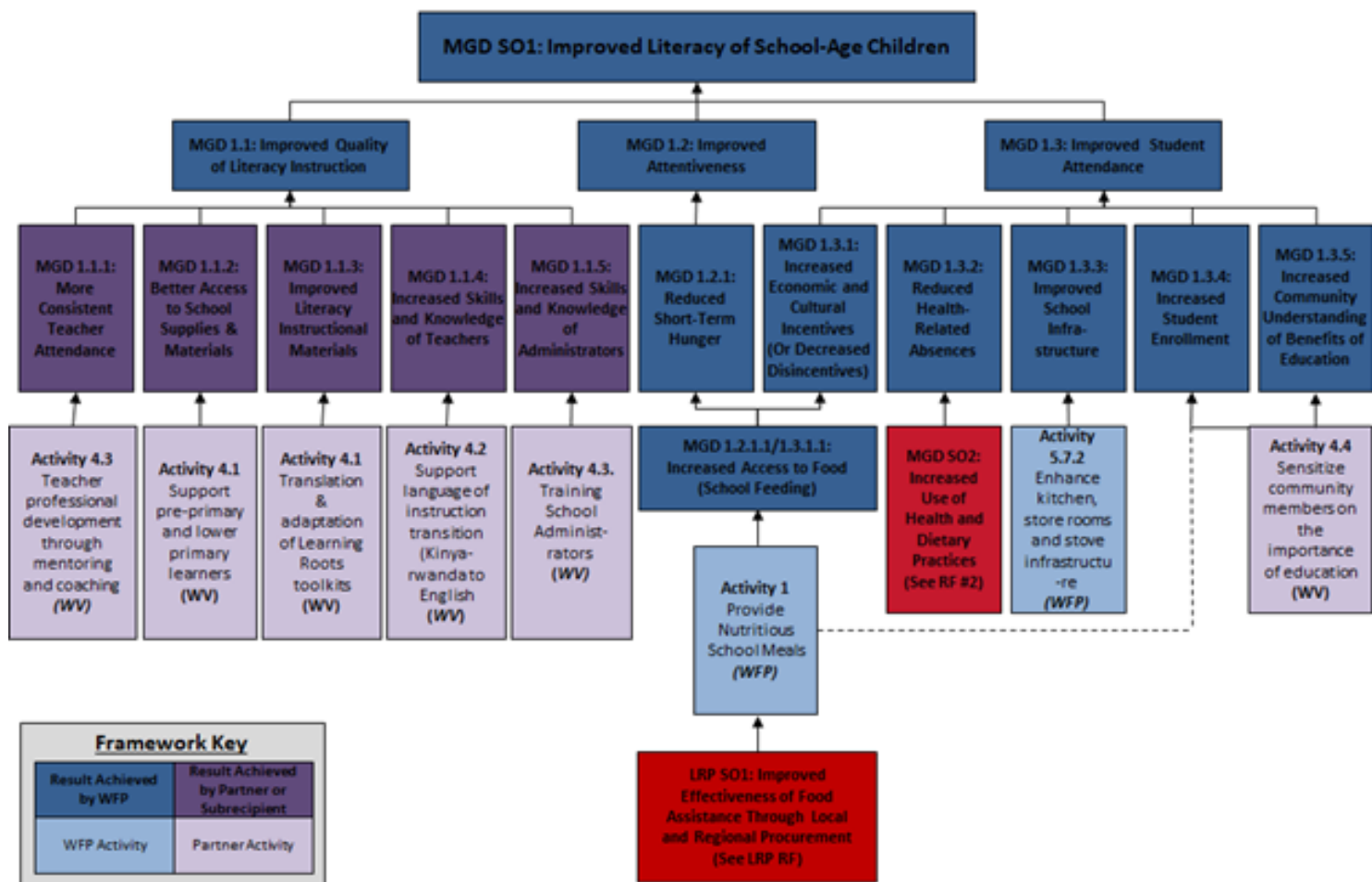
Annex 2: Map of programme area



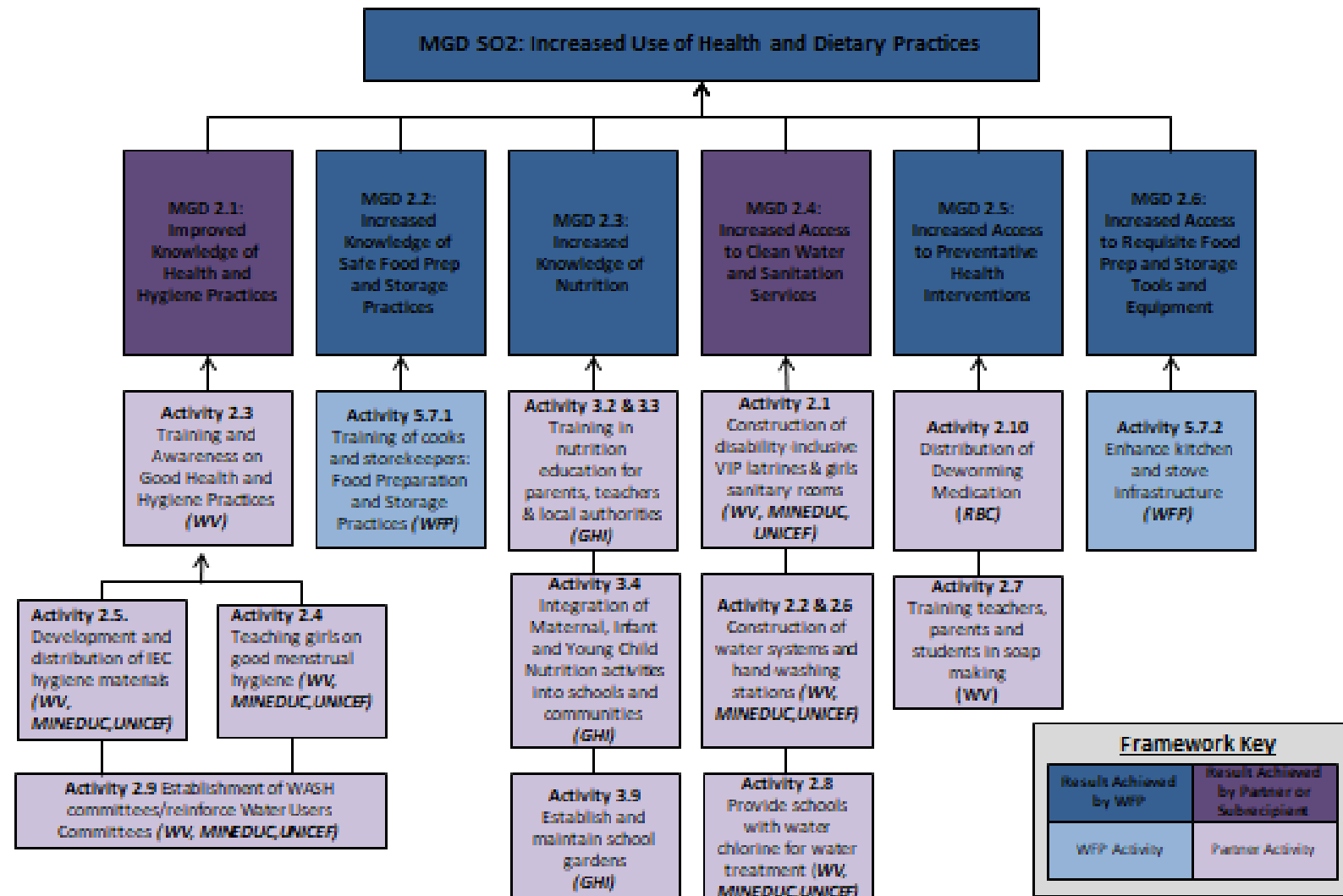
Source: WFP Rwanda. 2021. Submitted as part of Phase II proposal for McGovern Dole Grant for WFP Home-Grown School Feeding Programme in Rwanda (2020 -2025).

Annex 3: Results Framework of McGovern Dole

WFP Rwanda FY2020 McGovern-Dole: Results Framework #1



WFP Rwanda FY2020 McGovern-Dole: Results Framework #2



WFP Rwanda FY2020 McGovern-Dole Proposal: *Critical Assumptions*

1. Political Assumptions

- Continued government support for school feeding from the senior leadership, MINEDUC, MINAGRI and other ministries involved as well as district level government structures, particularly for development of integrated and nutrition-sensitive programme models;
- Adequate coordination of stakeholders involved in local smallholder procurement for school feeding;
- MoH engagement for collaboration in growth monitoring

2. Environmental Assumptions

- Sufficient agricultural production for local purchase of non-USDA commodities namely maize, beans and fresh foods;
- Continued national economic growth and absence of large-scale natural disasters or macro-economic shocks that could affect farmer production;
- Adequate linkages to health care and social services, and social protection.

3. Funding Assumptions

- Continued ability of government, partners and communities to provide complementary resources towards the activities;
- Allocation of sufficient government budget to the National School Feeding Programme to enable planned transition.

4. Programmatic Assumptions

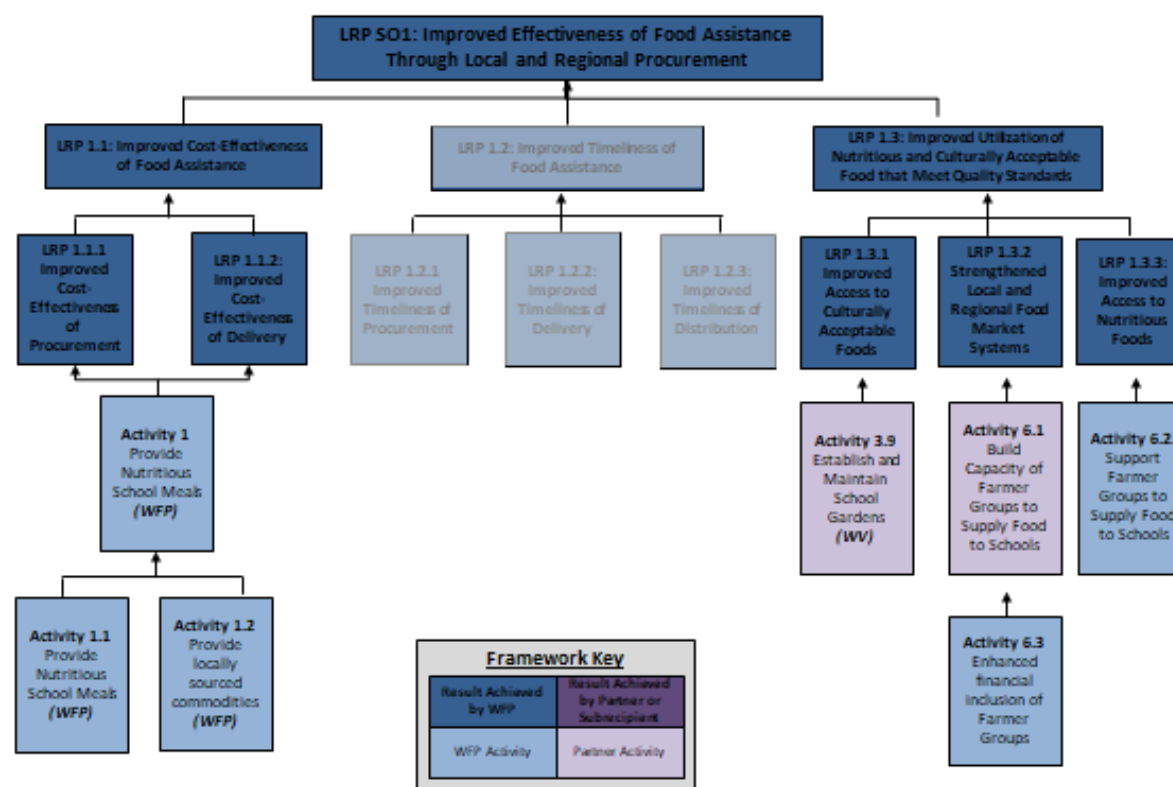
- Sufficiently qualified personnel hired by the government in the intervening schools including teachers, cooks and storekeepers;
- Adequate quality of education and sufficient support for literacy activities at community level through the national literacy initiatives;
- Availability of cooperating partners and technical expertise to support implementation

5. Other Assumptions

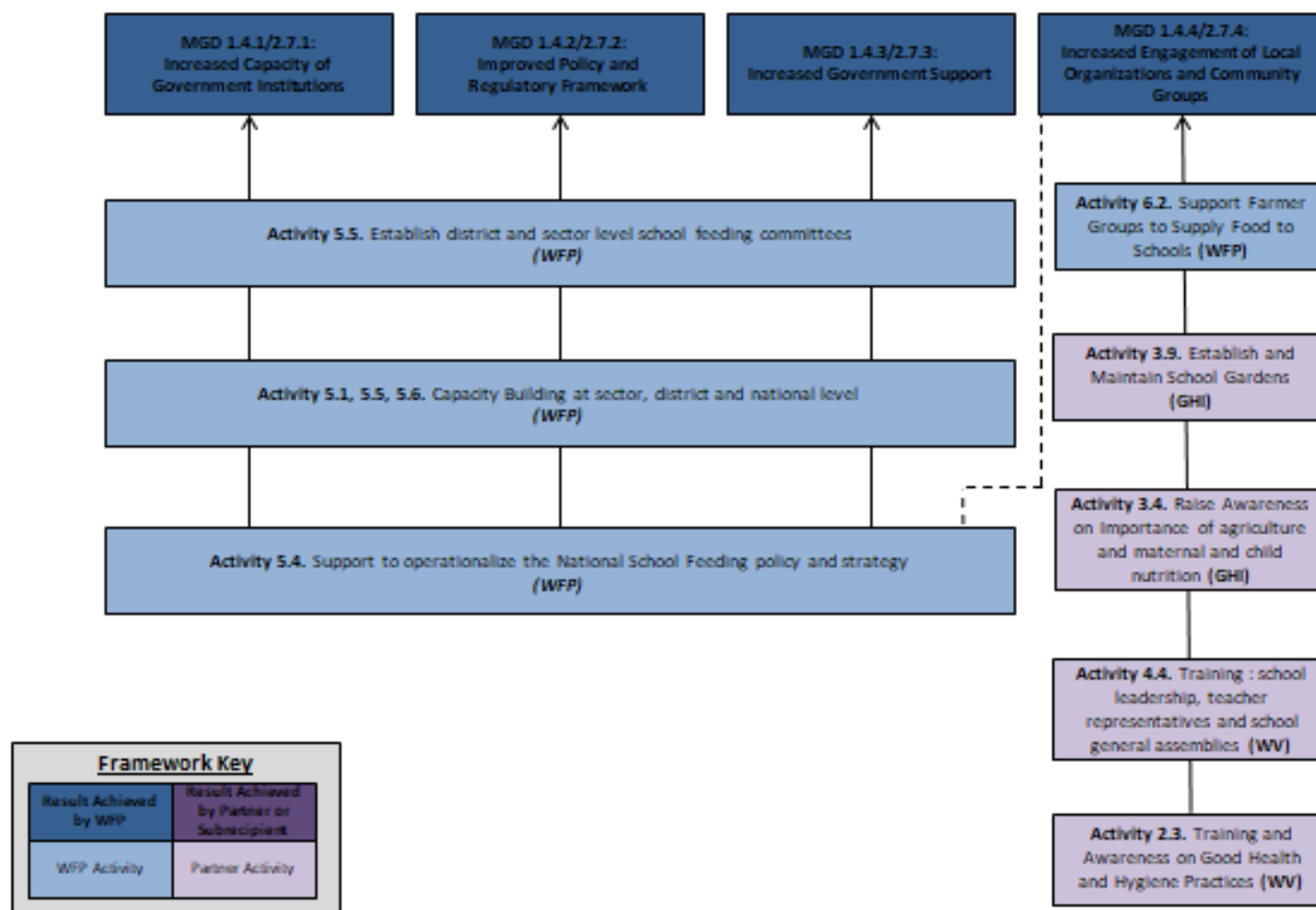
- Children are being fed adequately /normally in house - meet dietary calories

Annex 4: Results Framework of LRP

WFP Rwanda FY2020 McGovern-Dole: LRP Results Framework



WFP Rwanda FY2020 McGovern-Dole Proposal: *Foundational Results*



Annex 5: Criteria for the McGovern-Dole Program

Focus Area	Key Questions – Mid-term evaluation	Key Questions – Final Evaluation
Relevance	1. To what extent is the McGovern-Dole Programme appropriate to the needs of the target beneficiaries on men, women, boys and girls? To what extent has the design of capacity strengthening activities aligned with and/or enhanced government capacity building gaps within the national school feeding programme? 2. To what extent is the McGovern-Dole Programme aligned with overall USDA objectives as well as strategies, policies and normative guidance; and Government's relevant stated national policies, including sector policies and strategies? 3. To what extent is the McGovern-Dole Programme aligned with frameworks of UN agencies and relevant development partners? To what extent is it aligned with WFP's overall strategy and related guidance? 4. To what extent are the changes made to activities (design and implementation) due to external shocks and other factors (e.g. Covid-19) relevant for beneficiaries?	1. To what extent is the McGovern-Dole Programme appropriate to the needs of the target beneficiaries on men, women, boys and girls? To what extent has the design of capacity strengthening activities aligned with and/or enhanced government capacity building gaps within the national school feeding programme? 2. To what extent is the McGovern-Dole Programme aligned with overall USDA objectives as well as strategies, policies and normative guidance; and Government's relevant stated national policies, including sector policies and strategies? 3. To what extent is the McGovern-Dole Programme aligned with frameworks of UN agencies and relevant development partners? To what extent is it aligned with WFP's overall strategy and related guidance? 4. To what extent were the changes made to activities (design and implementation) due to external shocks and other factors (e.g. Covid-19) relevant for beneficiaries?
Effectiveness	1. To what extent at the mid-term point progress has been made towards reaching the overall objectives of the McGovern-Dole Programme (outlined in attachment A of the Agreement) for various beneficiary groups (for men, women, boys and girls) and by type of activity? 2. What were the major factors influencing the achievement or non-achievement of the objectives and outcomes of the McGovern-Dole Programme by the time of the mid-term evaluation? What, if any, unexpected outcomes resulted from programme implementation? 3. To what extent has the M&E system been adequately designed to respond to the needs and requirements of the project? Has the M&E system been sufficiently able to capture changes in the lives of the beneficiaries? 4. To what extent have the information supplied by the monitoring and Beneficiary/Stakeholder Complaint and Feedback mechanisms been	1. To what extent were the objectives and results of the McGovern-Dole Programme achieved for various beneficiary groups (by gender where applicable) and by type of activity? 2. To what extent have the intended results and overarching programme objectives been achieved? What were the particular features of the McGovern-Dole Programme and context that made a difference for men, women, boys and girls? What was the influence of other factors? What unexpected outcomes resulted from programme implementation? 3. To what extent have the findings of the baseline evaluation been implemented to contribute to the achievement of the expected outcomes? 4. To what extent has the M&E system been adequately designed to respond to the needs and requirements of the project? Has the M&E system been sufficiently able to capture changes in the lives of the beneficiaries? 5. To what extent have the monitoring and Beneficiary/Stakeholder Complaint and Feedback mechanisms been utilized for McGovern-Dole

	utilized for the McGovern-Dole Programme corrective measures as well as for WFP's learning agenda? What specific lessons have been identified through these mechanisms? 5. To what extent did external shocks and other factors (e.g. COVID-19) affect project implementation and performance?	Programme corrective measures as well as for WFP's learning agenda? What specific lessons have been identified through these mechanisms? 6. To what extent did external shocks and other factors including factors related to COVID-19 affect project implementation and performance and how were these mitigated?
Efficiency	1. Were the activities implemented in line with the McGovern-Dole Programme implementation plan and in a timely manner (programme delivery, logistics and M&E arrangements)? What factors impacted the delivery process (cost factors, WFP and partners performance, external factors)? 2. Were the activities undertaken as part of McGovern-Dole Programme cost-efficient? 3. What factors impacted the efficiency and cost efficiency of the programme implementation? What measures can support enhancement of the McGovern-Dole Programme efficiency for the remaining implementation period?	1. To what extent are the transfer cost, cost per beneficiary, logistics, programme deliveries and M&E arrangement aligned with project design? What factors impacted the delivery process and the programme's achievements (cost factors, WFP and partners performance, external factors)? 2. Were the activities undertaken as part of McGovern-Dole Programme cost-efficient? 3. What factors impacted the cost efficiency of the project implementation?
Impact	1. What are the medium-term effects on beneficiaries' lives, men, women, boy and girl - through comparison of targeted and non-targeted schools against the programme objectives? 2. What are the gender-specific medium-term impacts? Did the intervention influence the gender equality women's empowerment (GEWE) context? If yes, how? 3. What are the internal factors contributing to the achievement or non-achievement of the expected outcomes (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring and evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); and internal partnership and coordination approaches and arrangements; etc.? 4. What are the medium-term effects on smallholder farmers' lives through the support received under the McGovern-Dole Programme?	1. What intended and unintended impact has the McGovern-Dole Programme made on men, women, boy and girl beneficiaries (through comparison of targeted and non-targeted schools against the programme objectives) and stakeholders (including Government, authorities, communities)? 2. What were the internal factors contributing to the achievement or non-achievement of the expected outcomes (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring and evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); and internal partnership and coordination approaches and arrangements; etc.? 3. What were the external factors leading to the impact (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc.? 4. What are the overall effects on smallholder farmers' lives through the support received under the McGovern-Dole Program?
Sustainability	1. To what extent were the McGovern-Dole Program implementation arrangements include considerations for sustainability (handover to the government) at national and local levels, communities and other	1. To what extent was the McGovern-Dole Program implementation in line with the transition plan/strategy agreed with and endorsed by the Government (including handover to the government at national and local

	partners for all project components (school feeding, literacy, food safety, WASH and hygiene, nutrition education, agricultural market support, etc) agreed with and endorsed by the Government and national stakeholders? To what extent progress has been made against the overall transition process against the project plan and handover plan/strategy agreed with and endorsed by the Government? 2. To what extent progress has been made towards institutionalization of the measures planned as part of the technical assistance to the Government that is expected to support the sustainability of the intervention (including policy work, to systems, institutional capacity etc.)? What progress has been made since the project design stage (through strategic engagement, advocacy and other efforts with Government and relevant stakeholders) in supporting the transition of school feeding implementation from the McGovern-Dole Programme beyond WFP's intervention to the national school feeding programme, to the extent it can be evaluated by the mid-term evaluation (national budget for the national school feeding programme and other funding sources)? 4. What is the demonstrated capacity at central and sub-national levels to manage school feeding programmes in Rwanda (WFP and government programmes)? 5. To what extent are local communities (SGACs, School Feeding Committees, Procurement Committees, farmers' groups, etc.) involved in and contributing toward school feeding and education activities? 6. Based on available evidence, to what extent are the benefits of the programme likely to continue beyond WFP's intervention for the targeted beneficiaries (men, women, boys and girls)?	levels, communities and other partners for all project components (school feeding, literacy, food safety, WASH and hygiene, agricultural market support, etc.)? Have adjustments to the transition plan/strategy identified during mid-term evaluation and throughout the programme been factored in the McGovern-Dole Program implementation and impacted success of the handover process? Has the overall transition process been conducted as per the McGovern-Dole Programme plan and transition plan/strategy agreed with and endorsed by the Government? 2. To what extent has the package of technical assistance activities and measures undertaken during the project duration been institutionalized into the Government's policies, strategies and systems and is likely to support the sustainability of the intervention (including policy work, support to systems, institutional capacity etc.)? What progress has been made since the project design stage (through strategic engagement, advocacy and other efforts with Government and relevant stakeholders) in supporting the transition of school feeding implementation from the McGovern-Dole Program beyond WFP's intervention national school feeding programme, to the (national budget for the national school feeding programme and other funding sources)? 4. How effective has the transition process been? (criteria for effective transition to be defined by the project team at the start of the programme) 5. What is the demonstrated capacity at central and sub-national levels to manage school feeding programme in Rwanda (WFP and government programmes)? 6. To what extent are local communities (SGACs, School Feeding Committees, Procurement Committees, farmers' groups, etc.) able to manage and coordinate school feeding and education activities (WFP and government school-feeding related activities)? 7. Based on available evidence to what extent are the benefits of the programme likely to continue beyond WFP's intervention for the targeted beneficiaries (men, women, boys, and girls)?
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Annex 6: Baseline evaluation matrix

