

# Decentralized Evaluation

## **Mid-Term Evaluation of McGovern-Dole-supported School Feeding Programme in Nepal (FFE-367-2014/050-00) January 2015 – September 2016 Evaluation Report**

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## **DISCLAIMER**

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## **Executive Summary**

### **Introduction**

1. The World Food Programme (WFP) has commissioned a mid-term evaluation (MTE) of its school feeding programme (SFP) in Nepal, which is implemented with the support of the McGovern-Dole (MGD) Food for Education Programme of the United States Department of Agriculture (USDA). USDA has already invited, and WFP has submitted, a proposal for a further phase of MGD support to school feeding in Nepal.

2. The main objective of the evaluation is to assess and report on the performance of the programme and associated interventions, serving the dual and mutually reinforcing objectives of accountability and learning. The primary users of the MTE are the WFP Nepal CO and its implementing partners (IPs), in particular the Government of Nepal Ministry of Education (MoE), the Local Education Development Partners Group (LEDPG), and USDA.

3. Although WFP has been working on school feeding in Nepal since 1974, this MTE is concerned with operations supported by the current MGD grant (US\$26.96m), covering fiscal years 2014-2016 (effectively calendar years 2015-2017 inclusive). The operation is Component 2 of WFP's current Nepal Country Programme (CP), also recently evaluated. It is focused on ten districts in the Mid- and Far-Western Development Regions (MFWR), selected on the basis of poverty, food insecurity, malnutrition and poor educational outcomes. It was designed to provide school meals to 190,000 school-age children (pre-primary and primary) in 1,800 schools alongside complementary literacy, infrastructure, awareness raising, capacity development and water, sanitation and hygiene (WASH) interventions. It also includes capacity building activities for the Government of Nepal's National School Feeding Programme (NSFP), which operates in 29 districts using a cash-based modality; the WFP SFP uses the in-kind modality, mostly relying on food imported from the US. In July 2016, following extension of Basic Education up to Grade 8 by the Education Act, coverage was extended to 270,000 children in 2,445 schools including pre-primary classes.

4. The operation is guided by a results framework that puts school meals in a broader context of interventions intended to make better child nutrition effective in terms of educational and livelihood outcomes. Its two MGD strategic objectives (SOs) are therefore improved literacy of school-age children and improved use of health and dietary practices. For the various literacy, WASH and infrastructure activities required, WFP contracted IPs that are expert in these fields.

5. In a national context of ongoing poverty, widespread food insecurity, dependence on migrant labour, poor infrastructure, environmental vulnerability and political instability around the new Constitution, Nepal has made some economic and educational progress, the latter aided by strong donor support. Primary school enrolment is now 95 percent of eligible children, with gender parity achieved. However, school enrolment and attendance continue to be affected in the MFWR by various socio-economic factors, including withdrawal of boys for migrant labour (or to be sent to private schools) and of girls for home labour or early marriage.

### **Methodology**

6. The MTE adopted a pragmatic mixed-methods approach. Desk review and analysis of documents and data were complemented with semi-structured interviews and focus groups and observation during field visits included in its two-week mission to Nepal. It sought both triangulation and complementarity between data collection methods and employed a consultative approach, engaging with a wide range of stakeholders. At the heart of the approach is an analysis of the theory of change (ToC) underlying the design of the MGD programme. Guided by an evaluation matrix that elaborated on the four main questions posed by the terms of reference, the MTE applied the standard evaluation criteria of relevance, effectiveness, efficiency, sustainability and impact; although for the latter two criteria it was only possible to identify initial signals of likely performance at this mid-term stage. It also explicitly considered the internal coherence of the different elements of a school feeding programme, and external

coherence: the consistency of the SFP with other relevant programmes. It was beyond the MTE's scope to collect primary quantitative data to compare with the baseline survey.

### Key Findings

7. **Appropriateness.** In its integrated form – incorporating literacy and WASH interventions and strengthening parent and community awareness and engagement – the operation is highly appropriate from the perspective of school children's nutritional and educational needs in the MFWR (and many other parts of Nepal). It is broadly coherent with national policies and strategies, except that it remains dependent on imported commodities while the GoN intends to build its school feeding strategy around local procurement and production. Another area of uncertain policy alignment concerns the choice of cash or in-kind modalities; WFP has supported Government development of the former while itself still tied to the latter. Programme design and implementation were not optimally aligned with past and current WFP gender policies and criteria. Gender analysis in the design document was partial. Through the LEDPG, WFP achieved good complementarity and external coherence with the related programmes of development partners (DPs). Internal coherence between components of the operation was strong, although not all activities were implemented at scale. Internal coherence within the CP was limited by poor funding of other CP components.

8. **Results.** Assessing the results of the programme is challenging, because of the complex, overlapping and inconsistent set of reporting indicators in use. It appears that about 95 percent of the revised target total of 270,000 school children are being reached and that the core business of providing school meals has been performed satisfactorily, at 85-90 percent of the target number of meals. However, the ration provided is smaller than that recommended by international guidelines. Overall, capacity development outputs have also been achieved as intended. Infrastructure outputs have fallen behind schedule. Reaching clear conclusions about outcomes is particularly difficult. There is some evidence that good improvements in literacy are emerging, although it is clouded by uncertainty about the quality of baseline data. Reports against the weaker target indicators about improved use of health and dietary practices do not yield a conclusive picture of progress.

9. Programme implementation took some account of gender issues, but could have been more proactive. Appropriate protection measures were taken. At policy and management levels in national and local government, it missed opportunities to engage more proactively with gender initiatives and focal persons.

10. The operation has not worked efficiently with the Government towards handover, and the Government is highly unlikely to continue the type of school feeding programme that the current operation is delivering – because of its central reliance on externally sourced foodstuffs. However, WFP has worked with the Government to pilot alternative modalities for a sustainable, locally grown SFP.

11. **Factors affecting results.** Most WFP systems coped well with the core task of providing school meals. A new and much more complex challenge is to coordinate and ensure quality of the wider range of sectors, IPs and activities involved in the current operation. This is a heavy burden for the CO, and not a practical proposition for the reduced number of field staff. Monitoring indicator definition, data collection and progress reporting have significantly impaired the performance of the operation, and of this MTE. CO informants were unable to give comprehensive and specific explanations of all the data changes and inconsistencies. These problems are compounded by weaknesses in the timing and quality of the baseline survey.

12. WFP's institutional, governance, partnership and coordination arrangements have generally enhanced the performance of the operation. Despite the challenges of operational coordination, it has performed well in its implementation partnerships and sectoral collaboration with the Government and development partners; but it is constrained by the current need to work with two school feeding agencies in the MoE, rather than one. Despite the

delays and difficulties that the 2015 earthquake caused, WFP was able to maintain most of the operation. While Government funding for school feeding has been increasing, it remains inadequate for implementation of the integrated approach in all the districts that need it.

13. **Sustainability.** Constrained as it is to work mainly with a modality that all agree is unsustainable, WFP has made explicit efforts to promote more efficient and sustainable approaches through its collaboration with the Department of Education (DoE) in exploring enhanced approaches within the cash-based modality. But it has missed opportunities to build school feeding more explicitly into emerging national social protection frameworks. The operation has made incremental contributions to positive changes in gender relations, rather than any major difference, but those incremental changes are unlikely to be reversed. Other sustained benefits will be manifest in the healthier growth, better educational performance and stronger livelihood prospects of beneficiary school children; in greater awareness of appropriate school feeding and complementary strategies and institutional arrangements at community, district and national levels; and in a stronger commitment to reinforcing Nepal's future through a national SFP that is integrated with complementary literacy, WASH and nutritional interventions in and around the school environment.

### **Overall Conclusions**

14. The current operation is an important step forward, enhancing the appropriateness of a much-needed school feeding programme by making it more effective through complementary literacy and WASH interventions. This integrated approach brings new challenges of competence and coordination to WFP and USDA. It would arguably be simpler for them to stick to school feeding itself while ensuring that the complementary activities are done by other agencies. WFP has done well as a proactive partner to the Government, developing cash-based school feeding modalities that it cannot directly engage in with MGD support. In this sense, it has one hand tied behind its back as it works constructively with the Government and DPs to find the best way forward for school feeding in Nepal. Meanwhile, however, the operation shows that the integrated approach can work, but needs adequate resources to work at scale.