246. As noted in Section 3.1, the baseline evaluation matrix is organized by the OECD-DAC criteria. It includes the following elements:

- General baseline observations for the project outcome domains to inform overall WFP adaptive management, as appropriate;
- Specific baseline evaluation questions adapted from the midterm and evaluation questions presented in the TOR, since the TOR did not include baseline evaluation questions; and
- PMP indicators for which the external evaluation process is the primary source. These indicators can be found under the effectiveness section of the matrix.

247. The main report headings and subheadings align with the OECD-DAC criteria and evaluation questions under each. This structure will also be used to further develop the evaluation matrix in the midterm and endline evaluation phases using the evaluation questions presented in the TOR as a starting point.

Key for Data validity, quality, and reliability column:
Strength of evidence rating:
weak/limited
fair
strong

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
Relevance					
a) Baseline Observations					
Improved literacy of school-age children (MGD SO1)	Observations on status of: - School capacity - School infrastructure	- Document review - School census	Programme documents and needs assessments	strong	Comparison of primary qualitative findings, and quantitative

⁹⁰ Where relevant, all indicator values calculated by TANGO will be based on the most current USDA indicator definitions and guidance.

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
	- Community and household support - National and local government support - Linkages between schools, communities and government agencies	- Qualitative data collection - Semi-structured observation - Quantitative data collection	- School staff - Parents and community duty bearers - Government officials - Programme staff		findings and secondary data Contextual analysis only to the extent that findings allow
Increased use of health and dietary practices (MGD SO2)	Observations on status of: - School capacity - School infrastructure - Community and household support - National and local government support - Capacity of agriculture cooperatives - Linkages between schools and cooperatives	- Document review - School census - Qualitative data collection - Semi-structured observation - Quantitative data collection	- Programme documents and needs assessments - School staff - Parents and community duty bearers - Government officials - Programme staff	strong	
National school feeding programme (NSFP) readiness	Observations on status of: - National and local government capacity - Linkages between NSFP stakeholders, particular focus on bridging linkages between central and decentralized levels	- Document review - Qualitative data collection	- Programme documents and needs assessments - School staff - Parents and community duty bearers - Government officials - Programme staff	strong	
b) Specific baseline evaluation questions (adapted from TOR midterm and endline questions, and included as relevant)					

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
EQ 1: To what extent is the McGovern-Dole programme appropriate to the needs of the target beneficiaries of men, women, boys and girls? <i>[TOR, Relevance, eval Q1 part 1]</i>	- Degree to which design was based on needs assessment and analysis. - Level of differentiation in needs. - Evidence that design was aligned with the understanding of differentiated needs at the time.	- Document review - Qualitative data collection	- Programme documents and needs assessments - School staff - Parents and community duty bearers - Government officials - Programme staff	strong NB Gender assessment in draft form at time of baseline	Triangulation of document review against perspectives of interviewees to the extent possible at baseline.
EQ 2: To what extent are the activities (design and implementation) appropriate in the context of COVID-19? <i>[TOR, Relevance, eval Q4]</i>	- COVID-19 preparedness and response measures taken by the program - Degree to which these measures align with national and global leading practice	- Document review - Qualitative data collection	- Programme documents - Programme staff	strong	Triangulation of document review against perspectives of interviewees to the extent possible at baseline.
c) PMP Indicators					
No indicators under TANGO responsibility	-	-	-	-	-
Coherence					
a) Baseline Observations					
Improved literacy of school-age children (MGD SO1)	Observations on status of: - School capacity - School infrastructure - Community and household support - National and local government support	- School census - School surveys - Qualitative data collection - Semi-structured observation	- School staff - Parents and community duty bearers - Government officials - Programme staff	strong	Comparison of primary qualitative findings, and quantitative findings and secondary data

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
	▪ Linkages between schools, communities and government agencies				Contextual analysis only to the extent that findings allow
Increased use of health and dietary practices (MGD SO2)	Observations on status of: ▪ School capacity ▪ School infrastructure ▪ Community and household support ▪ National and local government support ▪ Capacity of agriculture cooperatives ▪ Linkages between schools and cooperatives	▪ School census ▪ School surveys ▪ Qualitative data collection ▪ Semi-structured observation	▪ School staff ▪ Parents and community duty bearers ▪ Government officials ▪ Programme staff	strong	
National school feeding programme (NSFP) readiness	Observations on status of: ▪ National and local government capacity ▪ Linkages between NSFP stakeholders, particular focus on bridging linkages between central and decentralized levels	▪ Qualitative data collection	▪ School staff ▪ Parents and community duty bearers ▪ Government officials ▪ Programme staff ▪ Readiness scorecard	strong	
b) Specific baseline evaluation questions (adapted from TOR midterm and endline questions, and included as relevant)					
EQ 3: To what extent are the activities aligned with government capacity building gaps within the national school feeding programme?	▪ Degree to which design was based on assessment and analysis of the NSFP, specifically gap analysis ▪ Evidence that design was aligned with the	▪ Document review ▪ Qualitative data collection	▪ Programme documents ▪ Gap analysis (if available) ▪ Government officials	strong	Comparison of primary qualitative findings, and quantitative findings and secondary data

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
<i>[TOR, Relevance eval Q1 part 2]</i>	understanding of government capacity-building gaps		Programme staff		Triangulation of document review against perspectives of interviewees to the extent possible at baseline.
EQ 4: To what extent is the McGovern-Dole programme aligned with overall USDA objectives as well as strategies, policies, and normative guidance, and with Government's relevant stated national policies, including sector policies and strategies? <i>[TOR, Relevance eval Q2]</i>	- Degree to which design was based on assessment and analysis of the NSFP, and analysis of current USDA guidance. - Evidence that design was aligned with the understanding of government policies and most current USDA guidance.	- Document review - Qualitative data collection	- Programme documents - Government officials - Programme staff	strong	Comparison of primary qualitative findings, and quantitative findings and secondary data Triangulation of document review against perspectives of interviewees to the extent possible at baseline.
EQ 5: To what extent is the McGovern-Dole programme aligned with United Nations frameworks and relevant development partners? To what extent is it aligned with WFP's overall strategy and related guidance? <i>[TOR Relevance eval Q3, part 1]</i>	- Degree to which design was based on assessment and analysis of UN and development partner frameworks, strategies and programs, and analysis of coherence and complementarity. - Evidence that design was aligned with UN and development partner	- Document review - Qualitative data collection	- Programme documents - Programme staff - Partner representatives (to the extent available)	strong	Comparison of primary qualitative findings, and quantitative findings and secondary data Triangulation of document review against perspectives of interviewees to the

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
	initiatives, policies, and strategies.				extent possible at baseline.
EQ 6: To what extent is it aligned with WFP's overall strategy and related guidance? <i>[TOR, Relevance eval Q3, part 2]</i>	- Degree to which design was based on assessment and analysis of current WFP guidance? - Evidence that design was aligned with WFP guidance, policies and strategies.	- Document review - Qualitative data collection	- Programme documents - Programme staff	strong	Comparison of primary qualitative findings, and quantitative findings and secondary data Triangulation of document review against perspectives of interviewees to the extent possible at baseline.
c) PMP Indicators					
No indicators under TANGO responsibility	-	-	-	-	-
Effectiveness					
a) Baseline Observations					
Not applicable at baseline	-	-	-	-	-
b) Specific baseline evaluation questions (adapted from TOR midterm and endline questions, and included as relevant)					
EQ 7: To what extent is the M&E system designed to adequately respond to the needs and requirements of the project? Is the M&E system designed to sufficiently capture changes in the lives of the beneficiaries?	- Incorporation of lessons from the MGD Phase I endline - Alignment with WFP corporate M&E guidance - Evidence of M&E tailoring to the context and specific needs of the Phase II programme	- Document review - Qualitative data collection	- Programme documents - Programme staff	strong	Comparison of primary qualitative findings, and quantitative findings and secondary data Triangulation of document review

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
<i>[TOR, Effectiveness eval Q3]</i>	Feasibility check on WFP capacity to implement the M&E plan				against perspectives of interviewees to the extent possible at baseline.
c) PMP Indicators					
Improved literacy of school-age children (MGD 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	- Document review - EGRA student assessment - KIIs and FGDs with school staff and parents	- Programme documents; Assessment reports; ACRs; APPs; performance indicator data - Students G3 - School staff - Parents - Programme staff	strong NB EGRA administered to 3rd graders; results will be for 3rd graders only	Analyzed as per EGRA methodology, Survey data triangulated with qualitative data for trend and contribution analysis
	Average student attendance rate in USDA supported classrooms/schools	- Document review - School census - School survey - KIIs and FGDs with school staff and parents	- Programme documents; ACRs; APPs; performance indicator data collected by WFP - School records: attendance registers collected by head teachers and school directors, WFP Monitoring tools - Head teachers	fair Some attendance data may be estimated by head teachers	School data triangulated with qualitative data for trend and contribution analysis

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
			- Teachers - Parents - Programme staff		
	Percentage of children with whom a caregiver or older sibling was engaged in two or more direct actions to promote learning in the past week	- Document review - EGRA student assessment - KIIs and FGDs with school staff and parents	- Programme documents; GHI project reports; ACRs; APPs; performance indicator data collected by WFP - Students G3 - School staff - Parents - Programme staff	strong	Survey data triangulated with qualitative data for trend and contribution analysis
	Observations on status of: - School capacity - School infrastructure - Community and household support - National and local government support - Linkages between schools, communities and government agencies	- Document review - School census - School surveys - Qualitative data collection - Semi-structured observation	- Programme documents; ACRs; APPs; performance indicator data collected by WFP - School staff - Parents and community duty bearers - Government officials - Programme staff	strong	Additional contextual analysis only to the extent that findings allow
Increased use of health and dietary practices (MGD SO2)	Number of meals provided that include fruits, vegetables, legumes and/or animal source proteins in	- Document review - School census - School surveys	Programme documents; WFP project reports; ACRs; APPs;	strong	Survey data triangulated with qualitative data for trend and

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
	addition to the donated US commodity	▪ EGRA student assessment ▪ Qualitative data collection ▪ Semi-structured observation	performance indicator data collected by WFP ▪ Head teachers ▪ Teachers ▪ Parents ▪ Students ▪ Programme staff		contribution analysis
	Number of schools that are using nutrition and food safety guides developed for cooks and food store managers	▪ Document review ▪ School census ▪ School surveys ▪ Qualitative data collection ▪ Semi-structured observation	▪ Programme documents; WFP project reports; ACRs; APPs; performance indicator data collected by WFP ▪ Head teachers ▪ Cooks ▪ Store managers ▪ Programme staff	strong	Survey data triangulated with qualitative data for trend and contribution analysis
	Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance	▪ Document review ▪ School census ▪ School surveys ▪ Qualitative data collection ▪ Semi-structured observation	▪ Programme documents; ACRs; APPs; performance indicator data collected by WFP ▪ Head teachers ▪ Cooks ▪ Store managers ▪ Programme staff	strong	Survey data triangulated with qualitative data for trend and contribution analysis

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
National school feeding programme (NSFP) readiness	Number of policies, regulations, or administrative procedures in each of the following stages of development as a result of USDA assistance	- Document review - Review of policies, regulations and procedures - Qualitative data collection	- WFP monitoring data (readiness scorecard) - Government records (MINEDUC) and WFP and GHI project records - Programme documents; ACRs; APPs; performance indicator data - Government staff - Programme staff	strong	Trend and contribution analysis; triangulated across listed sources
	Number of National School Feeding Steering Committee meetings supported	- Document review - Qualitative data collection - Semi-structured observation	- WFP monitoring data - Meeting agendas and minutes - Programme documents; WFP project reports; ACRs; APPs; performance indicator data collected by WFP - Government staff - Programme staff	strong	Trend and contribution analysis; triangulated across listed sources
	Number of District School Feeding Steering Committee meetings supported	- Document review - Qualitative data collection	WFP monitoring data	strong	Trend and contribution analysis;

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
		Semi-structured observation	- Meeting agendas and minutes - Government staff - Programme staff		triangulated across listed sources
	Number of National School Feeding Technical Working Groups meetings supported	- Document review - Qualitative data collection - Semi-structured observation	- WFP project reports, MINEDUC reports - Meeting agendas and minutes - WFP monitoring data - Government staff - Programme staff	strong	Trend and contribution analysis; triangulated across listed sources
	Community awareness of the NSFP and strategy	- School census - School surveys - Qualitative data collection	- School staff - Parents	fair More likely to be subject to respondent bias	Trend and contribution analysis; triangulated across listed sources
	Household/parent contribution to school	- School census - School surveys - Qualitative data collection - Semi-structured observation	- School staff - Parents	strong	Trend and contribution analysis; triangulated across listed sources
	Performance of agricultural cooperatives providing commodities for the NSFP	- Document/monitoring data review - Qualitative data collection - Semi-structured observation	- WFP monitoring data - Cooperative staff - Cooperative members	strong	WFP monitoring data triangulated with qualitative data for trend and contribution analysis, with

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
			- Head teachers - Programme staff		specific focus on readiness to supply schools
Efficiency					
a) Baseline Observations					
Improved literacy of school-age children (MGD SO1)	Observations on current status of: - School capacity - School infrastructure - Community and household support - National and local government support - Linkages between schools, communities and government agencies	- School census - Qualitative data collection - Semi-structured observation	- School staff - Parents and community duty bearers - Government officials - Programme staff	strong	Comparison of primary qualitative findings, and quantitative findings and secondary data Contextual analysis only to the extent that findings allow
Increased use of health and dietary practices (MGD SO2)	Observations on status of: - School capacity - School infrastructure - Community and household support - National and local government support - Capacity of agriculture cooperatives - Linkages between schools and cooperatives	- School census - Qualitative data collection - Semi-structured observation	- School staff - Parents and community duty bearers - Government officials - Programme staff	strong	
National school feeding programme (NSFP) readiness	Observations on status of: National and local government capacity	Qualitative data collection	- School staff - Parents and community duty bearers	strong	

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
	▪ Linkages between NSFP stakeholders, particular focus on bridging linkages between central and decentralized levels		▪ Government officials ▪ Programme staff		
b)	c) Specific baseline evaluation questions (adapted from TOR midterm and endline questions, and included as relevant)				
Not applicable at baseline	-	-	-	-	-
d)	e) PMP Indicators				
No indicators under TANGO responsibility	-	-	-	-	-
Impact					
a) Baseline Observations					
Improved literacy of school-age children (MGD SO1)	Observations on status of: ▪ School capacity ▪ School infrastructure ▪ Community and household support ▪ National and local government support ▪ Linkages between schools, communities and government agencies	▪ School census ▪ Qualitative data collection ▪ Semi-structured observation	▪ School staff ▪ Parents and community duty bearers ▪ Government officials ▪ Programme staff	strong	Contextual analysis only to the extent that findings allow
Increased use of health and dietary practices (MGD SO2)	Observations on status of: ▪ School capacity ▪ School infrastructure ▪ Community and household support ▪ National and local government support	▪ School census ▪ Qualitative data collection ▪ Semi-structured observation	▪ School staff ▪ Parents and community duty bearers ▪ Government officials ▪ Programme staff	strong	

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
	- Capacity of agriculture cooperatives - Linkages between schools and cooperatives				
National school feeding programme (NSFP) readiness	Observations on status of: - National and local government capacity - Linkages between NSFP stakeholders, particular focus on bridging linkages between central and decentralized levels	Qualitative data collection	- School staff - Parents and community duty bearers - Government officials - Programme staff	strong	
b) Specific baseline evaluation questions (adapted from TOR midterm and endline questions, and included as relevant)					
Not applicable at baseline	-	-	-	-	-
c) PMP Indicators					
No indicators under TANGO responsibility	-	-	-	-	-
Sustainability					
a) Baseline Observations					
Improved literacy of school-age children (MGD SO1)	Observations on status of: - School capacity - School infrastructure - Community and household support - National and local government support - Linkages between schools, communities and government agencies	- Document review - Qualitative data collection - Semi-structured observation	- Assessments and evaluations; Readiness of Schools to Transition Scorecard - School staff - Parents and community duty bearers	fair Longer-term monitoring data would be needed to ascertain sustainability over the long term.	Contextual analysis only to the extent that findings allow

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
	Evidence of continued programme implementation / maintained infrastructure where WFP has pulled back (if available)		- Government officials - Programme staff		
Increased use of health and dietary practices (MGD SO2)	Observations on status of: - School capacity - School infrastructure - Community and household support - National and local government support - Capacity of agriculture cooperatives - Linkages between schools and cooperatives - Evidence of continued programme implementation / maintained infrastructure where WFP has pulled back (if available)	- Document review - Qualitative data collection - Semi-structured observation	- Assessments and evaluations; Readiness of Schools to Transition Scorecard - School staff - Parents and community duty bearers - Government officials - Programme staff	fair Longer-term monitoring data would be needed to ascertain sustainability over the long term.	
National school feeding programme (NSFP) readiness	Observations on status of: - National and local government capacity. - Linkages between NSFP stakeholders, particular focus on bridging linkages between central and decentralized levels. - Evidence of continued programme implementation /	- Document review - Qualitative data collection	- Assessments and evaluations; Readiness of Schools to Transition Scorecard - School staff - Parents and community duty bearers	fair Longer-term monitoring data would be needed to ascertain sustainability over the long term.	