15. Implementation was gender sensitive, but not gender proactive enough. Common conclusions apply about meaningful change being more than a shift in gender numbers. The quality of governance in the education sector remains a significant constraint on the effectiveness of school feeding. A clear lesson from the operation is that monitoring and reporting indicators and procedures need to be kept simple. Its monitoring and reporting have proved too complex and burdensome to fulfil their functions adequately.

16. There are two ways in which the longer-term benefits of the current phase of the operation could be better guaranteed. First, a single institutional home for school feeding in the MoE – rather than the current split between one for in-kind and one for the cash modality – would facilitate the rationalisation and enhancement of strategies and modalities. Secondly, a further phase of support through WFP could provide a platform for a full transition strategy.

## Recommendations

Recommendation	Specific action and timing	Responsible
1. Future MTEs should be scheduled to report before potential further phases of an operation are designed, either by a funding agency calling for proposals or by implementing agencies preparing them.	Ongoing planning of MTEs	WFP RB WFP CO USDA
2. The next phase of USDA support for school feeding in Nepal should be the last in which foodstuffs internationally procured by external agencies are used. It should be focused on transition by 2021 to a school feeding programme based entirely on locally procured foodstuffs.	Explicit agreements between WFP, Government of Nepal and USDA 2017, to guide implementation 2018-2021	WFP RB WFP CO Government of Nepal USDA
3. While maintaining a school feeding activity in at least ten districts that is fully integrated in all schools for early childhood development and all basic education grades with literacy and WASH interventions in order to achieve the MGD SOs, WFP should intensify its strategic dialogue with the Government of Nepal and DPs in support of further analysis and decision-making about the criteria for selecting specified in-kind and cash modalities. This dialogue should take into account lessons from other countries' experience and the factors facilitating and impeding each modality, and identify measures to address constraints as appropriate.	Structured programme of analysis and decision-making 2017-2018	WFP CO LEDPG Government of Nepal
4. WFP should thus support the preparation and approval of a national school feeding policy that spells out the agreed targets, criteria and modalities – including the interface and coordination with related literacy and WASH support.	WFP advocacy to Government of Nepal on desirability of a school feeding policy, 2017 WFP engagement in LEDPG support to Government policy development, 2018-2019	WFP CO WFP RB LEDPG
5. WFP and USDA should undertake a detailed assessment, rationalisation and simplification of the performance indicators and targets used for monitoring and reporting of the current phase. The number of indicators should be reduced by at least 50%. The last two WFP six-monthly reports on the current operation should be based on the revised indicators and targets, which should also be used in an endline survey that serves as a baseline for the next phase.	Review and revision of monitoring and reporting system 2017	WFP CO WFP RB
6. WFP support for further development of school feeding policy and strategy should advocate closer integration with national social protection frameworks.	WFP advocacy to Government of Nepal on importance of closer integration with national social protection frameworks 2017-2018	WFP CO
7. A further phase of WFP support for school feeding should align explicitly and proactively with the gender and social inclusion provisions of the SSDP. In particular, WFP should integrate menstrual health management in its WASH programme for Grades 5 to 8 (involving both boys and girls); ensure that women in leadership positions in the FMC have been adequately trained to perform their tasks authoritatively; assess the work burden that its SFP puts on women and take necessary remedial action; and adjust its targeting and/or district-specific efforts periodically in terms of the equity index developed under the Equity Strategy for the School Education Sector.	Detailed elaboration of design for next phase of WFP SMP to achieve these objectives: 2017  Implementation of the intensified gender and social inclusion strategy: 2018-2020	WFP CO WFP RB
8. WFP and USDA should review the adequacy of the WFP's current and proposed school feeding rations as compared to international guidelines.	Review during 2017 for potential implementation from 2018	WFP RB WFP CO USDA
9. WFP should assess what factors might induce behaviour change for nutrition in the MFWR; and consequently review whether the current nutrition and health training materials respond to these factors and needs. This would lead, if applicable, to a shift from 'education and information' to 'changing behaviours', and enhanced, coordinated behaviour change advocacy by WASH IPs for teachers, SMCs, FMCs, parents and all children in basic education, including a focus on menstrual hygiene management.	Review and potential revision of approaches and methods in advocacy of behavioural change 2017	WFP CO WFP RB