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
	maintained infrastructure where WFP has pulled back (if available).		- Government officials - Programme staff		
b) Specific baseline evaluation questions (adapted from TOR midterm and endline questions, and included as relevant)					
EQ 8: To what extent are McGovern-Dole programme project components (e.g., school feeding, literacy, food safety, WASH and hygiene, nutrition education, agricultural market support, etc) likely to be sustained at national and local levels, communities, and by other partners? (considering handover to the Government) <i>[TOR, Sustainability, eval Q 1, part 1]</i>	- Perceptions on sustainability of outputs and outcomes. - Levels of preparation/anticipation for sustainability and transition strategies. (Expected) readiness of Government.	- Document review - Qualitative data collection	- Programme documents - Programme staff - Government representatives	fair Longer-term monitoring data would be needed to ascertain sustainability over the long term.	
EQ 9: What is the demonstrated capacity at central and sub-national levels to manage school feeding programmes in Rwanda (WFP and government programmes)? <i>[TOR, Sustainability, eval Q 4]</i>	- Demonstrated capacity at Government levels - Evidence of WFP assessment of government capacity - Level of understanding of evolving Government capacity over the course of the project	- Document review - Qualitative data collection	- Programme documents - Programme staff - Government representatives	fair Longer-term monitoring data would be needed to ascertain sustainability over the long term.	
EQ 10: To what extent are local communities (SGACs, School Feeding Committees, Procurement Committees,	- Level of community engagement - Level of community organization	- Document review - Qualitative data collection	- Programme documents - Programme staff	fair Longer-term monitoring data	

Areas of Inquiry / Evaluation Questions	Indicators under TANGO responsibility for data collection ⁹⁰	Data collection methods	Sources of data/information	Data validity, quality, and reliability	Data analysis methods/ triangulation
farmers' groups, etc.) involved in and contributing toward school feeding and education activities? <i>[TOR, Sustainability, eval Q 5]</i>	WFP understanding of the risks and opportunities of engaging community stakeholders		Beneficiaries and community stakeholders	would be needed to ascertain sustainability over the long term.	
c) PMP Indicators					
No indicators under TANGO responsibility	-	-	-	-	-

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Annex 8: Methodology

248. This annex describes the main qualitative methods the evaluation team used to explore the evaluation questions and to triangulate findings with secondary information and quantitative data.

249. The data collection methods described were administered across three strata, referred to by group number or by their full designation. The strata are:

- **Group 1: WFP McGovern Dole Phase I schools (108 schools from four districts)**
- **Group 2: Schools added to the original 108 (28 schools from three districts)**
- **Group 3: Control schools (10 purposefully selected schools to provide a counterfactual)**

250. See sampling section below for details regarding how the sample was drawn, including control schools.

Document review/ Review of secondary data

251. The evaluation team reviewed a range of WFP and external documents to provide context and additional data and information relevant to the baseline study, and to help explain and triangulate findings from primary qualitative and quantitative data. Annex 7 lists the documents cited in this report. The report of the formative gender assessment commissioned by WFP Rwanda is in revision stages at this writing, so references to this are to the draft version of the report.

Census survey of head teachers

252. A census survey was administered at baseline to all three groups. It collected statistical data available in school records such as the number of teachers, students, attendance, enrolment, dropouts, etc.

253. The census survey was completed prior to any in-person data collection. The census was programmed using Open Data Kit (ODK) survey software and administered via e-mail and/or phone with head teachers completing on their own time. It included key McGovern-Dole Program indicators in a structured survey questionnaire and took approximately 15-30 minutes to complete. The survey tool was based on tools used in the Phase I programme; it was reviewed and compared to the list of indicators in the most recent Terms of Reference.

254. The census provided the evaluation team with information on key domains (e.g., enrolment, teacher numbers, teacher to student ratios, attendance of girls and boys, etc.). The census was also the first step in establishing information and perspectives on programme achievements and strengths, and programme gaps or areas for improvement prior to further primary data collection.

255. The acceptable overall non-response rate for the census survey was set at 30 percent based on WFP Rwanda experience with phone surveys and TANGO's global experience with remote surveys. In addition, the evaluation team ensured a 100 percent response rate for the panel schools, i.e., the programme schools in the sample. As noted in the limitations section of the main report, there was a low response rate for the census survey. To ensure timely collection of survey data for the schools most relevant to the baseline and future evaluation exercises – the programme schools in the sample and the control schools (i.e., together, “panel” schools) – the local team, by special exception, administered the surveys for the panel schools by phone, and was thus successful in completing the questions in the census e-survey for all panel schools.

Early Grade Reading Assessment

256. Students were assessed using the Early Grade Reading Assessment (EGRA) tool. Reading skills were assessed by administering EGRA to students in the 31 programme schools and 10 counterfactual schools.⁹¹ Based on a standardized method for measuring changes in reading outcomes, analysis of the EGRA data showed changes over time in literacy. Qualitative data informed relationships between the literacy outcomes and other trends. As in Phase I EGRA surveys, the evaluation team added questions to the EGRA to capture data on a few additional indicators, such as hygiene practices.

⁹¹ The EGRA endline data from Phase I will not be used because they would not be comparable to Phase II, which uses a different panel (sample) of schools.

257. The country office and evaluation team agreed during the inception phase that the EGRA will be administered to third-grade (P3) students), ensuring students have had at least two years of instruction. In order to assess any changes in reading levels and in health and nutrition practices, TANGO believed that children in P3 would be representative of the other grades across the programme timeframe, as these students had had several years of programme benefits at point of measurement (baseline, midterm, and endline). Selection of this grade also provided continuity across Phase I and Phase II results and was consistent with other EGRA approaches. It was neither advisable nor necessary to sample students in each grade; sampling all grades would have been cost-prohibitive and against EGRA leading practice.

School surveys

258. The Phase I programme, the school survey (which was referred to as the 'headmaster survey' in Phase I) included data collected by the evaluators during school visits. For Phase II, these data were covered under the census survey, which was conducted remotely for greater efficiency. The census survey was the first data collection activity undertaken in each evaluation phase (baseline, midterm and endline) and focused on school performance statistics. The time needed to complete the survey remotely was estimated to be under 30 minutes.

259. For all selected sample schools, TANGO developed a structured survey to assess performance against school-level programme indicators not already captured by the census or EGRA surveys. This survey was conducted through in-person interviews on Android tablets using the ODK data collection software. Survey respondents included the head teachers, grade teachers, and cooks.

260. School surveys were conducted in programme and control schools.

Key informant interviews (KIIs) and focus group discussions (FGDs)

261. KIIs and FGDs were guided by interview guides that were the same across the three evaluation exercises. These were based on the Phase I tools, considering learning from the final evaluation, and modified to ensure responsiveness to the Phase II evaluation questions and the interests of stakeholders. Tools were specifically tailored to consider new contextual information and modified if needed based on remote interviews with staff early in the data collection process. Per standard practice, all KIIs and FGDs were conducted by a team of two people, with one leading the interview or focus group and the other taking notes. Efforts were made to assign team members KIIs and FGDs in accordance with gender, language, and cultural considerations. Phone interviews were often conducted by only one person to simplify the scheduling and for technical ease and to maximize number of interviews. Where technically feasible, audio recordings were made for the evaluation team's reference. All KIIs and FGDs, as well as the e-survey, followed informed consent protocols.

262. The sample for the qualitative work were conducted at the schools selected for the EGRA assessments, including both programme and control schools. The evaluation team conducted qualitative deep dives at 10 schools total across the three groups of schools: Group 1 programme schools (4 x), Group 2 programme schools (4x), and control schools (2x). This purposive sample was drawn in consultation with WFP to ensure basic representation of key school characteristics across the total. The sample will remain the same for all evaluations. Every EGRA survey was accompanied by a head teacher key informant interview to provide a qualitative data point for all 31 programme and 10 sampled schools, in addition to the deep dives in the eight programme and two control schools.

263. It was estimated that the baseline would have 15-25 national and subnational stakeholder interviews, and each of the deep dive school sites would have between 3-5 qualitative activities (key informant interviews, in-depth interviews and focus group discussions) across school staff and students, and parents. Interviewee types at any given site were selected using purposive sampling, with the goal of covering the full range of categories across the sample as a whole.

264. KIIs were held with individuals from the following stakeholder categories, as much as possible with equal representation of males and females from each responding group:

- WFP Rwanda Country Office staff; WFP Regional Bureau Nairobi staff
- Sub-grantees/ partners: World Vision, GHI
- Government officials at national and district authorities) levels: MINEDUC, MINAGRI, NCDA, Ministry of Gender and Family Promotion (MIGEPROF), RBC, Rwanda Education Board (REB), Rwanda Cooperative Agency (RCA)

- Donors: USDA, MasterCard and/or the WFP HQ Private Partnerships team
- Other stakeholders: USAID, UNICEF, World Bank
- District Education Coordinators and Officers
- District School Feeding Committees
- School Feeding Committees
- School Tender Committees
- Head teachers
- Mayors

265. FGDs were held with the following stakeholders at school and community level, as much as possible with equal representation of males and females from each responding group. FGDs were single-sex, and conducted by interviewers/facilitators of the same sex to the extent logistically feasible:

- Teachers
- School General Assembly Committees (SGACs) (some FGDs were with parents only)
- School Management Committees
- School Feeding Committees
- School Tender Committees
- Cooks and cleaners
- Storekeepers
- Community leaders
- Members of smallholder agricultural cooperatives working with WFP

266. Final numbers on persons interviewed are summarized in Annex 14.

Observation

267. The evaluation team also gathered information via direct observation of programme activities at service delivery points (i.e., schools) and in group activities (e.g., SGACs). Direct observation with structured checklists were employed where possible without disruption to normal activities of classrooms, cooking, distribution of meals, etc. In addition, photo evidence was used for kitchens, stores, water points and toilets to enable calibration of observations across schools as to the condition of these facilities.

Data collection from farmer cooperatives

268. The evaluation team visited a purposive sample of one cooperative per district for qualitative data collection to validate operational and performance data collected as part of WFP's routine monitoring, to explore factors that affect cooperative performance, and assess readiness to supply schools.

Sampling

Programme schools

269. The schools where TANGO undertook in-depth qualitative data collection were nested within the quantitative sample to carry the randomized selection of schools across the complete mixed-method approach and to enable effective triangulation across data points.

270. To identify which programme schools would participate in the EGRA assessment, TANGO proposed a simple random selection of schools within Group 1 and Group 2; Table 30: shows the sample size selection of schools by strata. Given the small populations (<108 schools per group) of these groups, a 20 percent sample from each group ensured sufficient representation. However, TANGO proposed the number of schools selected in Group 2 be adjusted upward from 5.6 to 10. Schools from each group were selected using simple random sampling, ensuring each school had an equal probability of being selected relative to other schools in the stratum. Strata statistical weights were applied when indicator values were aggregated beyond the strata level (for example if Group 1 and Group 2 results were aggregated for one 'total' programme estimate, this estimate was estimated using statistical weights).

Table 30: Sample size selection

	Total schools in population	20 percent of all schools	Total selected schools for sample	Minimum EGRA sample size (students)
Group 1	108	21.4	21	462
Group 2	28	5.6	10	220
TOTAL (MGD)	<i>Unknown</i>	<i>Unknown</i>	<i>31</i>	<i>682</i>
Control	<i>Unknown</i>	<i>Unknown</i>	10	220

271. TANGO applied the formula below to derive a minimum sample size of P3 students to assure statistical accuracy in comparisons across strata (groups 1, 2, and 3,) as well as across survey rounds (baseline, midterm, endline).

$$\text{Required Sample Size} = D \left[\frac{[(z_{\alpha} + z_{\beta})^2 * [P_1(1 - P_1) + P_2(1 - P_2)]]}{(P_2 - P_1)^2} \right]$$

where:

Variable	Assumed value	Description
n =		
Deff =	2	Design effect for complex sample design (assumed to be = 2)
Z α =	1.282	Z value associated with desired significance level for confidence (90%, one-tailed)
Z β =	0.842	Z value associated with desired significance level for power (80%, one-tailed)
P1 =	50.0%	estimated level of an indicator measured as a proportion at the time of the first survey or within a comparison group
P2 =	65.0%	expected level of the indicator either at a later survey round or different comparison group. (P2 - P1) is the magnitude of change or difference across subgroups that the sample is powered to detect (in this case, a difference of 30%, or 15 percentage points).
NR	10.0%	Non-response rate

272. The above formula computes a minimum required sample size of 210 students to enable statistically accurate comparisons for a single group (stratum). TANGO rounded up the sample size to 220 for logistical ease – whereby 11 male and 11 female grade students were interviewed in 31 programme schools and 10 counterfactual/control schools (refer to Table 30: above). A sample size of 220 per stratum is sufficiently large to enable comparisons among strata/groups (i.e., Group 1, Group 2, and the control group); future EGRA survey rounds will thus use the same target sample size for each group (see Table 31) and be administered in the same 31 programme schools and 10 control schools as the baseline. Note that programme implementation in Group 1 schools will phase out two or three years after this baseline, so in effect, the midterm evaluation for the programme will serve as an endline for Group 1 schools, and the endline evaluation will serve as an ex-post evaluation. As such, the hypothesis and evaluation/research questions for the latter, in the phased-out schools, will differ from those in the schools that continued the programme.

273. Selection of students at the school level at baseline was done by randomly selecting grade students in the chosen schools; the same method will be used for the midterm and endline surveys.

Table 31: EGRA target sample sizes: baseline, midterm and endline (# students)

	Target sample size		
	Baseline	Midterm	Endline
Group 1	462	220	220
Group 2	220	220	220
TOTAL (MGD)	662	440	440
Control	220	220	220

Control schools

274. The 10 control schools were selected as follows. The evaluation team asked each head teacher (from the selected programme schools) to identify/refer the three closest schools of the same level and type (e.g., government or private), and provide the following information for each “referred” school to the extent of their knowledge:

- **What is the school’s location? Distance from this programme school (i.e., the respondent’s school)?**
- **Is the school urban, peri-urban, or rural?**
- **Is this a government or private school?**
- **What is the estimated school size (i.e., student population)?**

275. The head teacher was also asked to provide the name and contact information of the head teacher at each referred school named, if known.

276. The evaluation team cross-checked the “referred” schools with the total list of schools receiving WFP support (from the sample frame they provided). Any “referred” schools receiving WFP support was removed from the list. This resulted in a list of 1-3 “referred” (i.e., potential control) schools per programme school. Of these, the evaluation team used random sampling to select one potential control school per programme school. The final stage of selecting the 10 control schools was purposive, based on the following traits, in rank order:

- **Proximity to another school in the sample**
- **Alignment with urban/peri-urban/rural characteristic (i.e., strive for the same characteristic in the programme and control school, e.g., to avoid pairing an urban school with a rural one)**
- **Alignment of category: government vs private**
- **Similar school size**

277. Additional characteristics that were considered included number of teachers, enrolment and attendance rates, as they were available.

278. As part of control school selection, the proposed control group schools were asked for permission to conduct future data collection activities over the course of the programme. This informed consent-seeking process was co-designed and implemented with the country office. Following each data collection activity in control schools, these schools received a summary brief developed by WFP outlining all EGRA results for McGovern-Dole Program schools and non-McGovern-Dole Program schools, and included their school’s EGRA results (aggregated across students, not per student) for use in school decision-making.

Annex 9: McGovern Dole Performance indicators

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
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	4 Support Improved Literacy	Assessment report	Early Grade Reading Assessment Tool and Literacy Boost Assessment Tool	Total Female Male	Baseline, Midterm, Final	TANGO
Average student attendance rate in USDA supported classrooms/schools	1.1 Provide Nutritious School Meals	School records: attendance registers collected by head teachers and school directors, WFP Monitoring tools	WFP analysis of school attendance records	Total Female Male	Biannual	Teachers and head teachers; WFP Field Monitors TANGO
Number of teaching and learning materials provided as a result of USDA assistance	4.2 Support Lower Grade Teachers	WV project reports	Monitoring forms	n/a	Biannual	WV
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	4.2 Support Lower Grade Teachers	Survey: interview	Direct observations with standard forms	Total Female (60%) Male (40%)	Biannual	WV
Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance	4.2 Support Lower Grade Teachers	WV project records, training records	Training attendance form	Total Female Male	Biannual	WV

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance	4.3 Support Teachers' professional development	Survey: interview	Direct observations with standard forms	Total Female Male	Biannual	Head teachers supervised by WV
Number of school administrators and officials trained or certified as a result of USDA assistance	4.3 Support Teachers' professional development	WV project records, training records	Training attendance form	Total Female Male	Biannual	WV
Number of educational facilities (i.e. improved water sources, latrines, etc.) rehabilitated/constructed as a result of USDA assistance	2,1 Construction of disability-inclusive VIP latrines and girls' sanitary rooms 2,2 Construction of water systems 2,6 Construction and establishment of hand washing stations	WV project records	WV analysis of project records	Total	Biannual	WV
				Classrooms		
				Kitchens/Cook Areas		
				Improved Water Sources		
				Latrines		
				Permanent hand washing stations		
				Temporary hand washing stations		
Number of students enrolled in school receiving USDA assistance	1.1 Provide Nutritious School Meals	Government records: MINEDUC student enrolment	Annual reports	Other school grounds or school buildings	Annual	WFP
				Total		
				Pre-Primary Female		
				Pre-Primary Male		

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
		records, District Student Enrolment records, and School records		Primary Female Primary Male		
Number of policies, regulations, or administrative procedures in each of the following stages of development as a result of USDA assistance	3.11 Operationalize the national strategy on school gardens and increase sustainability of garden resources 5.4 Strengthening National Frameworks and Institutions	Government records (MINEDUC) and WFP and GHI project records	Review and analysis of sector policies and WFP/GHI records.	Total Education (Stage 1-5 noted) Child Health & Nutrition (Stage 1-5 noted)	Baseline, Midterm, Endline evaluations	TANGO
Number of School General Assembly Committees or similar school governance structures supported as a result of USDA assistance	2.4 -increased pupil and parents' awareness on good hygiene practices 3.6- support school management committees to become nutrition champions in their communities 3.10- increase parent and student engagement in garden activities 4.4- sensitize community members on the importance of education	School records, Project records	Analysis of project reports and programme records	n/a	Bi-annual report	WFP, WV

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance	1,1 Provide Nutritious School Meals	School reports and Cooperating Partners (CP) reports	WFP analysis of reports	n/a	Bi-annual report, monthly report by CP, daily collection by school	WFP, Head Teachers
Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance	1,1 Provide Nutritious School Meals	School reports and CP reports	WFP analysis of reports	Total	Bi-annual report, monthly report by CP, daily collection by school	WFP, Head Teachers
				New, Female		
				Continuing, Female		
				New, Male		
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance	1.1 Provide Nutritious School Meals	School reports and CP reports	WFP analysis of reports	Continuing, Female	Annual	WFP, Head Teachers
				Total		
				Community Assets		
				Household Assets		
				Human Assets/Capital, Female, New		
				Human Assets/Capital, Female, Continuing		
				Human Assets/Capital, Male, New		
				Human Assets/Capital, Male, Continuing		

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance	3 Promote Nutrition and Dietary Practices	WV and GHI project reports	WV and GHI analysis of project records	Total Female (55%) Male (45%)	Annual	WV, GHI
Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance	5.7.1 Build Capacity of cooks and storekeepers	WFP reports	WFP analysis of reports	Total Female (55%) Male (45%)	Annual; Baseline, Midterm, Endline	WFP; TANGO
Number of individuals trained in safe food preparation and storage as a result of USDA assistance	5.7.1 Build Capacity of cooks and storekeepers	WFP reports	WFP analysis of reports	Total Female Male	Biannual	WFP
Number of individuals trained in child health and nutrition as a result of USDA assistance.	3 Promote Nutrition and Dietary Practices	WV and GHI project reports	WV and GHI analysis of project records	Total Female (55%) Male (45%)	Biannual	WV, GHI
Number of children under five (0-59 months) reached with nutrition-specific interventions through USG-supported programmes	3,5 Child Growth Monitoring for children under 5 for pre-primary students	GHI project reports	GHI analysis of project records	Total Female Male	Annual	GHI
Number of schools using an improved water source	2,2 Construction of water systems	WV Project reports	WV analysis of project records	n/a	Biannual	WV

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Number of schools with improved sanitation facilities	2,1 Construction of disability-inclusive VIP latrines and girls' sanitary rooms 2,7 Construction and establishment of hand washing stations	WV Project reports	WV analysis of project records	n/a	Biannual	WV
Number of students receiving deworming medication(s)	2,10 Distribution of Deworming Medication and Prevention Education	RBC reports, WV records	WFP review and analysis of project records	n/a	Biannual	WFP
Number of individuals participating in USDA food security programmes	1 Provide Nutritious School Meals 2 Promote Improved Health	WFP reports	WFP review and analysis of project records	People in government, Male	Annual	WFP
				People in government, Female		
				Proprietors of USDA-assisted private sector firms, Male		
				Proprietors of USDA-assisted private sector firms, Female		
				People in civil society, Male		
				People in civil society, Female		
				Laborers, Male		

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
				Laborers, Female		
				Producers, Smallholder farmers, Male		
				Producers, Smallholder farmers, Female		
Number of individuals benefiting indirectly from USDA-funded interventions	1. Provide Nutritious School Meals	WFP reports	WFP review and analysis of project records	n/a	Annual	WFP
Number of schools reached as a result of USDA assistance	1. Provide Nutritious School Meals	WFP reports	WFP review and analysis of project records	n/a	Biannual	WFP
Number of individuals participating in USDA food security programmes that include an LRP component	6. Build Capacity of Farmer Groups to Supply Food to Schools	WFP reports	WFP review and analysis of project records	n/a	Biannual	WFP
Number of individuals benefitting indirectly as a result of USDA assistance	6. Build Capacity of Farmer Groups to Supply Food to Schools	WFP reports	WFP review and analysis of project records	n/a	Annual	WFP
Cost of commodity procured as a result of USDA assistance (by commodity and source country)	6. Build Capacity of Farmer Groups to Supply Food to Schools	WFP reports	WFP review and analysis of project records	Total	Biannual Baseline, midline, endline	WFP