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*Final Evaluation Report*

<b>Recommendation</b>	<b>Specific action and timing</b>	<b>Responsible</b>
10. WFP support for the necessary strategic development by the MoE should include advocacy of the merger of the FfEP and school feeding capacity in the DoE, creating a single school feeding agency in the Ministry	WFP advocacy to Government of Nepal on desirability of establishing a single school feeding agency 2017-2018	WFP CO
11. WFP should advocate the closer integration of school feeding, literacy and WASH personnel and programmes in District Education Offices.	WFP advocacy to Government of Nepal on integration of personnel and programmes in District Education Offices 2017-2020	WFP CO

## 1. Introduction

### 1.1 Overview of the evaluation

1. This report presents the findings, conclusions and recommendations of the mid-term evaluation (MTE) of the school feeding programme (SFP) implemented by the World Food Programme (WFP) in Nepal with the support of the McGovern-Dole (MGD) Food for Education Programme of the United States Department of Agriculture (USDA). The evaluation covers the period from January 2015 to September 2016.

2. The evaluation is commissioned by the WFP Country Office (CO) for Nepal. Its timing and approach are designed to meet USDA requirements for interim evaluations of MGD operations (USDA, 2013) while also complying with WFP evaluation policies. USDA has already invited, and WFP has submitted, a proposal for a further phase of MGD support to school feeding in Nepal. WFP is rolling out a new corporate approach to decentralised evaluations, and the Nepal MTE is being conducted alongside similar MTEs of MGD operations in Bangladesh and the Lao PDR. WFP's Regional Bureau for Asia and the Pacific, Bangkok (RBB) has coordinated this process.

3. The main objective of the evaluation, as presented in the Terms of Reference (TOR, in Annex A) is to assess and report on the performance of the programme and associated interventions, serving the dual and mutually reinforcing objectives of accountability and learning, providing evidence-based findings to inform WFP Nepal's operational and strategic decision-making as well as ongoing and subsequent operations. The evaluation is also an opportunity for USDA and WFP together to critically review the project and discuss necessary modifications or mid-course corrections in order to effectively and efficiently meet the stated goals and objectives (TOR, ¶9).

4. The primary users of the findings and recommendations of this evaluation report (ER) are stakeholders directly involved in the implementation of the programme. These include the WFP Nepal CO and its main implementing partner (IP), the Nepal Ministry of Education (MoE); the Local Education Development Partners Group (LEDPG) and USDA. The ER will be of direct interest to members of the Internal Evaluation Committee (IEC) and External Reference Group (ERG); their membership is shown in Annex B, Table 17 and Table 18.

### 1.2 Overview of the evaluation subject

5. WFP have been implementing a school feeding programme in Nepal since 1974. In 2014, under the MGD International Food For Education (FFE) and Child Nutrition Programme, the USDA gave WFP Nepal's SFP a grant of US\$26,958,500 for the fiscal years<sup>1</sup> 2014-16, to cover activities until 2017. The school feeding activity constitutes Component 2 of WFP's current Country Programme (CP; ¶19 below), which underwent an evaluation in 2016 (the report is not yet available). Component 2 of the CP accounts for 68 percent of total planned CP beneficiaries<sup>2</sup> (WFP, 2012b). Implementation began in January 2015. The activity is geographically focused on seven districts in the Far-Western Development Region and three districts in the Mid-Western Development Region (See Map 1 below and Annex C). It was designed to provide school meals to 190,000 school-age children (pre-primary and primary) in 1,800 schools alongside complementary literacy, infrastructure, awareness-raising, capacity development and water, sanitation and hygiene (WASH) interventions. It also includes capacity building activities for the Government's National School Feeding Programme (NSFP), which operates in 29 districts in Nepal; those 19 districts which do not fall under WFP's SFP are cash-based and operated by