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Quantity of commodity procured as a result of USDA assistance (by commodity and source country)	6. Build Capacity of Farmer Groups to Supply Food to Schools	WFP reports	WFP review and analysis of project records	Total MML Beans	Biannual Baseline, midline, endline	WFP
Value of annual sales of farms and firms receiving USDA assistance	6. Build Capacity of Farmer Groups to Supply Food to Schools	WFP reports	WFP review and analysis of project records	Total Maize Beans	Annual; Baseline, midline, endline	WFP;
Volume of commodities sold by farms and firms receiving USDA assistance	6. Build Capacity of Farmer Groups to Supply Food to Schools	WFP reports	WFP review and analysis of project records	Total Maize Beans	Annual Baseline, midline, endline	WFP
Number of individuals in the agriculture system who have applied improved management practices or technologies with the USDA assistance	6. Build Capacity of Farmer Groups to Supply Food to Schools	WFP reports	WFP review and analysis of project records	Total Female Male	Annual	WFP
Number of schools reached with LRP activities as a result of USDA assistance	6. Build Capacity of Farmer Groups to Supply Food to Schools	WFP reports	WFP review and analysis of project records		Biannual	WFP
Note: Outcome targets will be reviewed after the baseline survey						

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Number of meals provided that include fruits, vegetables, legumes and/or animal source proteins in addition to the donated US commodity	1. Provide Nutritious School Meals	WFP project reports	WFP review and analysis of project records	n/a	Biannual Baseline, midline, endline	WFP TANGO
Number of school-aged children who receive 5 or more meals per week that include fruits, vegetables, and/or animal source proteins in addition to US commodities	1. Provide Nutritious School Meals	WFP project reports	WFP review and analysis of project records	Total Female Male	Biannual	WFP
Number of school gardens established and maintained	3.9 Establish and maintain school gardens	GHI project reports	GHI analysis of project records	n/a	Biannual	GHI
Number of students benefiting from the establishment and maintenance of school gardens	3.9 Establish and maintain school gardens	GHI project reports	GHI analysis of project records	Total Female Male	Biannual	GHI
Number of growth monitoring and promotion interventions conducted at pre-schools as a result of GHI advocacy	3.5 Child Growth Monitoring for children under 5 for pre-primary students	GHI project reports	GHI analysis of project records	n/a	Biannual	GHI
Number of children under five (0-59 months) reached with growth monitoring and promotion interventions	3.5 Child Growth Monitoring for children under 5 for pre-primary students	GHI project reports	GHI analysis of project records	Total Female Male	Biannual	GHI

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Number of schools which received seeds package	3.9 Establish and maintain school gardens	GHI project reports	GHI analysis of project records	n/a	Biannual	GHI
Number of nurseries established at schools	3.9 Establish and maintain school gardens	GHI project reports	GHI analysis of project records	n/a	Biannual	GHI
Percentage of children with whom a caregiver or older sibling was engaged in two or more direct actions to promote learning in the past week	4 Support Improved Literacy	GHI project reports	GHI analysis of project records	n/a	Biannual Baseline, midline, endline	WV TANGO
Number of students participating in reading competitions facilitated as a result of USDA assistance	4.5 Organize Reading Competitions	WV project reports	WV analysis of project report	Total Female Male	Biannual	WV
Number of WASH committees established at schools	2.9 Establishment of WASH committees/reinforce Water Users Committees	WV project reports	WV analysis of project report	n/a	Biannual	WV
Number of female students trained on good menstrual hygiene practices	2.4 Teaching girls on good menstrual hygiene	WV project reports	WV analysis of project report	n/a	Biannual	WV
Number of Information Education and Communication (IEC) hygiene materials distributed	2.5 Development and distribution of IEC hygiene materials	WV project reports	WV analysis of project report	n/a	Biannual	WV
Number of students reached with health and hygiene messages as a result of USDA assistance	2.3 Increase pupils' and parents' awareness on good hygiene practices	WV project reports	WV analysis of project report	n/a	Biannual	WV

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Number of parents, teachers and students trained in soap making	2.7 Training teachers, parents and students in soap making	WV project reports	WV analysis of project report	n/a	Biannual	WV
Number of fuel-efficient stoves provided and rehabilitated	5.7.2 Enhance Kitchen and Stove Infrastructure	WFP project reports	WFP analysis of project reports	n/a	Biannual	WFP
Number of individuals directly benefiting from the provision and rehabilitation of fuel-efficient stoves	5.7.2 Enhance Kitchen and Stove Infrastructure	WFP project reports	WFP analysis of project reports	n/a	Biannual	WFP
Number of parents trained as part of School Feeding Committees	6.1 Establish district school feeding committees and provide capacity building at the district level	WFP project reports	WFP analysis of project reports	n/a	Biannual	WFP
Number of parents trained as part of School Tender Committees	6.1 Establish district school feeding committees and provide capacity building at the district level	WFP project reports	WFP analysis of project reports	n/a	Biannual	WFP
Number of students benefiting from newly constructed/rehabilitated latrines	2.1 Construction of disability-inclusive VIP latrines and girls' sanitary rooms	WV project reports	WV analysis of project reports	n/a	Biannual	WV
Number of students benefiting from newly constructed or enhanced water systems	2.6 Construction and establishment of hand washing stations	WV project reports	WV analysis of project reports	n/a	Biannual	WV

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Number of students benefiting from kitchens, cook areas and storerooms built or rehabilitated	5.7.2 Enhance Kitchen and Stove Infrastructure	WFP project reports	WFP analysis of project reports	n/a	Biannual	WFP
Number of Government staff trained at national level	5.1 Provide capacity building and technical trainings at the national level	WFP project reports	WFP analysis of project reports	n/a	Biannual	WFP
Number of Government staff trained at district level	6.1 Establish district school feeding committees and provide capacity building at the district level	WFP project reports	WFP analysis of project reports	n/a	Biannual	WFP
Number of Government staff trained at sector/cell level	6.2 Provide capacity building at the sector and cell levels and establish sector school feeding committees	WFP project reports	WFP analysis of project reports	n/a	Biannual	WFP
Number of National School Feeding Steering Committee meetings supported	5.3 Mobilize National School Feeding Steering Committee and Technical Working Group	WFP project reports	WFP analysis of project reports	n/a	Biannual Baseline, midline, endline	WFP TANGO
Number of District School Feeding Steering Committee meetings supported	6.1 Establish district school feeding committees and provide capacity building at the district level	WFP project reports, district reports	WFP analysis of reports	n/a	Biannual Baseline, midline, endline	WFP TANGO

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Number of National School Feeding Technical Working Groups meetings supported	5.3 Mobilize National School Feeding Steering Committee and Technical Working Group	WFP project reports, MINEDUC reports	WFP analysis of reports	n/a	Biannual Baseline, midline, endline	WFP TANGO
Number of students who participated in school internal class competitions on nutrition	4.5 Organize Reading Competitions	WV project reports	WV analysis of project reports	Total	Biannual	WV
Number of community level seed week events organized	3.10 Increase parent and student engagement in garden activities	GHI project reports	GHI analysis of project reports	n/a	Biannual	GHI
Number of schools with operational plan for school gardens	3.11 Operationalize the national strategy on school gardens and increase sustainability of garden resources	GHI project reports	GHI analysis of project reports	n/a	Biannual	GHI
Number of nutrition-focused Parents' Day Implemented at schools	3.1 Nutrition focused Parents' Day Implemented at all schools	GHI project reports	GHI analysis of project reports	n/a	Biannual	GHI
Number of schools that are using nutrition and food safety guides developed for cooks and food store managers	5.7.1 Build Capacity of Cooks and Storekeepers	WFP project reports	WFP analysis of project reports	n/a	Biannual Baseline, midline, endline	WFP TANGO

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Number of maternal and child nutrition community events in which GHI shared nutrition and agriculture messaging	3.7 Develop and distribute nutrition education materials to schools and neighbouring communities	GHI project reports	GHI analysis of project reports	n/a	Biannual	GHI
Number of cooking demonstration sessions conducted during maternal and child nutrition events	3.4 Integrate nutrition and agriculture awareness activities into existing maternal and child nutrition campaigns	GHI project reports	GHI analysis of project reports	n/a	Biannual	GHI
Number of nutrition-focused clubs established in schools	3.2 Teachers continuously engaged in nutrition education	GHI project reports	GHI analysis of project reports	n/a	Biannual	GHI
Number of nutrition-focused educational materials distributed	3.7 Develop and distribute nutrition education materials to schools and neighbouring communities	GHI project reports	GHI analysis of project reports	n/a	Biannual	GHI
Number of technical working groups and district coordination meetings in which GHI shared lessons learned from the project and Maternal and Child Nutrition integration	3.3 Local authorities' officials trained on agriculture and nutrition and coordination workshops conducted	GHI project reports	GHI analysis of project reports	n/a	Biannual	GHI

Annex 10: Data collection tools

279. The qualitative data collection tools build on the tools from the Phase I midterm and final evaluations to provide continuity from Phase I (FY2016-2020) to Phase II (FY2021-2025) for the key areas that the McGovern-Dole Programme supports. These draft tools have been modified to reflect changes from Phase I to Phase II and will be reviewed and finalized with input from WFP Rwanda prior to data collection. Please note that these topical outlines/ interview guides are intended as a menu of possible topics and not all questions in each section will be asked of each respondent. Questions are posed to individual respondents according to their knowledge of and involvement with the programme, the topics most relevant to their position, the time available for the interview, and other factors.

WFP Country Office

Illustrative list of interviewees: McGovern-Dole Programme Team, Strategic Outcome 2 Manager, Head of Programme, M&E Team, Health/ Nutrition Officer, Head Smallholder Agricultural Market Support unit, Admin/Finance Officer, Logistics Team, Gender Focal Point, Deputy Country Director, Country Director, SABER consultant

1. How is MINEDUC collaborating with WFP on Phase II of the McGovern-Dole Programme? On the plans for a national school feeding programme (NSFP)?
2. How was MINEDUC involved in the design of HGSEF activities? Describe their input; was it relevant and realistic?
3. How do Phase II HGSEF activities align with the national school feeding policy? Has the WFP HGSEF work fed into the development of national, regional and district level structures to support school feeding?
4. How have gender issues been taken into account in the programme? Is this approach appropriate and effective?
5. What are the main barriers to enrolment, retention and completion faced by girls and boys with disabilities? Do girls face different, or greater barriers than boys?
6. What influence has WFP had on Government's national school feeding approach with regard to disadvantaged students (girls, children from poor families, students with disabilities)?
7. What is your assessment of the performance of the WFP Rwanda country office and sub-national offices?
8. What are the communication and information-sharing processes between WFP and MINEDUC? Between MINEDUC and District Administrators and District Education Officers? How effective are these processes for collaboration, coordination and decision-making?
9. Extent to which WFP has incorporated national and local capacity strengthening opportunities and constraints into the Phase II design (probe: design phase, implementation, capacity development/handover plan)?
10. What analysis has WFP done regarding the cost-efficiency and cost-effectiveness of the HGSEF programme? What are your impressions of cost-efficiency and cost-effectiveness?
11. What capacity development support is WFP providing to the NSFP in Phase II? How was the type of support WFP offers decided on (e.g., what was MINEDUC input)? Examples of changes expected as a result of that support?
12. Strengths of the McGovern-Dole Programme to date? What has worked well and will be incorporated into Phase II?
 - a. Capacity strengthening and technical support to national strategies, policies, and implementation
 - b. Advocacy at national level
 - c. Coordination and communication
 - d. Training strategies for head teachers in school management and teachers in current teaching methods
 - e. Improved student literacy, attentiveness, attendance, retention
 - f. School infrastructure (kitchens, water, WASH)
 - g. Increased use of health and dietary practices
 - h. School gardens, nutrition, outreach to communities
 - i. Community participation in education
 - j. Support to agricultural cooperatives and small farmers to supply school meals
 - k. Parent contribution to cost of meals

- l. Gender equity, access to education for girls, children from very poor families, children with disabilities
 - m. Other topics
13. Constraints/ challenges of the McGovern-Dole Programme to date? How have these been addressed for Phase II?
 - a. Capacity strengthening and technical support to national strategies, policies and implementation
 - b. Advocacy at national level
 - c. Coordination and communication
 - d. Training strategies for head teachers in school management and teachers in current teaching methods
 - e. Improved student literacy, attentiveness, attendance, retention
 - f. School infrastructure (kitchens, water, WASH)
 - g. Increased use of health and dietary practices
 - h. School gardens, nutrition, outreach to communities
 - i. Community participation in education
 - j. Support to agricultural cooperatives and small farmers to supply school meals
 - k. Parent contribution to cost of meals
 - l. Gender equity, access to education for girls, children from very poor families, children with disabilities
 - m. Other topics
14. Are the resources and expertise WFP has mobilized, adequate to implement Phase II of the HGSF?
15. Do you see any further opportunities for cooperation with Governmental and non-Governmental partners (e.g., in health, education, gender equity)?
16. To what extent is WFP supporting partnerships with the private sector to address sustainability?
17. What are MINEDUC's needs and concerns around the roll-out of the NSFP and its sustainability?
18. What aspects of the McGovern-Dole Programme is MINEDUC adopting, or interested in adopting, for the NSFP?
19. What are WFP's main contributions and priorities in support of the NSFP during Phase II?

Ministry of Education – National Level

Illustrative list of interviewees: PS MINEDUC, HGSF Project Specialist MINEDUC

Topical outline may also be used for donor interviews

1. How has the McGovern-Dole Programme contributed to Government's strategy and implementation of the NSFP at the national level?
 - a. At the district level?
 - b. Examples of WFP input that influenced NSFP policies, strategies and implementation?
 - c. What aspects of the programme have not been adopted for the NSFP, and why?
2. What capacity development support is WFP providing to the NSFP?
 - a. Which functions/offices require capacity strengthening to implement the NSFP?
 - b. What types of support?
 - c. Relevance and quality of support?
3. Describe the current capacity strengthening needs of the NSFP:
 - a. At the national level (e.g., on planning, budgeting, implementation, technical skills, management skills)
 - b. At district and sector level (e.g., on coordination, supervision)
4. How can the programme most effectively contribute to the implementation and effectiveness of the NSFP?
 - a. What are MINEDUC's priorities for Phase II in this respect?
5. Schools will need to enter school feeding data into the School Data Management System and will be responsible for collecting new indicators for the NSFP.
 - a. Do schools have the training and staff capacity for this task?
 - b. How will MINEDUC prepare schools to carry out monitoring and data collection?
 - c. How is WFP supporting MINEDUC and schools to implement out this new requirement?
6. What are your expectations for (WFP-supported) model schools in Phase II? How will their experience be used across the broader education system?

7. What are the communication and information-sharing processes between WFP and MINEDUC at national level? At district level?
 - a. How effective are these processes for collaboration, coordination and decision-making?
8. Please comment on the regularity, frequency, and number of National School Feeding Steering Committee meetings.
 - a. Please describe the process and results generated by the National SFSC meetings (e.g., provide examples of decisions or how problems were addressed)
 - b. Please describe any capacity strengthening received by the National SFSC.
9. Please comment on the regularity, frequency, and number of National School Feeding Technical Working Group meetings.
 - a. Please describe the process and results generated by the National TWG meetings (e.g., provide examples of decisions or how problems were addressed)
 - b. Please describe any capacity strengthening received by the National TWG from WFP.
10. What are your expectations for the McGovern-Dole Programme in strengthening local farmer capacity to consistently supply high quality food to local school meal programmes?
 - a. What do you see as the challenges to farmers? To schools? (e.g., *national procurement laws, production challenges, links between farmers and local schools*)
 - b. How is WFP assisting MINEDUC to address challenges to small holder farmers to supply school meal programmes? What more can be done?
 - c. In what areas do farmers need capacity strengthening?
11. How are issues around gender/vulnerable children/disabled children taken into account in the NSFP? Is this approach appropriate and effective? Is it reaching the children from the poorest families, from poor female-headed households, especially girls?
12. What barriers to enrolment, attendance and completion do children with disabilities face? Do girls face different or greater barriers than boys? How is this being addressed?
13. What role do the attitudes of teachers and parent play in setting expectations for girls to continue to secondary and tertiary education?
14. How is the COVID-19 pandemic affecting the implementation of the NSFP? What are your main concerns for schools around COVID-19?

Capacity Strengthening/Readiness

15. How do you assess the readiness and capacity of MINEDUC and related ministries to fully implement the NSFP with regard to:
 - a. Policy frameworks
 - b. Institutional capacity
 - c. Budget allocation
 - d. Coordination
 - e. Monitoring, i.e., the ability to monitor programme implementation to ensure quality and inform timely decision-making.
 - f. Inspection and reporting
 - g. Local procurement
 - h. Dissemination and community engagement
 - i. Which areas need the most support? How is/can WFP support MINEDUC in these areas?
16. How do you assess the readiness and capacity of districts and sectors (and related local officials) to fully implement the NSFP with regard to:
 - a. Planning
 - b. Institutional capacity
 - c. Coordination
 - d. Budgeting
 - e. Monitoring, i.e., the ability to monitor programme implementation to ensure quality and inform timely decision-making.
 - f. Inspection and reporting
 - g. Local procurement
 - h. Which areas need the most support? How is/can WFP support districts and sectors in these areas?

17. Do you have any concerns around the transition of McGovern-Dole supported schools to the NSFP when the programme ends? What are the sustainability issues connected with the transition of these schools to the NSFP?

Ministry of Education – District Level

Illustrative list of interviewees: District Director of Education, Mayor/Vice Mayor, Executive Secretary, Director Agricultural and Natural Resources

General Questions

1. How has your institution collaborated with the McGovern-Dole Programme in the past? What was your institution's involvement in the design of Phase II of HGSP activities? Is the design relevant and realistic?
2. What capacity development support is WFP providing to the district to implement the NSFP? Please discuss WFP support to specific capacity and systems. What is the relevance and quality of the support?
3. What is the district's needs and priorities related to capacity strengthening for the NSFP?
4. What are your expectations for the McGovern-Dole Programme in strengthening local farmer capacity to consistently supply high quality food to local school meal programmes?
5. What do you see as the challenges to farmers? To schools? (e.g., national procurement laws, production challenges, links between farmers and local schools)
6. How is WFP assisting to address challenges to small holder farmers so they can supply school meals?
7. To what extent are HGSP activities aligned with the priorities and development plans of your institution?
8. What is your assessment of the performance of the WFP Rwanda country office and sub-national offices?
9. What are the communication and information-sharing processes between WFP and your institution? How effective are these processes for collaboration, coordination, and decision-making?
10. Please comment on the regularity, frequency, and number of District School Feeding Steering Committee meetings.
 - a. Please describe the process and results generated by the District SFSC meetings (e.g., provide examples of decisions or how problems were addressed)
 - b. Please describe any capacity strengthening received by the District SFSC from WFP.
11. What is your institution's needs and concerns around sustainability of the activities implemented under McGovern-Dole Programme after activities phase out?
12. Are activities by other partners or other agencies sufficient to complement the McGovern-Dole Programme to enhance sustainability? What additional partnerships could be explored?
13. How are issues around gender/vulnerable children/disabled children considered in the programme? Is this approach appropriate and effective? Is it reaching the children from the poorest families, from poor female-headed households, especially girls?
14. What impact from the programme do you expect to see on newly enrolled schools and communities in Phase II? On (WFP-supported) model schools and communities? (this question is only relevant to interviews in the three new districts)
15. What should be the priorities for Phase II of the McGovern-Dole Programme? How can the programme most effectively contribute to the scale-up of the NSFP?
16. What has been the effect of the COVID-19 pandemic and related restrictions on schools this academic year?

Capacity Strengthening/Readiness

1. How do you assess the readiness and capacity of districts and sectors (and related local officials) to fully implement the NSFP with regard to:
 - a. Planning
 - b. Institutional capacity
 - c. Coordination
 - d. Budgeting
 - e. Inspection and reporting
 - f. Local procurement

- g. Which areas need the most support? How is/can WFP support districts and sectors in these areas?
2. Schools will need to enter school feeding data into the School Data Management System and will be responsible for collecting new indicators for the NSFP.
 - a. Do schools have the training and staff capacity for this task?
 - b. How will MINEDUC prepare schools to carry out monitoring and data collection?
 - c. How is WFP supporting MINEDUC and schools to implement out this new requirement?
3. Parents are expected to contribute up to 60 percent of the cost of the school meal under the NSFP. How will the district/sector support schools and parents to meet this goal?
4. Do you have any concerns around the transition of McGovern-Dole supported schools to the NSFP when the programme ends? What are the sustainability issues connected with the transition of these schools to the NSFP?
5. What is the district's readiness to support district and sector School Feeding Committees? What support is needed to help these committees fulfil their responsibilities?
6. What challenges do you see to your responsibility to manage and monitor school feeding, in light of the implementation of the NSFP? What capacity strengthening support is needed?