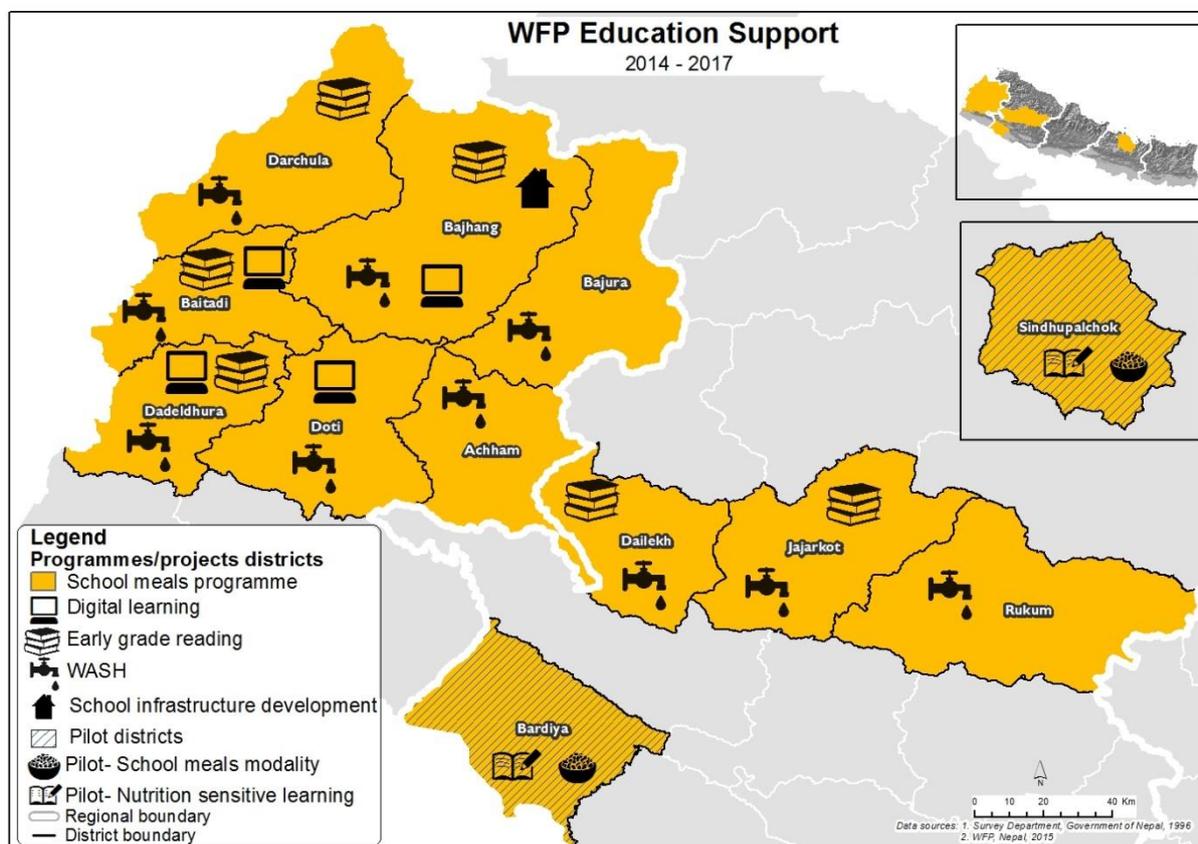
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<sup>1</sup> US fiscal years begin on 1 October and are numbered with the following calendar year. Thus, FY 2017 began on 1 October 2016.

<sup>2</sup> Yearly maximum for 2013-2015. Component 2 beneficiaries are 64% of total for 2016-2017.

the MoE’s Department of Education (DoE). In 2016 an agreement was finalised with the DoE for WFP to provide technical assistance to the government cash-based school meals programme, providing capacity development and technical assistance in two districts (Government of Nepal & WFP, 2016). In July 2016, following extension of Basic Education up to Grade 8 by the Education Act, coverage was extended to 270,000 children in 2,445 schools including pre-primary Early Childhood Development (ECD) classes and Centres.<sup>3</sup>

**Map 1 Location of school feeding activities**



Source: TOR

6. The main IP for the school meals component of the activity is the Government of Nepal (through its Food for Education Project (FfEP)). A mid-day meal is provided which consists of a 110g portion of haluwa, a hot fortified porridge made of Corn-Soya Blend (CSB) Plus, vegetable oil and sugar. Non-food activities are implemented by non-governmental organisations (NGOs) with which WFP has signed Field Level Agreements (FLAs). See Table 1 below for an overview of the objectives, activities and main IPs of the programme. A more detailed description of activities is provided in Annex D, Table 19. As can be seen below, this SFP works towards broader outcomes than many earlier school feeding activities. With their complementary interventions, school meals are meant to achieve improved attendance and attentiveness, which – along with enhanced quality of literacy instruction - should improve the literacy of school-age children. Other measures integrated with the school feeding should lead to increased use of health and dietary practices. Design made little reference to gender, beyond noting WFP’s commitment to gender equality and the contribution that school feeding can make to this, including through better sanitation arrangements (see Annex E for further discussion of WFP’s approach to gender in general programming and in Nepal).

<sup>3</sup> Information from CO.

7. The original results framework is reproduced in Annex D, Figure 2. This was not a conventional logical framework; but, taken with the results section in the WFP proposal, it provided a comprehensive set of targets and indicators to which the MTE can refer. Those targets and indicators were adjusted in an undated Modification 1 to USDA’s commitment letter to WFP for the activity (USDA, nd<sup>4</sup>; see Table 30 and Table 31, Annex D). These changes did not affect the overall, integrated design of the activity.

**Table 1 Summary of MGD SFP objectives, activities and partners**

Strategic Objectives		Activities and outputs	Implementing and strategic partners
WFP Strategic Objectives <sup>5</sup>	<b>SO 4:</b> <i>Reduce undernutrition and break the intergeneration cycle of hunger</i>	<ul style="list-style-type: none"> <li>• School meals</li> <li>• Sensitisation on sanitation, hygiene and nutrition and education-awareness raising events</li> <li>• Training on commodity storage and stock management and food preparation (teacher and school administrators)</li> <li>• MoE SFP capacity development, including; SFP strategy guidelines, lunch menu development, funding strategies, supply chain management</li> <li>• Non-food commodities, including; school supplies, laptops, libraries, furniture, energy-saving stoves, latrines, water/wash stations, kitchens</li> <li>• Pilot studies; school meals modalities &amp; nutrition-sensitive literacy</li> </ul>	<ul style="list-style-type: none"> <li>• District Education Office (Ministry of Education)</li> <li>• UNICEF</li> <li>• National Campaign for Education (NCE Nepal)</li> <li>• Integrated Development Society (IDS)</li> <li>• Centre for Development and Disaster Management (CDM)</li> <li>• Open Learning Exchange (OLE) Nepal</li> <li>• Rural Reconstruction Nepal (RRN)</li> <li>• World Education Inc. (WE)</li> <li>• The Nepal Red Cross Society (NRCS)</li> <li>• Department of Education</li> </ul>
MGD Strategic Objectives	<b>MGD 1:</b> <i>Improved Literacy of School-Age Children</i> <b>MGD 2:</b> <i>Increased Use of Health and Dietary Practices</i>		

8. As Figure 2 shows, programme design recognises the importance of achieving ‘foundational results’ (FRs): an improved policy and regulatory framework, increased government capacity and support and increased community engagement should underpin MGD Strategic Objective (SO) 1, while increased engagement of local organisations and community groups is also seen as necessary for achieving SO 2.

9. As of May 2016, US\$9,008,500 of the MGD grant had been received, 33 percent of the total allocation. USDA provides 92 percent of the budget for the programme, with other funding from Australia, China and multilateral funds.