Ministry-specific Topics

Ministry	Additional/Specific Line of Inquiry
Ministry of Agriculture and Animal Resources (MINAGRI)	--Alignment with PSTA4; alignment with Government policy to use local/regional school meal sources instead of international --Role the ministry plays with smallholder farmers
National Childhood Development Agency (NCDA)	--Role in NSFP --Role in pre-primary education
Rwanda Biomedical Centre (RBC)	--Assessment of changes to health and dietary practices; impact of school infrastructure on health
Ministry of Local Affairs (MINALOC) at district level	--MINALOC district-level perspective on how the design and implementation of the programme involves the local authorities as key stakeholders
Ministry of Gender and Family Promotion (MIGEPROF)	--Alignment of NSFP with gender and education guidelines/ policy/ strategy -- Assessment of how issues of gender/vulnerable children been taken into account in NSFP and primary education strategies? Is this approach appropriate and effective? Gaps?
The World Bank	--Assessment of impact of national school feeding policy, strategy and programme on future potential for human capital in Rwanda

Implementing Partners, UNICEF

Interviewees: WM, GHI, RBC, UNICEF

Topics for All Implementing Partners:

1. How is your organization collaborating with the McGovern-Dole Programme in Phase II?
2. How was your organization involved in the design of Phase II HGFSF activities? Is the design relevant and realistic? How has your role changed from Phase I?
3. What are the communication and information-sharing processes between WFP and your institution? Within the School Feeding Technical Working Group? How effective are these processes for coordination and decision-making?
4. Do you participate in the National School Feeding Steering Committee or Technical Working Group meetings?

- a. Please comment on the regularity, frequency, and number of NSFSC and TWG meetings held.
 - b. Please describe the process and results generated by the NSF Steering Committee meetings.
 - c. The TWG meetings? What capacity strengthening activities has your organization provided?
5. What factors have influenced collaboration and decision-making during this period (positively or negatively)?
6. What additional opportunities exist for collaboration/synergies with your own organization?
7. Do you see any further opportunities for cooperation with Governmental and non-Governmental partners (e.g., in health, education, gender equity)?
8. What analysis has been done regarding the cost-efficiency and cost-effectiveness of the programme? What are your impressions of cost-efficiency and cost-effectiveness?
9. Strengths of the McGovern-Dole Programme to date? What has worked well? What lessons are being carried over by your organization to Phase II?
10. Constraints/ challenges of the McGovern-Dole Programme to date? How are these addressed in the design of Phase II?
11. What is your institution's needs and concerns around sustainability of the activities implemented under McGovern-Dole Programme after activities phase out?
12. How are issues of gender and disadvantaged children being taken into account? Describe whether this approach is appropriate and effective. Describe whether it is adequate to address the issues faced by these children and their families?
13. What has been the effect of the COVID-19 pandemic and related restrictions on your activities with schools this academic year?
14. What learnings from the McGovern-Dole Programme have been adopted by the NSFP?
15. How can the programme most effectively contribute to the scale-up of the NSFP? What needs and opportunities do you see for capacity strengthening to support the NSFP?

Topics for WVI

16. What are the main challenges to the NSFP in terms of health and hygiene infrastructure? What is the role of World Vision in the McGovern-Dole Programme to supporting the NSFP in these challenges?
17. How can/is World Vision's work to support girls and schools being integrated into the NSFP? How can/is WVI building the capacity of government and schools to adopt this work?
18. What were the main challenges around increasing awareness on WASH and literacy in Phase I? What changes has World Vision made to better address these activities in Phase II?"
19. How is World Vision supporting teachers and students to transition from Kinyarwanda to English? What are the biggest challenges to this transition?
20. What are the main challenges for pre-primary students in the school environment? The main challenges to a transition to primary school? How are these being addressed?
21. What are the main challenges to sensitizing parents to the importance of education, especially for girls, for children from very poor families, and for children with disabilities? How are these being addressed? What methods can be adopted by other schools?
22. What are the main capacity challenges faced by school procurement committees (e.g., linking with suppliers, contracts, food quality, management of storage and food safety)? How can the sustainability of the supply chains be strengthened?

Topics for GHI:

23. How are lessons from Phase I on school gardens, nutrition and community outreach informing the implementation of the NSFP? What are the challenges and gaps? What are the positive developments?
24. What are the main challenges to supporting the operationalization of the national strategy on school gardens? To sustainability?
25. How can capacity to integrate nutrition-sensitive knowledge and activities into the NSFP be strengthened? What are the primary needs?
26. How are the specific nutritional need of adolescent girls being integrated into school garden and nutrition activities? Into activities with communities? What are the challenges?

27. How are the nutritional needs of pre-primary children addressed through school garden and community outreach activities? What are the main challenges, especially to engaging parents?

Topics for RBC:

28. What capacity strengthening support can be provided to schools and communities to reduce the incidence of worm infestations among children?
29. One of RBC's new initiatives is to engage teachers to screen children for illness. Please describe if/how the McGovern-Dole Programme is supporting this initiative.
30. Another of RBC's initiatives is to develop tools and materials for the prevention of neglected tropical diseases and parasitic diseases, which will be distributed to schools. Please describe if/how the McGovern-Dole Programme is supporting this activity.
31. RBC made some adaptations to how it delivered services during the COVID-19 pandemic (e.g., community-based deworming campaigns, administration of deworming tablets in schools by teachers). Please describe if these adaptations are continuing, and any other effects of COVID-19 on how RBC now delivers services.

Topics for NCDA:

32. How are NCDA and WFP collaborating with MINEDUC to ensure that students' nutritional needs are adequately addressed as the NSFP is implemented in schools?
- a. What are the achievements to date? What are the main challenges?
33. What input did NCDA have into the design of Phase II of the McGovern-Dole Programme?
34. What are the main challenges to the implementation of the NSFP for pre-primary students? For ECD students?
35. Under the NSFP, parents are expected to contribute up to 60 percent of the school meal.
- a. What challenges does this pose for delivering nutritionally adequate meals?
- b. How can these challenges be addressed by NCDA, WFP and MINEDUC?
36. What capacity strengthening is needed to support the NSFP to ensure adequate nutrition for pre-primary schools? For ECD students?
- a. How is this being addressed by government?
- b. What support is WFP providing? Is support relevant and appropriate?
37. What role do school gardens play in providing inputs to nutritious meals in McGovern-Dole Programme schools? In NSFP schools?
38. What is being done to sensitize parents and other community members to the importance of nutrition at home? What are the main challenges? How are they being addressed?

Topics for UNICEF:

Note: UNICEF supported modelling and scaling up Child-Friendly School standards, which were adopted as the national quality guidelines for school infrastructure and software inputs. UNICEF also supported the Learning Achievement in Rwandan Schools (LARS) Assessment to improve the quality of education and measure learning outcomes in literacy and numeracy.

39. Complementarity between WFP and UNICEF priorities and activities in the McGovern-Dole Programme? In the NSFP? Successes and challenges?
40. Effects of COVID-19 on UNICEF-WFP activities, and adaptations. Adaptations that will be carried over post-COVID and in NSFP.
41. Communication and information-sharing processes between WFP and UNICEF on the McGovern-Dole Programme and the NSFP. Effectiveness of these processes for collaboration, coordination and decision-making.
42. Effectiveness of cross-sector planning for education, WASH, HGSF and other programmes that affect the quality of education for children? At national level? At district level? Please give examples.
43. Changes to the educational environment in the WFP McGovern-Dole supported schools since 2015? What changes can be adopted (or should not be adopted) by the NSFP?

44. How are issues around gender/vulnerable children/disabled children addressed in primary and pre-primary schools? Is this approach appropriate and effective? Is it reaching the children from the poorest families, from poor female-headed households, especially girls?
45. Concerns about sustainability of McGovern-Dole Programme activities in WASH infrastructure and other areas after the programme ends?
46. Are activities by other partners or other agencies sufficient to complement the McGovern-Dole Programme to enhance sustainability? What additional partnerships could be explored?

School Head Teachers and Teachers

Illustrative list of interviewees: Head teachers, teachers

For Phase I schools:

1. What do you see as the purpose of the McGovern-Dole Programme?
2. What records are kept on (1) administration of meals and (2) student attendance? (ask to see records; check if disaggregated by gender, disabled students or other vulnerable categories)
3. What changes have you noted in the school or students since school meals began here? Differences between boys and girls? Differences among children from very poor families and disabled children?
4. Describe any positive or negative impact of the programme on: (Phase I schools)
 - a. the school?
 - b. wider community?
 - c. the people who prepare the meals?
 - d. local farmers/producers?
 - e. Your own skills and effectiveness as head teacher or teacher?
5. Strengths of the McGovern-Dole Programme to date? What has worked well? (*probe: literacy outcomes, WASH and kitchen infrastructure, school gardens logistics, relationship with the community*)
6. Constraints/ challenges of the McGovern-Dole Programme to date? How have these been addressed? (*Probe on adequacy and frequency of parent contribution to cost of school meals*)
7. What factors have influenced achievement/ non-achievement of results? What can be improved?
8. Have food deliveries during the last year been regular and complete (all items received in the requested amounts)?
9. Has the school had to interrupt feeding for any extended periods during the last year? Why?
10. Does the school follow the official ration scale and number and timing of meals per day, as per School Feeding Operational Guidelines? If not, why not?
11. Does the school garden contribute food to the meals? If yes, please describe what, how much, and when the garden contributes to school meals.
12. Are there any other health activities in the school (deworming, malaria prevention)? Who implements them? Quality and effectiveness?
13. What has been the effect of the COVID-19 pandemic and related restrictions on schools this academic year?

Capacity Strengthening/Readiness

14. What has the McGovern-Dole Programme done to support capacity strengthening of:
 - a. school head teachers and teachers
 - b. school committees (Tender Committee, School Feeding Committee, SGAC)
 - c. cooks
 in preparation for the transition to the NSFP? (*Please describe*)
15. Is this support adequate and relevant? Are there any gaps that need to be addressed?
16. Do you feel that the school is ready to transition to the NSFP in 2023? Do you have any concerns about the transition? Please explain.
17. Once the schools transition to the NSFP, parents are expected to cover 60 percent of the costs of a daily meal. Do you think it will be possible for parents to make this contribution, and if not, why not? What are alternatives or solutions for parents who cannot make this contribution?

For New and Control Schools:

1. What are the main challenges faced by the head teachers and teachers in this school in achieving its education goals?
2. What are the main challenges faced by students to regular attendance, staying in school, and learning?
3. What are the specific challenges to attendance and learning faced by girls, boys, children from very poor families, disabled students?
4. What type of school feeding programme does your school participate in (*describe activities, source of support*)?
5. What do you see as the purpose of the McGovern-Dole Programme? How do you expect to benefit from the programme?
6. Is this school implementing the National School Feeding Programme? If yes, how is the school involved (*describe the school's activities with the NSFP*)?

School Feeding Committees and School Tender Committees

Phase I schools:

1. What do you see as the purpose of the McGovern-Dole Programme? What is the role of the [COMMITTEE TYPE] in the programme?
2. Do parents contribute to the meals (probe: fresh vegetables, condiments, fuel; level of participation, difficulties)
3. What changes (good or bad) have you noticed since the introduction of fresh meals and buying food locally?
4. What changes have you seen in the students since the project started? Differences between boys and girls?
5. Describe any positive or negative impact of the programme on:
 - a. the school?
 - b. wider community?
 - c. the people who prepare the meals?
 - d. local farmers/producers?
 - e. Skills of school head teachers and teachers, [COMMITTEE TYPE], outreach to community
6. What has worked well?
7. Constraints and challenges? How have these been addressed?
8. Suggestions on how to improve the programme?

New and control schools:

1. Do you have school feeding programmes at this school? If yes, which programmes? Please describe the activities and any support from government, institutions, parents or communities. What is the role of the [COMMITTEE TYPE] in school feeding? In other activities?
2. What are the main challenges faced by the head teachers and teachers in this school in achieving its education goals?
3. What are the main challenges faced by students to regular attendance, staying in school, and learning?
4. What are the specific challenges to attendance and learning faced by girls, boys, children from very poor families, disabled students?
5. What type of school feeding programme does your school participate in (*describe activities, source of support*)?
6. What do you see as the purpose of the McGovern-Dole Programme? How do you expect to benefit from the programme?
7. Is this school implementing the National School Feeding Programme? If yes, how is the school involved (*describe the school's activities with the NSFP*)?

Cooks

For Phase I schools:

1. What do you see as the purpose of the McGovern-Dole Programme?

2. What is your role in the programme? Please describe any training or knowledge you received from the programme, and how you use that knowledge in your job.
3. Do you have a contract with the school? Do you get paid on time and on a regular schedule? If not, why not?
4. Do women face more challenges than men to being hired as cooks? What are those challenges? How can they be addressed?
5. What changes have you noted in the school or students since the project started? Differences between boys and girls? Differences among children from very poor families, or disabled children?
6. Is the food sufficient? What kinds of foods do you serve (*describe*)? Do you think the foods are nutritious? Why or why not?
7. What changes (good or bad) have you noticed since the introduction of fresh meals and buying food locally?
8. Do parents contribute to the meals? What do they contribute (fresh vegetables, condiments, fuel, work, cash)?
9. Does the school garden contribute food to the meals? If yes, please describe what, how much, and when the garden contributes to school meals.
10. Do pre-primary children and primary children get the same meal (size, composition, and type of meal)?
11. Were deliveries during the last school term regular and complete (all items received in the requested amounts)? If not, why not?
12. Has the school had to interrupt feeding for any extended periods during the last year? Why?
13. Does the school follow the official ration scale and number and timing of meals per day? If not, why not?
14. Has the initiative had an impact on your lives? Has it affected how you are seen/ treated by the school or by the community? Describe.
15. Thinking back on the past school term, do you have any suggestions on how the programme can strengthen your skills to do your job as a cook?

For New and Control Schools:

Note: if new or control schools have cooks for a school feeding programme, questions 2-10 can be asked. Researchers should obtain details on type of programme, meal composition, frequency, who supports it and how.

Students (Grade 5 and Higher)

For Phase I schools (Group 1):

1. Did you eat breakfast today before coming to school? What did you eat? Do you eat breakfast every day? Do you get hungry during classes? How does being hungry affect your attention?
2. What do you like most about the school meals?
3. What do you like least about the school meals?
4. Has the school meal programme changed anything for you? (*Probe: concentration, no hunger, more frequent or regular attendance, one extra meal a day, one less meal at home per day, extra burden of in-kind or cash contribution for parents*)
5. Are there days when the school does not provide a meal? On the days that there are no meals, do you still come to school? Do other children come to school?
6. If you could change something about the school meals, what would that be?

For New and Control Schools:

1. Did you eat breakfast today before coming to school? What did you eat? Do you eat breakfast every day? Do you get hungry during classes? How does being hungry affect your attention?
2. Do you bring a snack or lunch to school? Do you go home for lunch? What kind of food do you bring? Do all students bring a snack or food to eat during school hours?
3. Note: if there is a school feeding programme at new or control schools, ask questions 1-5 above.

Smallholder Farmers/Groups, Local Cooperatives

1. How long has this group/cooperative existed? How many male and female members? What are the leadership positions (get number/ratio of male and female officers)?
2. What do you see as the purpose of WFP support to your cooperative?
3. Is the cooperative aware of school feeding programmes in nearby schools? Has the cooperative explored supplying those schools with food?
4. Does this cooperative have any agreements to supply food to schools? If yes, what type of agreement do you have with the school(s) regarding the amount and price for agricultural products? What happens if you cannot supply the food? Do schools pay on time and if not, why? How is the food transported to the schools?
5. What vegetables, fruits or other food do you supply to schools for school meals? How much food do you supply? To which schools? How does the food you produce vary by season? What different types of food are you producing to supply the schools?
6. How do you access credit or cash to build the resources needed to increase production, quality, and access to markets? Who provides the funding?
7. What surplus do you produce above your commitment to schools? Who do you sell it to? What role has WFP played in producing a surplus, if any?
8. What capacity strengthening have farmer groups/cooperatives and its members received from WFP?
9. How has this made a difference to the type of food you produce? How has it influenced how the group/cooperative is managed? How are products are processed and marketed? How products are stored?
10. What are the benefits/advantages to the group/cooperative of participating in the programme (Probe: income; improved skills in production, processing, food safety, marketing, post-harvest losses, group cooperation, group management, financial management, business plans, sustainable agricultural practices) Benefits to individuals? What has worked well?
11. Constraints/challenges of participating in the programme? How are these being addressed?
12. What training or support have you received from WFP (or partners)? Relevance and quality of training/support? Examples of changes you've made as a result of that support?
13. Do you plan to continue participating in the McGovern-Dole Programme? Why or why not?
14. Do you participate in other programmes to strengthen your production, marketing, and management skills? If yes, what programmes, and what activities do you participate in (e.g., MINAGRI, Rwanda Cooperative Agency, MINICOM, NGOs)?
15. Suggestions on how to improve the programme?

Annex 11: EGRA Tool MNovember 2021

This tool is written in Kinyarwanda.

Section 1: Knowing the sound of a letter / Ikicro cya 1: Kumenya inyuguti n'ibihekane

Ingero: B u ny

Examples:

J	m	z	ts	b	K	mb	a	r	e
nz	c	n	l	o	t	P	nd	u	kw
w	E	h	r	bw	y	v	d	shw	i
mbw	S	n	u	g	R	z	n	cy	B
A	ry	W	O	t	sh	r	mw	y	p
nt	T	J	by	o	i	p	njw	D	N
M	nty	f	U	bw	D	E	K	mp	G
mv	F	t	my	E	W	nk	b	nj	H
y	r	g	mw	F	s	u	ry	V	L
ns	c	r	e	nsh	h	gw	b	o	mb

Section 2: Reading syllables / Ikicro cya 2. Gusoma imigemo

Ingero : ko ru mbe

Examples:

ba	mi	ku	no	gwe	wa	vu	su	ndo	byi
de	SA	cu	re	tso	do	ti	nzu	zi	sho

ZE	fi	ro	ngu	ve	na	bwi	co	hu	nshu
nwe	mo	du	zwi	ja	po	shu	Kwa	yi	ko
myo	he	RU	si	jya	fu	ga	ne	bi	mbo
ta	vo	nsu	bi	do	hu	ko	pfu	gi	nyo
mbwi	pu	bo	rya	nu	ta	gi	tso	si	gwe
yo	ntu	zo	be	shya	wo	ba	nda	gu	njwe
nsho	be	rwa	gi	co	RA	mu	ZE	mwa	ni
pi	yu	ko	gwe	ru	mbyo	ye	nki	tu	zi

Section 3: Reading common words / Ikiciro cya 3. Gusoma amagambo azwi cyane

Ingero: umuti inzara urwego

Examples:

ikaramu	ibiryo	igitoki	ibara	amano
imboga	kubyina	isukari	icunga	inkweto
ikigo	ibishyimbo	amavuta	umupira	urubuto
gukaraba	amatunda	amazi	indwara	igi
urugo	igitondo	umubu	ishati	igiceri
avoka	inka	ururabo	umugabo	inshuti
umutaka	imbwa	guteka	ikibaho	ikoti
isahani	Ishyamba	izina	abana	imyaka
umurongo	ibirayi	ijwi	ikanzu	amababa
umukinnyi	umuneke	icupa	intoki	isahani

Section 4: Discovering non-existent words / IKiciro cya 4. Gutahura amagambo y'amahimbano

Ingero 'umumeho ishini amahenko

Examples:

Ishovu	Utumeda	ishyuperu	agaceru	imye fo
umunzwegi	kubeja	ikene	imbyemo	amadozu
uruze fa	varu	injyerega	akanema	inkwerezo
ipfereco	imeni	intwapa	uruceno	nika
ndapemu	kuvenwa	betini	akaniti	yeti
Ngu fa	icuyu	amagweca	isebwene	agahubi
ntenewi	icyurami	apuya	imeriba	ityuni
amacyuvo	inwazi	amayeti	ipewo	ivumita
gupofera	inovi	tashibu	amabwi	ikovu
injoyoku	irobi	mafadera	insetu	akote

Section 5: Reading a text / Ikiciro cya 5. Gusoma umwandiko

Umunsi umwe, Cyuzuzo yadusuye iwacu mu rugo. Yadusabye gutuza akatuganiriza. Twese twahise tugira amatsiko. Twicara mu ntebe ducecetse. Yatubwiye ko gukina mu biziba bishobora kudutera indwara. Bityo, dukwiye kubyirinda. Yatwibukije kandi ko kurya indyo yuzuye bizaturinda kurwara. Tugomba rero kubiharanira. Yadusabye kunywa amazi meza asukuye. Bizatuma tugira ubuzima bwiza. Yanatugiriye inama yo kwirinda ibiyobyabwenge. Ibiyobyabwenge byangiza ubuzima. Yanatubwiye ko gukora imyitozo ngororamubiri, bikomeza amagufwa. Yadusabye ko igihe turwaye, dukwiye kwivuza hakiri kare. Cyuzuzo yatwunguye byinshi!

Ibibazo byo kumva umwandiko nibisubizo (ntibihabwa umunyeshuri)

Comprehension questions and answers (not to be given)

1. Ni inde wadusuye iwacu mu rugo?
 - Ni Cyuzuzo
2. Kurya indyo yuzuye biturinda iki?
 - Biturinda indwara
3. Cyuzuzo yatugiriye inama yo kwirinda iki?
 - Yatugiriye inama yo kwirinda ibiyobyabwenge/ Kwirinda gukina mu biziba.

4. Kuki ari byiza gukora imyitozo ngororamubiri?
 - Bikomeza amagufwa
5. Ni iki abantu bagomba gukora iyo barwaye?
 - Bakwiye kwivuza/ kujya kwa muganga

Annex 12: School Census Tool

Instructions

This school level census will collect school statistics from all schools in the programme as well as the control schools. The head teachers at selected schools under the USDA-funded McGovern-Dole Program implemented by WFP will be requested to fill out this census. The form will be delivered to head teachers remotely. It is to be filled out by head teachers and returned electronically to the survey team. Email surveys will be followed up via phone for areas with poor internet availability and access.