10. WFP’s proposal to USDA for the current grant planned to provide school meals to 95,000 boys and 95,000 girls (total 190,000) in FY 2014 and FY 2015, and 80,000 boys plus 80,000 girls (total 160,000) in FY 2016 (WFP, nd (a): 21). Informants state that these targets reflected the Government’s desire to focus school feeding on ECD plus Grades 1–5 only, and, possibly, the plan to hand two districts over to the Government school meals programme towards the end of the project period – although the proposal only refers to doing this at the end of FY 2016 (WFP, nd (a): 9). In fact, according to CO informants, the disruption caused by the April 2015 earthquake (¶14 below) led the Government to request deferment of this handover. With USDA concurrence, WFP has therefore continued the programme in all ten districts. After the extension of basic education to Grade 8 in 2016, the target was raised to 270,000 school children (¶83 below). According to WFP’s most recent six-monthly progress report to USDA (see WFP, 2016r), a total 229,115 children were receiving school meals from the programme in

<sup>4</sup> nd: not dated.

<sup>5</sup> WFP Strategic Plan, 2014 – 2017.

the period April-September 2016. Table 28 - Table 31 in Annex D give details of planned and reported results and beneficiaries.

### **1.3 Context**

11. **Politics and government priorities.** Since the Peace Accord in 2006, which ended a decade of civil conflict, Nepal has been undergoing significant political changes. In September 2015 a new Constitution was ratified, although political conflicts around proportional representation and the adjustment of local government boundaries continue to bar smooth institutionalisation of the new arrangements (ADB, 2015). Uncertainty continues about the local, provincial and federal elections that the new Constitution requires to be held in 2017, although Parliament legislated in January 2017 for local elections to proceed.

12. Due to the recent political transitions a Three Year Interim Plan 2013-2016 (TYIP, Government of Nepal, 2013) was developed in lieu of the usual five-year plan. It builds on Nepal's vision of graduating from least developed country status by 2022, along with a target annual growth rate of six percent. Over the past 20 years, education has been one of the most important national priorities for Nepal, which has made significant progress towards achieving its education goals. Its current planning for education is set out in the School Sector Development Plan (SSDP), 2016-2023 (Government of Nepal, 2016c) which builds on the previous School Sector Reform Plan (SSRP) 2009-2015 (Government of Nepal, 2009). The SSDP focuses on developing quality education that responds to the specific needs of school children, particularly taking into account marginalised communities such as those in the Mid- and Far-Western Development Regions (MFWR).

13. The National School Feeding Programme (NSFP) is recognised as a strategy to increase access to education and provide a child-friendly social safety net (WFP & World Bank, 2016: 3; Government of Nepal, 2016c: 186). The NSFP is also included as a nutrition-sensitive intervention in the Multi-Sector Nutrition Plan 2013-2017 (Government of Nepal, 2012a: 31, 34) for accelerating the reduction of maternal and child malnutrition, part of the government's involvement in the Scaling Up Nutrition (SUN) movement. The Government also implements several social protection programmes aimed at poverty reduction, including children's grants and cash transfers to vulnerable groups in the MFWR. A National Steering Committee on Social Protection is tasked with working towards an integrated and comprehensive social safety net framework (Government of Nepal, 2016b).

14. **Poverty and geographical trends.** Annual growth of Nepal's Gross Domestic Product (GDP) over the past ten years has averaged 4.1 percent (World Bank Data). It has recently been slowed by goods shipment difficulties at the southern border (also affecting import of WFP commodities) and the devastating earthquake of April 2015, which resulted in over 9,000 deaths and damage worth an estimated US\$7bn (WFP, 2016n). WFP played a central role in the international response to this major humanitarian crisis, whose worst effects were not in the MFWR. However, those Regions did suffer from the diversion of resources and delay of some activities that the earthquake caused. With a proneness to earthquakes and floods, Nepal is ranked second in the world for mortality risk from two or more hazards, with 80.2 percent of total area at risk (World Bank, 2005: 9). The most recent earthquake was the most deadly in Nepal's history, highlighting the need for a resilient recovery framework. Equitable economic growth is further hampered by Nepal's challenging geography, poor infrastructure and challenges in the financial regulatory framework, which impede private sector development (World Bank, 2016b). The economy is also characterised by a dependency on remittances from its seasonal economic migrants, which contribute 29 percent of GDP, the third highest in the world (World Bank, 2016a). Despite recent progress, a quarter of Nepal's population live below the poverty line and the country ranks 145 out of 188 in the 2014 Human Development Index (UNDP, 2015; see also Government of Nepal, 2015c). The incidence of poverty varies significantly across the country with the highest prevalence of poverty and inequality in the Far-

Western Development Region. Many of these economic factors affect the educational opportunities and performance of Nepali children, especially in the MFWR, and influence the ability of WFP and the Government to support them through school feeding and other activities.