This survey is programmed using Open Data Kit (ODK) survey software and administered via e-mail and/or phone with head teachers. Collect on Android Tablets in English and/or Kinyarwanda. The paper/Microsoft word/.pdf document is used for training, review and quality control purposes only.

If you have any questions on this survey tool or the associated sampling methodology, please contact Lloyd Owen Banwart at TANGO International at Lloyd@tangointernational.com

Respondent

The Head Teacher or her/his designate is the respondent to this survey:

Head Teacher survey

Q#	Question	Response Code	Notes
ID1	Date of survey response		
ID2			
ID3	School Geographical Information Province District Village Cell		
ID4	School Name		
ID7	School type	Primary Groupe scolaire (primary and secondary)	
ID5	School funding model	Mixed (government-aided) Government	
ID6	GPS Coordinates of school (if available)		
Consent	Consent and Introduction This school census is being conducted on behalf of WFP, World Vision, Gardens for Health International and TANGO International. The census is part of a baseline study being carried out for WFP's McGovern-Dole Programme. The purpose of this survey is to gather school performance data at the beginning of the programme. The survey requests data about the school, its teachers and students. Your responses will not be used to generate either positive or negative impressions about the school. Participation in this survey is completely voluntary. We very much appreciate your input to this important survey. Do you agree to participate in the school census?	Consent Refused	

Q#	Question	Response Code						Notes
A1	Respondent Name							
A2	Respondent Sex	Male Female						
A3	Position of the respondent	Head Teacher Deputy Head Teacher Teacher Other (specify)						
A4	Which grades are in this school? [Select one]	P1 – P3 P4 – P6 P1 – P6 Other						
A5	Does the school have a school based ECD centre?	Yes – Nursery Yes – ECDC No						
A6	Number of male teachers							
A7	Number of female teachers							
A8	Number of cooks and storekeepers [total]?							
A9	Number of teachers who were present for 90 percent of scheduled school days in the past school year?							
A10	Average student attendance rate Girls – Pre-primary Primary							
A11	Boys – Pre-primary Primary							
Grade	For each grade (1-6 and ECD) complete the following questions. This should be done with the teachers of the grades present. All questions pertain to the 2021 and/or 2020 school year [TBD] Start with completing the following for 1 st Grade and continue, in order, through 6 th Grade.							
		P1	P2	P3	P4	P5	P6	
G1a	Number of total enrolled male students in this grade in 2020 / 21 [will be asked separately for 2020 and 2021]							
G1b	Number of total enrolled female students in this grade in 2020 / 21							
G4a	Number of male students receiving daily school meals in 2020 / 21 (breakfast, snack, lunch)							
G4b	Number of female students receiving daily school meals in 2020 / 21 (breakfast, snack, lunch)							
P1	Under the National School Feeding Programme, at least 50% of parents are expected contribute at least 100% of the required school feeding contribution. Will parents in your school be prepared and able to make this contribution?	Yes No						
P2	Number of repeat learners by grade and sex (prior academic year)	P1	P2	P3	P4	P5	P6	
	Girls							
	Boys							

Q#	Question	Response Code						Notes
	Dropouts by grade and sex (prior academic year)	P1	P2	P3	P4	P5	P6	Note: figures may be affected by COVID-19
	Girls							
	Boys							
	Main reasons for drop-out (open question)							
	Teacher turnover in last academic year – what percent of teachers left for any reason?							
	Number of unfilled teaching staff positions now?							
	Number of unfilled cook positions now?							
	Is the school using the nutrition and food safety guides developed for cooks and food store managers?	Yes No Do Not Know						
P3	Parent contribution							
	Percent of parents who contribute to the cost of school meals with cash: average amount per week							
P4	Percent of parents who contribute in-kind							
P5	If in-kind, type of contribution	Labour Food Water Firewood Other						
P6	Percent of parents who do not contribute to cost of school meals							

Annex 13: School and Head Teacher Tool

Instructions

This school level survey is to be administered by a researcher. Some questions will be verified with direct observation. The researcher will be guided by a knowledgeable head teacher, and the head teacher will be the respondent for question. The survey will be administered at selected schools under the USDA-funded McGovern-Dole Program implemented by WFP.

This survey is administered using Open Data Kit (ODK) Collect on Android Tablets in English and/or Kinyarwanda. The paper/Microsoft word/.pdf document is used for training, review and quality control purposes only.

If you have any questions on this survey tool or the associated sampling methodology, please contact Lloyd Owen Banwart at TANGO International at Lloyd@tangointernational.com

Respondent

The respondent(s) of this survey can be any of the following:

1. Direct Observation
2. School Head Teacher
3. Cook / storekeeper [Question C5 only]

Head Teacher Survey

Q#	Question	Response Code	Notes
ID1	Date of Interview		
ID2	Interviewer Name		
ID3	School Geographical Information Province District Village Cell		
ID4	School Name		
ID7	School type	Primary Groupe scolaire (primary and secondary)	
ID5	School funding model	Mixed (government-aided) Government	
ID6	GPS Coordinates of school		

Q#	Question	Response Code	Notes
Consent	Consent and Introduction Hello, my name is _____, and I am a researcher conducting a survey on behalf of WFP, World Vision, Gardens for Health International and TANGO International. The purpose of this survey is to The survey will include a series of questions between the school head teacher (you) and myself. The topics covered will include In addition, trained enumerators will conduct a short (30 minute) interview with 22 randomly selected 3rd grade students. This survey will <i>only</i> ask questions regarding This survey (and the participation of the students) is completely voluntary. Do you agree to participate in the school survey and consent to let the randomly selected 3rd grade students participate in the student survey?	Consent Refused	
A1	Respondent Name		
A2	Respondent Sex	Male Female	
A3	Position of the respondent	Head Teacher Deputy Head Teacher Teacher Other (specify)	
A4	Which grades are in this school? [Select one]	Pre-primary P1 – P3 P4 – P6 P1 – P6 Other	
A6	Have YOU received any trainings or certifications as a result of the HGSF programme?	Yes No Do not Know (DNK)	
new	Describe the trainings or certifications.		
A7	Note: these numbered categories contained questions that are now in the school census; the numbers are left in until tools are finalized to facilitate analysis		
A8			
A9			
A10			

Q#	Question	Response Code	Notes
A11	Are there organizations supporting your school in the following activities? [Read Responses] [Select all that apply]	School feeding Other nutrition activities Deworming Sanitation (water and toilets) School governance Provision of school materials, textbooks, books Renovation/construction of infrastructure in school e.g., classes, kitchens, stores Training of teachers Health education Other activities (specify)	
A12	If yes; which organizations? School feeding		
	Other nutrition activities		
	Deworming		
	Sanitation (water and toilets)		
	School governance		
	Provision of school materials, textbooks, books		
	Renovation/construction of infrastructure in school e.g., classes, kitchens, stores		
	Training of teachers		
	Health education		
	Other activities (specify)		
A13	Based on your level of knowledge about the community and the pupil's parents, what PERCENT of parents do you feel can name at least three of the below benefits of primary education?	Percent	
	1. Increased Health		
	2. Improved Nutrition		
	3. Increased opportunities		
	4. Increased earning potential		
	5. Ability to read/write/count		
	6. Knowledge for daily life		
	7. Increased socialization		
	8. Strengthening relationships		
	9. Increased engagement with community		

Q#	Question	Response Code	Notes
A14	Are any of the following committees active in your school?		
	School General Assembly Committee	Yes No DNK	
	School Feeding Committee	Yes No DNK	
	School Tender Committee	Yes No DNK	
	School Management Committee	Yes No DNK	
	Other (specify)	•	
New	If yes, how often in a school year do they meet? SGAC SFC STC SMC Other	Weekly Monthly Quarterly Other (specify)	
A15			
A16			
A17	Across all committees/structures active in the school, have they been trained in any of the following under the HGSE programme? [Read responses] [Check all that apply] SGAC SFC STC SMC Other	School governance Improved school management School infrastructure School garden Nutrition / school feeding Health and hygiene Other	
A18			
A18_p			
A19	Does your school have a school meals programme for its students?	Yes – pre-primary Yes – lower primary Yes – upper primary Yes - both No DNK	
A20	How many days in a week are these meals provided?		
A21	How many meals in a day are provided?		
A22	Which meals does the school provide? [Check all that apply]	Breakfast Lunch Snacks	
	How many meals were provided in the last week that include foods in addition to the donated US commodities? [Check all that apply]	Number of meals that included:	

Q#	Question	Response Code							Notes
	Fruits								
	Vegetables								
	Legumes								
	Animal Proteins (milk, meat)								
A23	Where is the food for school children obtained? [Check all that apply]	WFP Farmer groups Government NGOs provided Parents provided Local markets Kitchen garden Other							
A24	Does the school have a partnership with any farmers groups for food? NOTE: understood this is not part of the current HGSF model, but there may be other partnerships	Yes No DNK							
A25	Where does the money for purchasing food come from? [Check all that apply]	Donor organizations Parents School budget Donations Other							
A26	Please describe the seasonal menu in this school (include all ingredients)	Term 1 Term 2 Term 3							
	Is the school using the nutrition and food safety guides developed for cooks and food store managers?	Yes No DNK							
Grade									
	<i>This section intentionally left blank in draft tool</i>	P 1	P2	P3	P4	P5	P 6		
G1a									
G1b									
G4a									
G4b									
	<i>*For the following 6 questions, go to each classroom and have the teacher(s) provide an estimate.</i>								
P1	*What PERCENTAGE of ENROLLED students (both male and female) in P1 grade can be identified as attentive by their teachers?								
P2	*What PERCENTAGE of ENROLLED students (both male and female) in P2 grade can be identified as attentive by their teachers?								
P3	*What PERCENTAGE of ENROLLED students (both male and female) in P3 grade can be identified as attentive by their teachers?								

Q#	Question	Response Code	Notes
P4	*What PERCENTAGE of ENROLLED students (both male and female) in P4 grade can be identified as attentive by their teachers?		
P5	*What PERCENTAGE of ENROLLED students (both male and female) in P5 grade can be identified as attentive by their teachers?		
P6	*What PERCENTAGE of ENROLLED students (both male and female) in P6 grade can be identified as attentive by their teachers?		
C1a	Does the school have water source? 	Piped water Public tap Tubewell or borehole Protected dug well Rainwater Protected spring Cart with tank Tanker-truck Bottled water Unprotected dug well Surface water Unprotected spring Other	
New	Take a photo of the water source		
Q1b	If yes, was/were any of these water source(s) improved through the support of the HGSP programme?	Yes No DNK	
Q2	Is water normally available from this source? (Normally is more than 4 of the 5 school days each week and all year).	Yes No DK	
C3	Does this school have supplemental reading materials available to students obtained because of USDA and World Vision assistance?	Yes (observed) Yes (not observed) No Don't Know	
C3_P	Take a photo of the reading materials (or sample of them)		
C4	Are the school cooks and/or storekeeper available?	Yes – Cook(s) Yes- Storekeeper is available No -cook and storekeeper both not available	

Q#	Question	Response Code	Notes
C5	What are safe food preparation and storage practices? [If C4 is yes -cook, then ask only to the cook(s). If cook not available, we ask storekeeper] [Do not read out] [Select all that apply]	1. Food must be handled and prepared with utmost cleanliness, including proper hand washing before preparing food 2. All staff handling food in school must receive training on basic hygiene 3. Contact between raw foodstuffs and cooked food must be avoided 4. Food should be cooked thoroughly 5. Food must be kept at safe temperatures 6. Safe water and safe raw ingredients must be used in food preparation	

Annex 14: Summary list of interviews and focus groups

280. Table 32 presents summary information regarding interviews conducted to comply with USDA requirements for excluding personally identifying information in the evaluation report. Table 33 summarizes the focus groups conducted.

Table 32: Summary of key informant interviews conducted

Title	# KIIs
WFP Rwanda	
WFP Rwanda staff	7 KIIs (4M, 3F) (including 2 pending as of 9 Dec)
School-based	
School-based staff (head teachers, deputy head teachers, cooks, storekeepers)	18 KIIs (13M, 5F)
District Government	
District staff/ officials (directors of HGSE, education, and agriculture; agronomists)	15 KIIs (14M, 1F)
National Government	
National government staff/officials	2 KIIs (2M, 0F) (including 2 pending as of 9 Dec)
Partner NGOs	
Partner NGO staff	4 KIIs (4M, 0F)
Farmer cooperatives	
Cooperative president (1 KII; other cooperatives interviewed by FGD)	1 KII (1F)
TOTAL	47 KIIs (37M, 10F)

Table 33: Focus group discussions conducted

	Focus Group Type	#M	#F	District/sector	School/other	Date
1	Teachers	3	3	Nyaruguru/Ruhuru	GS Zirambi	26 Oct 2021
2	Teachers	1	2	Nyaruguru/Ruhuru	EP Gahotora	27 Oct 2021
3	School Feeding Committee	3	2	Nyaruguru/Ruhuru	EP Gahotora	27 Oct 2021
4	Cooks	2	1	Nyaruguru/Ruhuru	EP Gahotora	27 Oct 2021
5	P5 students	2	3	Nyaruguru/Ruhuru	EP Gahotora	27 Oct 2021
6	P5 students	10	10	Nyaruguru/Nyabimata	EP Kabere	27 Oct 2021
7	P5 students	3	3	Nyaruguru/Ruhuru	EP Mukaka	27 Oct 2021
8	Farmer Cooperative	1	12	Nyaruguru	Twitezimbere Kiyonza	28 Oct 2021
9	Teachers	2	4	Nyamagabe/Kibirizi	GS Kiraro P	29 Oct 2021
10	School Tender Committee	4	1	Nyamagabe/Kibirizi	GS Kiraro P	29 Oct 2021

	Focus Group Type	#M	#F	District/sector	School/other	Date
11	Cooks	3	0	Nyamagabe/ Kibirizi	GS Kiraro P	29 Oct 2021
12	P5 students	3	3	Nyamagabe/ Kibirizi	GS Kiraro P	29 Oct 2021
13	Farmer cooperative	7	2	Nyamagabe/ Cyanika	Abibumbiyeh amwe Cyanika	29 Oct 2021
14	Farmer cooperative	3	3	Rutsiro	Isuka nibwo bukungu	01 Nov 2021
15	Teachers	3	2	Rutsiro/ Kivumu	GS Rwinyoni	02 Nov 2021
16	School Feeding Committee	3	3	Rutsiro/ Kivumu	GS Rwinyoni	02 Nov 2021
17	Cooks	2	1	Rutsiro/ Kivumu	GS Rwinyoni	02 Nov 2021
18	P5 students	3	2	Rutsiro/ Kivumu	GS Rwinyoni	02 Nov 2021
19	Cooks	3	0	Rutsiro/ Manihira	GS Rwamiko	02 Nov 2021
20	P5 students	3	3	Rutsiro/ Manihira	GS Rwamiko	02 Nov 2021
21	P5 students	3	3	Karongi/ Gashari	EP Kaduha	03 Nov 2021
22	P5 students	4	4	Karongi/ Gashari	EP Gashari	03 Nov 2021
23	Teachers	2	3	Karongi/ Gitesi	GS Gashubi	04 Nov 2021
24	School Feeding Committee	2	0	Karongi/ Gitesi	GS Gashubi	04 Nov 2021
25	Cooks	1	1	Karongi/ Gitesi	GS Gashubi	04 Nov 2021
26	Farmer cooperative	2	0	Karongi/ Murundi	Duهرانire Isuku Murundi	05 Nov 2021
27	P5 students	4	4	Karongi/ Ruganda	EP Gisayura	08 Nov 2021
28	P5 students	4	4	Karongi/ Ruganda	EP Nyabisiga	08 Nov 2021
29	Teachers	2	3	Gasabo/ Rutunga	GS Kayanga	09 Nov 2021
30	School Feeding Committee	1	1	Gasabo/ Rutunga	GS Kayanga	09 Nov 2021
31	P6 Students	3	3	Gasabo/ Rutunga	GS Kayanga	09 Nov 2021
32	Farmer cooperative	2	2	Gasabo/ Rutunga	Zamuka Rutunga	09 Nov 2021
33	Teachers	5	3	Kayanza/ Rwinkwavu	GS Abadahigwa	10 Nov 2021
34	School Feeding Committee	1	3	Kayanza/ Rwinkwavu	GS Abadahigwa	10 Nov 2021
35	P5 students	8	4	Kayanza/ Rwinkwavu	GS Abadahigwa	10 Nov 2021

	Focus Group Type	#M	#F	District/sector	School/other	Date
36	Teachers	1	2	Kayonza/ Rwinkwavu	EP Nkondo I	11 Nov 2021
37	School Feeding Committee	0	1	Kayonza/ Rwinkwavu	EP Nkondo I	11 Nov 2021
38	Cooks	2	0	Kayonza/ Rwinkwavu	EP Nkondo I	11 Nov 2021
39	P5 students	4	3	Kayonza/ Rwinkwavu	EP Nkondo I	11 Nov 2021
40	Teachers	4	2	Burera/ Ruhunde	EP Gitovu	12 Nov 2021
41	School Feeding Committee	3	1	Burera/ Ruhunde	EP Gitovu	12 Nov 2021
42	Cooks	2	1	Burera/ Ruhunde	EP Gitovu	12 Nov 2021
43	P5 students	4	4	Burera/ Ruhunde	EP Gitovu	12 Nov 2021
44	Teachers	4	2	Burera/ Kivuye	EP Murwa	16 Nov 2021
45	School feeding committee and school tender committee	4	1	Burera/ Kivuye	EP Murwa	16 Nov 2021
46	Cooks	2	0	Burera/ Kivuye	EP Murwa	16 Nov 2021
47	P5 students	4	4	Burera/ Kivuye	EP Murwa	16 Nov 2021
48	Farmer cooperative	6	2	Burera	COVMB	17 Nov 2021
	TOTAL	148	121			

Annex 15: Baseline and evaluation timeline

281. Table 34 presents the timeline for the baseline study. Table 35 presents the high-level timeline for the baseline study and midterm and endline evaluations.

Table 34: Baseline study timeline

Steps	By whom	Date	Description of deliverable
Inception			
Launch call	EM, ET	Aug 11 2021	Inception report should describe: - Understanding of the project based on project documents and literature review - Finalized methodology including detailed sampling plan. Evaluation questions and field procedures - Quality assurance plan - Communication protocol - Timeline (activities, responsible party, outputs, and timing) - Data collection tools (electronic copies of all clean and final English-version data collection tools and analysis plan)
Undertake desk review of documents	ET	Aug	
Remote inception mission	ET	Aug-Sep	
TANGO SUBMITS draft inception report (IR) (includes draft evaluation matrix, qualitative & quantitative data collection tools and analysis plan)	ET	Sep 10	
EM to review draft IR; joint review session with TANGO team leader to share/incorporate feedback	EM, TL	Sep 13	
TANGO SUBMITS revised IR	ET	Sep 17	
EM to review draft IR and submit to DEQAS for review (if compliant with corporate standards) and ERG members for review in parallel	EM	Sep 20	
EM to share DEQAS feedback and compiled ERG members' feedback with TANGO	EM	Sep 29	
Joint review of DEQAS + ERG members feedback during weekly check-in (1h30 or 2h)	EM, TL	Sep 30	
TANGO SUBMITS revised draft incorporating DEQAS + ERG Members feedback	ET	Oct 8	
WFP to submit NISR protocol prepared by TANGO		Oct 8	
EM review; joint review session of revised draft		Oct 12	
TANGO SUBMITS revised draft IR incorporating DEQAS + ERG Members feedback (includes final evaluation matrix, qualitative & quantitative data collection tools and analysis plan)	EM	Oct 15	
WFP approval of final IR	EM	Oct 19	
Data collection			
Data collection/ fieldwork kick-off assuming NISR approval in place	ET	Oct 25 – Nov 12	
TANGO to provide end of data collection debrief presentation to WFP CO/RBN (in lieu of weekly meeting)	ET	Nov 25	Presentation should include an abbreviated list of evaluation findings that can be presented to relevant internal and external stakeholders

Reporting and analysis			
TANGO SUBMITS draft baseline report	ET	Dec13	Report should address all the evaluation objectives and questions listed in the scope of work. It should include the following sections: - Acknowledgements - List of acronyms and abbreviations - Table of Contents - Executive Summary (2 pp) - Background (programme description and purpose of study) - Methodology and Implementation - Methodology Limitations (strengths and weaknesses) - Results and Findings (in accordance with the objectives) - Conclusions, Lessons Learned and good practices - Recommendations - Annex: Table of key programme indicators with baseline values - Annex: Scope of Work for the evaluation - Annex: Inception Report for the evaluation - Annex: Survey Instruments: questionnaire(s), survey(s), interview protocol(s), focus group discussion protocol(s) as relevant
EM to review the draft baseline report	EM	Dec 13-14	
Joint review session on preliminary feedback from the EM	EM, TL	Dec 15	
TANGO SUBMITS revised draft baseline report	ET	Dec 17	
EM to review the draft BR and submit to DEQAS for review (if compliant with corporate standards) and ERG members for review in parallel	EM	Dec 17	
EM to share DEQAS feedback with TANGO	EM	Jan 11	
Joint review of DEQAS	EM, TL	Jan 13	
EM to share ERG members' feedback with TANGO	EM	Jan 19	
Joint review of ERG members' feedback	EM, TL	Jan 20	
TANGO to share a revised draft incorporating DEQAS + ERG Members feedback	ET	Jan 27	
WFP to submit final baseline report to USDA	EM	Jan 31	
USDA to send feedback to TANGO	EM	Feb 21	
TANGO SUBMITS datasets and related documents	ET	Feb 28	Datasets and related documents should include the following - Raw and clean datasets organized in SPSS with its analysis syntaxes; - Interview transcript and focus group discussion notes etc. - All materials above provided in electronic versions.
USDA clearance	EM	Mar 11	
TANGO SUBMITS 2-3-page summary of the evaluation parameters and findings for a broader audience	ET	Mar 18	The brief should describe in language easy-to-understand by non-evaluators and with appropriate graphics and tables sections as follows: - Evaluation design; - Key findings; - Lesson learnt and case studies representative of the intervention; and - Other relevant considerations.
Dissemination and follow up			
Prepare Management Response (MR)	CO	TBD	

Share final Baseline Report and management response with OEV for publication	EM	TBD	
Disseminate and use Baseline Report results	EM, CO	TBD	

ET = Evaluation Team; EM = Evaluation Manager; blue = deliverable

Table 35: Evaluation timeline 2020-2025

Date	Phases
PREPARATION PHASE FOR OVERALL EVALUATION	
From Dec--July 2021	Assign roles/responsibilities (WFP), Establish Evaluation Committee and Evaluation Reference Group
	Develop Terms of Reference (TORs) and budget (WFP)
	Procure independent evaluation firm (WFP)
INCEPTION PHASE FOR OVERALL EVALUATION	
From August-September 2021	Desk review of key project documents (evaluation team)
	Inception mission (evaluation team and WFP)
	Prepare Inception Report including quantitative and qualitative data collection tools (evaluation team)
BASELINE STUDY	
From October-December 2021	Preparation of field visits (evaluation team and WFP)
	Data collection (evaluation team)
	Data analysis (evaluation team)
	Prepare baseline study report (evaluation team with inputs from ERG)
	Share final baseline study findings with ERG including USDA (evaluation team)
	Request Commitment Letter modifications, as necessary (WFP)
MID-TERM EVALUATION	
From July 2023- October 2023	Inception: Update to original Inception Report as required, review of desk documents (evaluation team)
	Preparation of field visits (evaluation team and WFP)
	Data collection (evaluation team)
	Data analysis (evaluation team)
	Draft and finalize Mid-term Evaluation Report (evaluation team with inputs from ERG through exit mission debriefing and commenting on draft evaluation report)
	Disseminate final evaluation finding to ERG members including USDA through workshop and/or other channels (WFP)
	Prepare Management Response (WFP)
FINAL EVALUATION	
From September 2025 – December 2025	Inception: Update to original Inception Report as required, review of desk documents (evaluation team)
	Preparation of field visits (evaluation team and WFP)
	Data collection (evaluation team)
	Data analysis (evaluation team)
	Draft and finalize final Evaluation Report (evaluation team with inputs from ERG through exit mission debriefing and commenting on draft evaluation report)

Date	Phases
	Disseminate final evaluation finding to ERG members including USDA through workshop and/or other channels (WFP)
	Prepare Management Response (WFP)

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Annex 16: Summary terms of reference

See next page

Evaluation of USDA McGovern Dole Grant for WFP Home-Grown School Feeding Programme in Rwanda (2020-2025)

Summary Terms of Reference



The WFP RWCO is commissioning a baseline study, a midline and an endline evaluation for the FY 2020-2025 McGovern-Dole programme grant in support of WFP McGovern-Dole Programme activities in Rwanda for fiscal year (FY) 2020, to be evaluated from the period 1 March 2021 to 30 September 2025, to critically and objectively assess performance of the programmes and associated interventions for the purposes of accountability and learning and to fulfil a requirement of the USDA.

Subject and focus of the evaluation

These Terms of Reference (TOR) are to guide an evaluation process comprising three distinct evaluation processes over a five-year period. The evaluations are commissioned by the WFP Rwanda Country Office (RWCO) for the evaluations of the McGovern-Dole International Food for Education and Child Nutrition (McGovern-Dole programme) programme for fiscal year (FY) 2020. The TOR covers three deliverables: a baseline study (July-January 2021), a mid-term review (March-May 2023) and an endline evaluation (July-September 2025) for the McGovern-Dole programme. They will be undertaken in a single assignment (contract).

It outlines the evaluation requirements for the \$25 million McGovern-Dole programme grant supporting direct implementation of activities in 135 pre and primary schools in Karongi, Rutsiro, Nyamagabe, Nyaruguru, Burera, Kayanza and Gasabo districts, reaching 117,095 students (49 percent girls, 51 percent boys) and 820 adults (including 280 teachers, 405 cooks and 135 storekeepers) who participate in the programme at school level. Household and community-level interventions will directly benefit 18,256 parents. Through local capacity strengthening, 135 School General Assembly Committees and 386 school administration members will directly benefit.

The \$25 million FY20 project builds on significant achievements of the FY15 programme. The new programme will, in its early stages transition the four current districts representing 108 schools from McGovern-Dole to National School Feeding Programme support. Three final districts representing 28 new schools will be added to McGovern-Dole support in FY20

in order to install best practices through model schools in vulnerable regions ahead of handover.

Objectives and stakeholders of the evaluation

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

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

Key evaluation questions

The evaluations proposed will systematically employ the standard evaluation criteria of Relevance, Effectiveness, Efficiency, Impact and Sustainability. Gender Equality and the Empowerment of Women (GEEW) should be mainstreamed throughout.

The baseline evaluation will address the proposed key evaluation questions outlined in the approved evaluation plan (see Annex IV: Baseline Evaluation Matrix) to provide high-level insight on risks and opportunities related to the OECD-DAC criteria to ground evaluation analysis at midterm and endline on 1) quality of program design, 2) quality of WFP output and outcome monitoring tools (to the extent these are available), and 3) WFP's targeting for the overall indicator set.

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

Scope, methodology and ethical considerations

The evaluations for this programme cover all five school feeding years of implementation of the McGovern-Dole

funded programme for FY 2020-2025 related to its formulation, implementation, resourcing, monitoring,

evaluation, and reporting relevant to answer the evaluation questions for McGovern-Dole. The evaluation exercises will be designed to assess the impact of the programme's respective strategic objectives SO1: Improved Literacy of School-Aged Children, and SO2: Increased Use of Health and Dietary Practices.

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

The evaluations will be carried out through the same representative sample of HGSF schools in all districts of intervention: Karongi, Rutsiro, Nyamagabe, Nyaruguru, Burera, Kayanza and Gasabo, and a representative sample of schools with no WFP home grown school meals programme in comparison provinces.

The measurement of early reading outcomes for pre-primary and grades P1-P6 will be conducted using early grade reading assessment (EGRA) in a randomized sample of the 28 new schools added in the second phase of the programme where literacy is a key activity.

In light of the COVID-19 pandemic, the inception phase for the baseline evaluation will be conducted remotely. The data collection phase will be conducted through fully in-country fieldwork. A final stakeholder workshop will be held remotely for the baseline. The midline and endline evaluations are expected to be conducted

The evaluation conforms to WFP and 2020 UNEG ethical guidelines. This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.

Roles and responsibilities

EVALUATION TEAM: will conduct the evaluation under the direction of its team leader and in close communication with the WFP CO evaluation manager. The team will be gender-balanced and multi-national, with appropriate skills to assess gender dimensions and expertise in School Feeding, WASH, Primary Education, and Small Holder Farmer support. All team members should have strong analytical and communication skills, evaluation experience

and some familiarity and/or recent work experience in Rwanda.

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

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

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

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

Communication

Preliminary findings will be shared with WFP stakeholders in the Country Office, the Regional Bureau and Headquarters during a debriefing session at the end of the data collection phase. A country stakeholder workshop will be held in February 2022 to ensure a transparent evaluation process and promote ownership of the findings and preliminary recommendations by country stakeholders.

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

Timing and key milestones

Inception Phase: July-September 2021

Remote/in-country data collection: October 2021

Remote Debriefing: November 2021

Reports: December 2021- January 2021

Stakeholder Workshop: February 2021

Annex 17: Conflict of interest forms

283. TANGO has submitted the evaluation team's conflict of interest forms to the WFP evaluation manager.

Annex 18: Gender Assessment Brief: Home Grown School Feeding Programme



Commissioning Office: WFP Rwanda

December 2021

Introduction

284. WFP's Home-Grown School Feeding (HGSF) Programme aims to achieve two strategic goals: 1) improved literacy of school-age children, and 2) increased use of health and dietary practices. In light of the Government of Rwanda's (GoR) heightened emphasis on gender equality in school participation, performance and outcomes, WFP Rwanda commissioned an in-depth gender assessment to better understand the nuanced gender context within which HGSF programme activities unfold, and how these gender dynamics may be influencing or hindering the outcomes of the programme. Understanding this context is particularly important in terms of the sustainability of programme outcomes over time and within the context of WFP's commitment to a 'do no harm' approach in all of their work.¹

WFP's Gender Policy and Gender Transformative Approaches

285. The pursuit of gender equality and women's empowerment is central to WFP's mission of saving lives and changing lives and supporting countries in their quest to achieve the Sustainable Development Goals. WFP's 2009 gender policy introduced a shift from a women-centered approach to a broader analysis of the challenges and opportunities in the lives of the women, men, girls and boys whom WFP assists, focusing on gender norms and power dynamics as a broader social system. The policy emphasized men's roles in creating change and highlighted the importance of understanding gender relations. WFP's gender policy (2015-2020) emphasizes the need for a gender transformative approach and the forthcoming 2022-2026 policy further highlights the importance of this approach in WFP's work, reinforcing the critical need to address root causes of gender discrimination and inequality.⁹² The goal of the updated gender policy is to ensure that WFP optimizes its presence, role and capabilities, in partnership, to advance gender equality and empower women. WFP's ability to achieve its strategic objectives depends on it delivering food and nutrition assistance in a manner that addresses the differing needs, priorities and experiences of the women, men, girls and boys with whom it works⁹³.

Gender and School Feeding Around the World

286. School feeding programmes play a critical role in global development, including the realization of the Sustainable Development Goals (SDGs).⁹⁴ School feeding responds directly to the SDGs related to food security, education and gender equality (SDG 2, 4 and 5).⁹⁵ School feeding facilitates education and particularly for girls, it leads to improved food security, health and nutrition, the effects of which all contribute to ending hunger. School feeding helps close the gender gap in schools and helps to empower women by increasing their probability of employment. When girls are educated, they are more likely to have fewer and healthier children and to head families that are food secure.

Basic Facts about School Meals Worldwide

1. Nearly every country in the world has some form of school meals programme in place.
2. School meals programmes are the most common social safety net in the world.
3. An estimated 368 million children receive a meal at school every day, both in developing countries and in affluent countries.
4. The global investment in school meals is about USD75 billion a year.
5. The Midday Meal Scheme in India is the largest school meals programme in the world, as it feeds 105 million children every day.

Basic Facts about WFP School Meals Programmes

1. Since the establishment of WFP in 1961, school meals have been part of WFP's mission.
2. In 2015, WFP provided school meals to 17.4 million children in 62 countries, spending USD.321 million. In the majority of these countries, WFP also provided technical assistance.

⁹² Additional detail on WFP's forthcoming Gender Policy 2022-2026 was provided by the MEL team within WFP Rwanda for this assessment.

⁹³ WFP Gender Policy 2022

⁹⁴ *How School Meals Contribute to the Sustainable Development Goals: A Collection of Evidence*; WFP, 2017.

⁹⁵ *Sustainable Development Goals*; United Nations, 2015. *Feed Minds, Change Lives: School Feeding, the Millennium Development Goals and Girls' Empowerment*; WFP, 2014.

3. In 2015, WFP provided solely technical assistance on school meals programmes to 10 governments, indirectly benefiting an estimated 10 million children.
4. In 37 countries WFP provided technical assistance on home-grown school meals.

School Meals' Contribution to the Sustainable Development Goals

287. School meals contribute to the following specific SDGs:

- 1. Contributing to zero hunger:** When the rations are appropriately designed, school meals can improve the nutrition status of pre-school children, primary school children and adolescents, by addressing macronutrient and micronutrient deficiencies. This leads to enhanced nutrition and health, decreased morbidity, and increased learning capacities.
- 2. Contributing to education:** When a school meals programme is part of a package of investments in education, it can help maximize the return of these investments, because school meals facilitate access to school, increase enrolment and attendance rates and improve the nutritional status, health and cognitive development of children.
- 3. Contributing to gender equality:** Girls struggle more than boys for access to education; one in every ten girls in the world is out of school, while with boys this figure is one in twelve. Women and girls are also more exposed to hunger and malnutrition than boys; they represent 60 percent of all undernourished people in the world. And when adolescent girls are out of school, they are more vulnerable to forced marriage, early pregnancy, violence and even human trafficking. When adequately designed, school meals programmes can narrow these gender gaps and help break the vicious cycle of discrimination against girls.
- 4. Contributing to the economy:** When well-designed, school meals programmes have direct benefits for children: they improve their nutrition status, health, and level of education. These direct outcomes further contribute to wider processes such as the reduction of poverty and inequality and economic growth.

HGSF Programme Overview

288. To improve health, nutrition, and education outcomes, the GoR and WFP have collaborated on implementation of school feeding programme since 2002. WFP Rwanda has been implementing the HGSF programme funded by the United States Department of Agriculture (USDA) McGovern-Dole International Food for Education and Child Nutrition Program (MGD) since 2015. WFP Rwanda is currently implementing phase two of the 5-year HGSF programme in Rwanda from 2020 to 2025. The HGSF programme currently provides school health and nutrition interventions to approximately 79,000 primary students (49% girls / 51% boys) in 108 schools across four districts. In 2022, the programme will expand to 28 new schools in three additional districts and will include pre-primary and primary students.

Gender Aspects of the Current Programme

289. The current programme provides equal access to direct activities and benefits to girls, and the previous 5-year phase supported and influenced the government's policies on gender equality, specifically in the recognition of the value of sanitation rooms for girls and the work to develop meals that meet the nutritional needs of adolescent girls. In addition, the Gender and Age marker tool (GAM) was used for the programme when the Country Strategic Programme was first developed, achieving a score of 3 out of 4. This process includes assessing if data was disaggregated by sex and age and if gender analysis informed the formulation and revision of policies and programmes. This introduced a three-pronged approach where gender is embedded, ensuring that girls and boys benefit equitably from the HGSF programmes, and the presence of gender transformative practices that encourage and enable women to be part of decision-making processes in school management and HGSF committees.

290. Although the programme seeks to align with WFP's Gender Policy, the original programme design did not include a targeted approach to address existing gender inequalities and the need for women's inclusion and empowerment. The inclusion of a gender equality and women's empowerment (GEWE) approach in the programme has been discussed previously but has not yet been implemented, thus the following gender assessment conducted at baseline is intended to help identify a way forward.

Relevant Findings from the 2021 HGSF Programme Endline Evaluation

291. Some of the key findings from the 2021 HGSF programme endline evaluation that are most relevant to issues of gender equality and mainstreaming, and also highlight areas where the programme can make improvements in this regard, are highlighted below.

Impact and Sustainability

292. The programme's influence on national approaches to gender equality is reflected in the Government's recognition of the value of girls' sanitation rooms and the work to develop meals that meet adolescent girls' nutritional needs. There is scope for greater gender sensitivity in the programme, and potentially for the scaled-up national programme.

Gender

293. While WFP has a strong institutional focus on gender equality, the McGovern-Dole results framework does not specifically mention gender equality as an objective. The project proposal does not reference a gender analysis. The CO's Country Gender Action Plan 2016-2020 refers to a gender baseline study done in 2015-2016 but the plan notes only limited challenges to the HGSF, in terms of the number of female cooks and female teachers.

Nutrition

294. WFP's work on nutrient gap analysis for the national school feeding programme has expanded thinking on school nutrition and has increased gender sensitivity toward the nutritional needs of adolescent girls, who may still be matriculating in primary school. WFP has worked with MINEDUC on constructing local school meal menus to address the specific nutritional needs of adolescent girls (e.g., iron-rich foods).

Operational Recommendation 6: Implement appropriate gender analysis and approaches for Phase II

295. While the McGovern-Dole Programme design aligns with relevant gender policies and frameworks, efforts toward gender-equitable outcomes and gender-appropriate approaches would benefit from a broader lens that monitors how interventions influence GEWE. The absence of a comprehensive gender analysis, and the missed opportunity to implement relevant gender-sensitive approaches in interventions, are significant gaps. The programme should make learning on gender an explicit focus for Phase II. WFP should conduct a gender analysis at baseline and consider a gender audit at midterm and/or at endline.

The Gender Context of Rwanda

Gender Norms and Persistent Inequality

296. In Rwanda, women's empowerment and gender equality have seen improvement in recent years across some key metrics (political representation, legal reforms, girls' education, maternal mortality, for example). However, gender norms and the discriminatory beliefs and attitudes that drive the exclusion of women and girls remain intact in many arenas of life and are often unaddressed in policy and programs. Patriarchal gender norms continue to primarily promote men as leaders, providers and decision makers, and women as wives and mothers. Unpaid care work continues to severely impact women's and girls' freedom, mobility, economic opportunities and quality of life. Men remain primary decision makers around how money is spent and largely control household income autonomously. Girls as well as boys are prepared from a young age to fulfill these gender roles as adults.
297. Men continue to outnumber and outrank women at most levels of leadership within key government roles.⁹⁶ Further, violence against women and girls has severe negative consequences for their agency, health and well-being and remains high in Rwandan society, with 24 percent of adolescent girls aged 15-19 and 28 percent of young women aged 20-24 having experienced violence at least once since the age of 15.⁹⁷ The gendered normative attitudes that support and perpetuate violence against women and girls in Rwanda remain high: 45 percent of girls aged 15-19 and 42 percent of young women aged 20-24 believe that a

⁹⁶ Permanent secretaries of ministries (30 % women); Heads of public institutions (20 % women); Director Generals (DGs) of ministries (34 % women); DG equivalents in ministries (25 % women); Directors of units (24 % women)

⁹⁷ DHS 2014-2015; NISR, 2015.

husband is justified in beating his wife for at least one or more of six common scenarios in the Rwandan context, including burning food, disagreeing with him or refusing to have sex with him (2014/15 DHS survey).

Gender, Nutrition and Food Security

298. Gender-based poverty is a characteristic of poor rural households in Rwanda. Female-headed households in Rwanda, comprising 23 percent of all households on average, are more likely to be food insecure than those headed by men, comprising of 17 percent. Factors that increase the risk of stunting in children include mothers who are stunted, have low levels of education, and do not receive antenatal care. Anemia affects 19 percent of women. The percentage of stunted children under the age of 5 has decreased from 38 percent in 2014/15 to 33 percent in 2019/20⁹⁸.

Gender and Education

299. Achieving gender equality in education is a national priority for Rwanda. In 2019, the total net enrolment rate for girls was 98.6 percent and 98.4 percent for boys in primary education. At secondary level, the rate was 26.7 percent for girls and 22.1 percent for boys. The number of female students is often higher in pre-primary, primary and lower secondary levels but shifts at higher levels, with male students predominating at tertiary level (60.6% males, 44.6% females).⁹⁹

300. Differences in the dropout rates of girls and boys are minimal, however data indicates that girls are much more likely to be out-of-school from age 16 onwards. Girls are also more likely to dropout when there are more siblings in the household and are also more vulnerable to shocks in the household, for example the birth of a new child or the death of the mother. This is related to the expectation for girls to manage other children and provide domestic labour for unpaid care work in the home. The Rwanda Education Sector Strategic Plan has a dedicated budget line item to address education barriers for girls, including the provision of gender-sensitive water and sanitation facilities.

Policy & Strategy Environment in Rwanda

301. Rwanda has a number of national policies and strategies that support gender equality and affirm the equal rights of women and girls, both as a targeted priority as well as a cross-cutting theme. These include:

- Vision 2050
- National Strategy for Transformation (NST1)
- Education Policy 2003
- Education Sector Strategic Plan 2018-2024
- Girls Education Policy 2008
- National Comprehensive School Feeding Policy 2019
- National Gender Policy 2021

Assessment Methodology

Scope of the Study

302. This gender assessment has been commissioned by WFP Rwanda as part of the Baseline Evaluation of the USDA-funded McGovern-Dole International Food for Education and Child Nutrition Grant for WFP's HGSEF Programme in Rwanda (2020-2025). This assessment contributes formative research with the purpose of gathering the necessary data to render the programme gender-transformative in all activities and outcomes.

Research Objectives

303. The main objective of the gender assessment is to assess how gender dynamics in the immediate environment (home, school and community) are potentially influencing and/or hindering the impact of the HGSEF programme, and what opportunities the programme has to promote gender equality and women's empowerment more holistically throughout its activities, with an emphasis on adopting a gender transformative approach.

⁹⁸ DHS 2014/15 – 2019/20; NISR Rwanda.

⁹⁹ Education Statistical Yearbook; MINEDUC, 2019.

304. Specific objectives include:

- To identify and understand how the influence of household gender dynamics (productive/reproductive roles, financial management and decision making, agency, division of labour/unpaid care work, gendered approaches to parenting) affects women's and men's positive participation in their role as parents and in schools in different ways, as well as the influence it has on the attitudes of children.
- To identify and understand the way gender norms and power dynamics in the home, community and school affect women's and girls' access, participation and benefits from the school feeding programme and educational/employment outcomes.
- To inform a gender transformative approach that intentionally incorporates considerations around gender norms, responsibilities, and power relations into project implementation, monitoring and evaluation.

Methodology

Study design & Data collection methods

305. This gender assessment takes the form of a participatory, qualitative research exercise to identify the gender norms, roles and responsibilities within the home and community, including access to and control over relevant resources, structures of decision-making and participation between men and women (parents and teachers), as well as gender-related vulnerabilities and opportunities for girls and women in select aspects of the HGSF programme including paid work opportunities, community leadership roles, etc. The gender assessment also explores how gender norms and beliefs advance or constrain gender equality, women's empowerment, positive parenting, and inclusive learning practices.

306. Qualitative and quantitative data for this gender assessment has been collected through both secondary research / desk review and primary research / field data collection in four HGSF programme schools. Data collection involved a mix of focus groups discussions (FGDs), household interviews (HIs) and key informant interviews (KIIs). FGD participants included parents, teachers, committee members, cooks, boys and girls.

Key Findings

Tying It All Together: Revisiting the Research Questions

307. The findings of this gender assessment are rich and nuanced, providing a comprehensive overview of the gender environment surrounding the HGSF programme and its impact, both direct and indirect, on the success and sustainability of the programme, as well as the education sector as a whole, in both the short and long term. The below summary highlights the guiding research questions and critical content of this report.

308. **How are gender dynamics in and around the HGSF programme potentially hindering the impact and/or educational outcomes of the programme (i.e. gender dynamics related to mobility, leadership/agency, permission, power dynamics, parenting/role model behavior for girls and boys, financial decision-making, influencing parent contributions, adult authority figures (parents, deputy head teachers, cooks, committees)?**

309. The gender dynamics in and around the HGSF programme are in some ways hindering the positive impact of the programme across numerous areas. Gender norms and discriminatory attitudes around girls' education that are left unaddressed by the programme, and the education sector more broadly, are continuing to perpetuate boy preference and the belief that education for girls is not particularly valuable or necessary, despite considerable efforts made by the government to promote girls' education. Gender dynamics in the home that reinforce a normative belief in women's and girls' inferiority and their primary role of servitude in life continue to create immense barriers for them to be able to fully participate in and benefit from different aspects of the HGSF programme on par with men and boys. Unequal power dynamics between spouses in the home also negatively affect parents' ability to ensure contributions are paid in full and on time, and without creating an additional burden on women to provide contributions in-kind through manual labour. Gender dynamics in the school setting are further role modeling unequal behaviour for boys and girls and reinforcing a myriad of gender stereotypes, including normalizing gender-based violence and the exclusion of women and girls. In addition, norms around gender, power and food in the home may also

be hindering the programme's objectives and positive messaging in relation to nutrition and food security and ensuring that women and girls are able to claim their equal rights to both.

310. How does the gendered environment influence student attitudes and perceptions of education as well as access to education, girls' and women's sense of agency and decision-making power, and girls' and women's real access to unique and valuable leadership or employment opportunities within the programme/school/community?

311. The findings from this assessment illustrate how the gendered environment is influencing students' attitudes and perceptions around education, as well as their real access to education. Gender norms promote education for boys and domestic work for girls. Both boys and girls are learning from a young age the distinct gender roles they are expected to fulfill in their homes and communities, roles which uniquely privilege boys with an environment of encouragement, support, freedom, mobility and independence, and uniquely disadvantages girls with an environment of discouragement, a heavy daily burden of domestic work, and the expectation that girls will primarily become wives and mothers in someone else's household in the future. The significant burden of domestic work is a key driver in girls' exclusion from education, contributing to them missing classes, being late for school, dropping out of school entirely and struggling to be able to revise their studies or complete homework. The widespread attitude that education is most important for boys because boys will be future breadwinners and are 'less vulnerable' than girls, while girls are expected to become wives and mothers and remain in the domestic sphere for the majority of their lives, is entrenched at all levels and presents distinct challenges for the overarching aims of the programme and the education sector as a whole. This attitude is reinforced by the norms, behaviours and beliefs that are perpetuated by parents, siblings, teachers and other community members.

312. Girls' and women's sense of agency and decision-making power is profoundly shaped by the environment in the home, school and community, reinforcing ideas of their perceived low status in society, denying them the ability to make decisions about their lives, control household income, access paid employment, or advocate for themselves and their rights (including their right to adequate and nutritious food, as well as their right to education). Their access to leadership or employment opportunities is curtailed by gender dynamics within the home and school setting, where men and boys dominate in terms of key leadership roles, influence, paid roles within the programme and decision-making power. The distinct gender expectations for women and girls to spend extensive hours on childcare and domestic work serve to prevent them from having the time or energy to take on such opportunities. Although some women mentioned they could manage both, promoting women's paid work outside of the home without simultaneously addressing the need for redistribution of unpaid care work within the home, creates a double burden of work for women. In addition, the need for girls and women to obtain formal permission from men to leave the home or spend time on tasks outside of unpaid care work is another hurdle for them to be able to access and benefit from the HGSP programme to the same degree as boys, across all programme activities.

313. What opportunities does the HGSP programme have to promote gender equality and women's empowerment through its activities? Which factors or conditions could better facilitate these opportunities? What combination of interventions (if any) appear to be more successful (for example: an enabling environment and strong SBCC messaging)?

314. There are some notable positive impacts of the program that should be continued, and further strengthened by adopting a gender transformative approach. School meals have helped to decrease absenteeism and lateness for girls; girls' absenteeism due to illness decreased from 8 percent at baseline in 2016, to less than 2 percent in 2021. Attendance for girls also increased from 91.7 percent at baseline in 2016, to 96 percent in 2021. Girl participants in this study indicated that the sanitary rooms for girls in schools have allowed them to access the menstrual hygiene products and support they need during menstruation, helping to reduce absenteeism in school and improving their overall comfort level. In addition, school meals provided in the afternoon help girls to remain in school for afternoon classes, which is important for their consistent attendance and overall school performance. Separate latrines for boys and girls reportedly also help girls to have more privacy at school. In terms of general perceptions around the benefits of the programme, all participants reported that the programme has been helpful in reducing school drop outs and absenteeism, as well as improving school performance and students' ability to focus in class without feeling hungry.

315. The HGSP programme also has numerous opportunities to promote gender equality and the empowerment of women and girls' by mainstreaming gender considerations more intentionally and effectively across its various intervention areas. Addressing gender norms and power dynamics at the level of primary school is

an advantage for the HGSF programme and the education sector as a whole. Engaging children at a young age helps to prevent the replication of these inequalities and barriers as girls and boys grow up. Taking a transformative approach to addressing these deeply imbedded gender barriers also offers significantly better 'value for money' from a donor perspective; if the root causes of such issues are not addressed, then the same problems will appear again and again over time, chronically hindering the impact and success of the programme, slowing down progress and requiring additional investments to be made year after year with limited gains. In addition, by not directly acknowledging and tackling the known gender barriers that are creating harm and exclusion for women and girls, the HGSF programme can unintentionally normalize the status quo and reinforce discriminatory gender norms and power dynamics in their current form.

Recommendations

316. Based on the findings from this report, a comprehensive package of interventions are recommended in line with established best practices in gender transformative mainstreaming within programmatic work and further informed by first-hand knowledge and expertise on 'what works' in the Rwandan context. These transformative interventions can produce significant positive results in terms of gender equality in the HGSF programme and across the education sector, and make significant progress in breaking down systemic gender barriers related to education, food security and nutrition. Key recommendations include:

- **Invest in baseline gender and GBV education for everyone involved** (partners, schools, teachers, parents, students) to improve basic understanding of key concepts, emphasize the importance of gender equality and the prevention of discrimination and violence, and ensure that the root causes of women's and girls' exclusion are addressed, with an emphasis on women's and girls' rights and unpaid care work. Groups should be engaged separately based on age and sex and with same-sex facilitators (i.e. girls should be engaged in separate groups from boys, adult women should be engaged in separate groups from men), in line with established best practice in the sector. This approach is highly valuable for addressing the barriers raised in this report, and can be conducted with even a small number of schools to start out, scaling over time. (WFP)
- **Engage parents in targeted dialogue and learning sessions** around gender roles and power dynamics in the home, including decision making and agency, control over financial resources, power sharing, unpaid care work, equal parenting and feeding practices, and role modeling gender equality for children. These activities can be integrated across existing programme touchpoints via programme trainings or meetings facilitated by WFP, WV and GHI. Small groups of parents can be engaged at first depending on availability of resources for these types of interventions, and these groups can then become school / community champion groups that continue to influence and educate other parents and adults. This approach can also be applied to engaging students and teachers, and is a less resource intensive way of fostering gender transformative outcomes that are community-owned. (WFP, World Vision (WV), Gardens for Health International (GHI), Education Sector)
- **Ensure mandatory equal representation on committees as well as for paid roles**; this could mean establishing equal representation quotas beyond the minimum of 30 percent, to a fully equal 50/50 split that would help to normalize women's and girls' fully equal participation beyond the 30 percent standard, which often tends to be perceived and acted upon in a tokenistic way. (WFP/Education Sector)
- **In-depth engagement of key leadership figures within the programme on the gender issues and barriers highlighted within this report**; this can include special sessions provided to programme partners, teachers, local leaders, sector education officers, etc. to ensure meaningful capacity is built around core gender concepts, gender transformative approaches and tools/methods, and that the programme can be effectively implemented and evaluated in a gender transformative way. (WFP, WV, GHI, Education Sector)
- **Advocate for the Government to allocate a larger budget to the programme overall to make sure girls and women don't get left behind**; the findings of this assessment can provide an additional opportunity to further highlight persistent gender barriers that are hindering the programme and encourage the GoR to put more emphasis on addressing these issues in a transformative manner in

future years of the programme, including allocating sufficient resources for this purpose. (WFP/Education Sector/National School Feeding Steering Committee)

- **Learn from other programme aspects and develop bespoke campaigns around specific gender issues and identified barriers** (similar to the approach taken for previous challenges related to WASH as well as parent contributions, etc.); this can mean targeting unpaid care work as a key barrier, for example, and engaging communities in education/sensitization around this issue, as well as developing and disseminating promotional/behaviour change materials to target problematic behaviours/attitudes while also helping to normalize conversations about gender equality, power dynamics and girls' and women's rights. (WFP/Education Sector)
- **Establish a gender focal person at each school**; the focal person should have their capacity built in advance so they are fully equipped to be able to recognize and understand gender issues in the school context, effectively address them and promote a shift in attitudes and mindsets around gender and the rights of women and girls in the school environment and wider community. (WFP/Education Sector)
- **Integration of harmonized, consistent SBCC messaging around gender into existing activities and campaigns** within schools and across programme activities; SBCC campaigns targeting some of the key barriers highlighted here would help to shine a light on highly problematic gender issues that have become normalized over time (girls' excessive burden of domestic work, for example), but which are hindering the positive impact of the programme as well as violating girls' rights more broadly. SBCC efforts should also include thorough gender mainstreaming across existing SBCC materials and ensure no materials promote gender stereotypes or reinforce harmful norms and power dynamics. (WFP, WVI, GHI, Education Sector)
- **Ensure partners engage student clubs on gender equality**; this could mean developing new clubs that focus on gender equality, girls' rights and violence awareness and prevention, and/or mainstreaming these thematics and discussions into existing student clubs. Learnings from successful clubs (literacy clubs, nutrition clubs, etc.) implemented so far can also be applied to this approach where appropriate. (WVI, GHI)
- **Ensure a gender transformative lens is applied to the feedback loop/formal complaint mechanism currently being developed**, so that individuals within the school and/or community can raise gender concerns / issues where they arise and programme partners can intervene in a timely manner to rectify such issues, as well as learn from the process. This could include everything from an anonymous 'suggestion box' approach at school level to implementing quarterly gender monitoring site visits. (WFP)
- **Engage fathers directly, and target men and boys for education around gender norms and equality**; this engagement should be bespoke for a male audience and tailored to specific concerns related to toxic masculinity and harmful power dynamics that are driving the exclusion and violence that girls and women are currently facing. (WFP, WVI, GHI, Education Sector)
- **Establish a safe and confidential GBV/ gender discrimination reporting mechanism** within schools with a specific safeguarding focus, to ensure girls are able to raise concerns and access timely support, and to ensure accountability to programme beneficiaries and WFP's commitment to mitigate risks of GBV. This could include equipping school leadership or an appointed school-based gender focal person with additional knowledge and understanding around GBV as well as practical skills and information for receiving reports and safely referring children to existing services. (WFP/Education Sector)
- **Integrate capacity building and learning opportunities around key gender concepts and gender transformative approaches into quarterly programme workshops for partners**; in this space, partners can learn more about gender transformative work, present on their progress on gender mainstreaming, access additional technical support, learn from each other, establish what works/best practice, continue to build their individual and collective capacity, and actively strategize to solve problems and continuously improve the programme. (WFP)

- **Establish gender data reporting mechanisms that go beyond purely quantitative metrics and are accountable to partners and the community;** gender inequality, exclusion, violence and discrimination are driven by social systems of power and privilege and cannot be succinctly or accurately measured by looking at quantitative representation of men/women and boys/girls alone. Gender data collection should always assess the qualitative experiences of boys and girls, women and men, to be able to effectively evaluate where progress is really being made in a meaningful way; this is even more crucial when taking a gender transformative approach that is attempting to address root causes of key gender barriers. In addition, data collection should be accountable to programme partners as well as partner communities within the programme, to ensure everyone understands why data is being collected and how it will improve the programme, and to make sure that partners and communities have access to the key findings and insights of this data collection. (WFP)

317. Overall, WFP and the communities it serves stand to benefit significantly through the implementation of gender transformative interventions that address the key gender barriers articulated in this report, in the interest of both short term and long-term impact.

Annex 19: Observations on programme targets

318. This annex provides the evaluation team's observations and suggestions for adjustments to programme targets. The analysis includes only the indicators for which the evaluation team is responsible to collect data (these are specified in Annex 9), and therefore indicators for which we have measured baseline values (indicators whose baseline value is zero are not discussed). Where possible, the evaluation team has reflected back on Phase I performance indicators.

Activities	Performance Indicator	Phase I MT	Phase I EL	Phase II BL-G1	Phase II BL-G2	Phase II BL-CN	FY21	FY22	FY23	FY24	FY25	Comments
4 Support Improved Literacy	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	59.0	77.7	60.0	59.9	68.7	59%	59%	64%	64%	69%	ET observation: Targets should be set separately for Group 1 and 2 schools. Even though baseline values are similar, rate of change may be different. WFP can look to Phase I progress to assess the effectiveness of approaches as part of the Phase II target-setting process.
1.1 Provide Nutritious School Meals	Average student attendance rate in USDA supported classrooms/schools			90.9	56.9	65.5	98%	98.5%	99%	99%	99%	ET observation: No baseline value for this in Phase I. Again, targets should be set separately for Group 1 and 2 schools. Targets seem on the high side but may be within reach if there are no external shocks like COVID, based on Phase I results.
4.3 Support Teachers' professional development	Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance			71.4	0.0	0.0	329	329	329	95	95	ET observation: WFP should convert the numbers into percentages to assess target feasibility based on Phase I results. Set separate targets for Group 1 and 2 schools, with clear documentation on assumptions behind target-setting and the actual calculations.
4.3 Support Teachers' professional development	Number of school administrators and officials trained or certified as a result of USDA assistance	93	104	103	0	0	365	365	365	105	105	ET observation: WFP should convert all numbers into percentages for basic comparison to assess target feasibility based on Phase I results (noting that they are different studies with different population and sample sizes). Set separate targets for Group 1 and 2 schools, with clear documentation on assumptions

Activities	Performance Indicator	Phase I MT	Phase I EL	Phase II BL-G1	Phase II BL-G2	Phase II BL-CN	FY21	FY22	FY23	FY24	FY25	Comments
												behind target-setting and the actual calculations.
1.1 Provide Nutritious School Meals	Number of students enrolled in school receiving USDA assistance	9,976	18,672	15,131	7,199	5,013	88,397	117,095	117,095	28,698	28,698	ET note: This is just for the 41 schools that we interviewed. We do not know the attendance of all 145 schools but understand WFP is also collecting that data and can verify for the panel schools based on our surveys. ET observation: WFP should convert the numbers into percentages to assess target feasibility based on Phase I results (noting that they are different studies with different population and sample sizes). Set separate targets for Group 1 and 2 schools, with clear documentation on assumptions behind target-setting and the actual calculations.
1.1 Provide Nutritious School Meals	Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance		16,624	14,418	1,735	2,753	16,268,676	22,833,525	22,833,525	5,596,110	5,596,110	ET note: Numbers are only for the 41 schools we interviewed. ET observation: No comment here. This is an activity indicator and should already have a calculation behind it.
1.1 Provide Nutritious School Meals	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance		16,624	14,418	1,735	2,753	88,397	117,095	117,095	28,698	28,698	ET note: Numbers are only for the 41 schools we interviewed. ET observation: No comment here. This is an output indicator and should already have a calculation behind it. There should be a correlation between number of school meals given and number of children receiving these meals, especially since

Activities	Performance Indicator	Phase I MT	Phase I EL	Phase II BL-G1	Phase II BL-G2	Phase II BL-CN	FY21	FY22	FY23	FY24	FY25	Comments
												it is usually one meal/day per child. That correlation is not clear at first sight, but WFP should have its calculations for this.
5.7.1 Build Capacity of cooks and storekeepers	Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance	85.0	40.0	4.7	0	0	289	365	365	76	76	ET note: This is just for the 41 schools in our panel. ET observation: WFP should convert the numbers into percentages to assess target feasibility based on Phase I results (noting that they are different studies with different population and sample sizes). Set separate targets for Group 1 and 2 schools, with clear documentation on assumptions behind target setting and the actual calculations. In this case Phase I and 2 targets may be closer together given the high turnover of cooks, but there may be residual institutional memory and they already have better infrastructure so pace of change may still be higher.
2.2 Construction of water systems	Number of schools using an improved water source	99	107	107	28	9	108	128	135	28	28	ET note: This is just for the 41 schools in our panel. ET observation: WFP should convert the numbers into percentages to assess target feasibility based on Phase I results (noting that they are different studies with different population and sample sizes). Set separate targets for Group 1 and 2 schools, with clear documentation on assumptions behind target setting and the actual calculations.

Activities	Performance Indicator	Phase I MT	Phase I EL	Phase II BL-G1	Phase II BL-G2	Phase II BL-CN	FY21	FY22	FY23	FY24	FY25	Comments
	Number of schools reached with LRP activities as a result of USDA assistance	108	108	107	28	0	108	135	135	28	28	ET observation: Seems to be a straightforward output count taking into account the Group 1 phase -out. That would give targets as added in the columns [non-cumulative]

Acronyms

ACR	Annual Country Report
AU	African Union
CBEHPP	Community-based Environmental Health Promotion Programme
CFSVA	Comprehensive Food Security and Vulnerability Analysis
CHAI	Clinton Health Access Initiative
CHW	Community Health Worker
CO	Country Office
CSRFSN	Country Strategic Review of Food Security and Nutrition
DDP	District Development Plan
DEO	District Education Officer
DEQAS	Decentralized Evaluation Quality Assurance System
DFID	Department for International Development
EB	Executive Board
EC	Evaluation Committee
EGRA	Early Grade Reading Assessment
ERG	Evaluation Reference Group
ESSP	Education Sector Strategic Plan
EQAS	Evaluation Quality Assurance System
ET	Evaluation Team
FCDO	Foreign, Commonwealth and Development Office
FY	Fiscal Year
GDP	Gross Domestic Product
GEWE	Gender Equity and Women's Empowerment
GHI	Gardens for Health International
GNI	Gross national income
HCI	Human Capital Index
HGSF	Home Grown School Feeding
LARS	Learning Achievement in Rwandan Schools
MDG	Millennium Development Goal
MGD	McGovern-Dole
MHM	Menstrual hygiene management
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Affairs
MINEDUC	Ministry of Education
MINESANTE	Ministry of Health
NCDA	National Child Development Agency
NISR	National Institute of Statistics of Rwanda
NSF	National School Feeding
NSF	National School Feeding Programme
NSFSC	National School Feeding Steering Committee
NSFP	National School Feeding Policy
ODA	Official development assistance
OECD-DAC	Organisation for Economic Co-operation and Development - Development Assistance Committee
OEV	(WFP) Office of Evaluation
PMP	Performance Monitoring Plan
RB	Regional Bureau
RBC	Rwanda Biomedical Centre
RBN	(WFP) Regional Bureau Nairobi

REB	Rwanda Education Board
SDMS	School Data Management System
SEO	Sector Education Officer
SGAC	School General Assembly Committee
SGBV	Sexual and Gender-based Violence
SMC	School Management Committee
TOR	Terms of Reference
TWG	Technical Working Group
USDA	United States Department of Agriculture
VIP	Ventilated improved pit
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WVI	World Vision International
UN CCA	United Nations Common Country Analysis
UNCT	United Nations Country Team
UNDAP	United Nations Development Assistance Programme
UNHDI	United Nations Human Development Index
USAID	United States Agency for International Development
USDA	United States Department of Agriculture
VNR	Voluntary National Review
WASAC	Water and Sanitation Corporation

World Food Programme Rwanda
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