15. **Food security, nutrition and climatic trends.** Nepal is a highly food insecure country with approximately 2.2m people affected by malnutrition. It has one of the highest rates of stunting in the world; 41 percent of children under five are stunted, 29 percent are underweight and 11 percent are wasted (Government of Nepal, 2016g). Micronutrient deficiencies are also a significant challenge (Bhandari & Banjara, 2015). The prevalence of stunting in mountainous regions is extreme, reaching 60 percent. Poor dietary diversity, linked to volatile food prices, and poor hygiene and sanitation contribute to this situation. Nepal is considered the fourth most climate-vulnerable country in the world, which exacerbates food insecurity (ADB, 2015). High crop dependency on monsoon rains means that food production is sensitive to climatic variability and food security is at risk due to the increasingly erratic rainfall. The incidence of flooding during the monsoon season has increased over the last 25 years (Krishnamurthy et al, 2013).

16. **Education.** Overall, literacy in Nepal has risen from 54 percent in 2001 (in the historical context of 5 percent literacy in the 1950s) to 66 percent in 2015. Literacy among those aged 15 and above was estimated in 2013 at 62.2 percent (75.2 percent male, 51.9 percent female). A series of education reforms, with the goal of universal access to free education, has led to 95 percent net enrolment in primary education with gender parity achieved (ADB, 2015: 1, 38). However, there remains a substantial issue of ‘out of school children’. According to the 2011 census data, 12.1 percent of children aged 5-12 were out of school in the Far-Western Development Region, and 11.9 percent in the Mid-Western Development Region (Government of Nepal, UNICEF & UNESCO, 2016: 125). Literacy rates in the MFWR are 10 percent lower than the national average. Underlying issues include, among others, a deeply rooted caste system and income inequalities that affect student attendance and enrolment.

17. **Gender dimensions** (see also Annex E). Women’s equality is enshrined in Nepal’s Constitution, yet cultural barriers, patriarchal norms and discriminatory practices<sup>6</sup> entrenched in Nepali society (and in the previous Constitution) negatively affect the status and inclusion of all Nepali women. Gender inequality is compounded by societal discrimination based on caste, ethnicity and regionalism. This is particularly prevalent in the MFWR, not least due to its remoteness. Nepal ranks 110 out of 144 countries in the Global Gender Gap Index (World Economic Forum, 2015: 11), although progress has been made; Nepal is ranked the third most improved country globally on the Index and the second most improved on quality in educational attainment. The July 2016 World Bank progress report on the SSRP states that gender parity in the net enrolment rate has been achieved for all primary, basic and secondary (grades 9-12) education (World Bank, 2016b). However, school enrolment and attendance continue to be affected in the MFWR by factors like withdrawal of boys for migrant labour and of girls for home labour or early marriage. Boys may also be withdrawn from state schools and sent to private boarding schools (Government of Nepal, UNICEF & UNESCO, 2016: 63). Local informants stated that all these tendencies are waning, however.

18. **International assistance.** Official Development Assistance (ODA) to Nepal averaged 4.5 percent of gross national income during 2011-2015 (World Bank Data). The largest multilateral ODA providers are the World Bank, Asian Development Bank (ADB) and the United Nations. The top bilateral donors are the UK, the US and Japan (OECD data). Support to education system reform has recently been dominated by a sector-wide approach (SWAp) to the SSRP, supported by ten donor agencies.<sup>7</sup> The SWAp includes a specific focus on gender mainstreaming and targeted measures for girls, such as the installation of separate toilet

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<sup>6</sup> Such as child marriage, *chaupadi* and *haliya* (bonded agricultural labour).

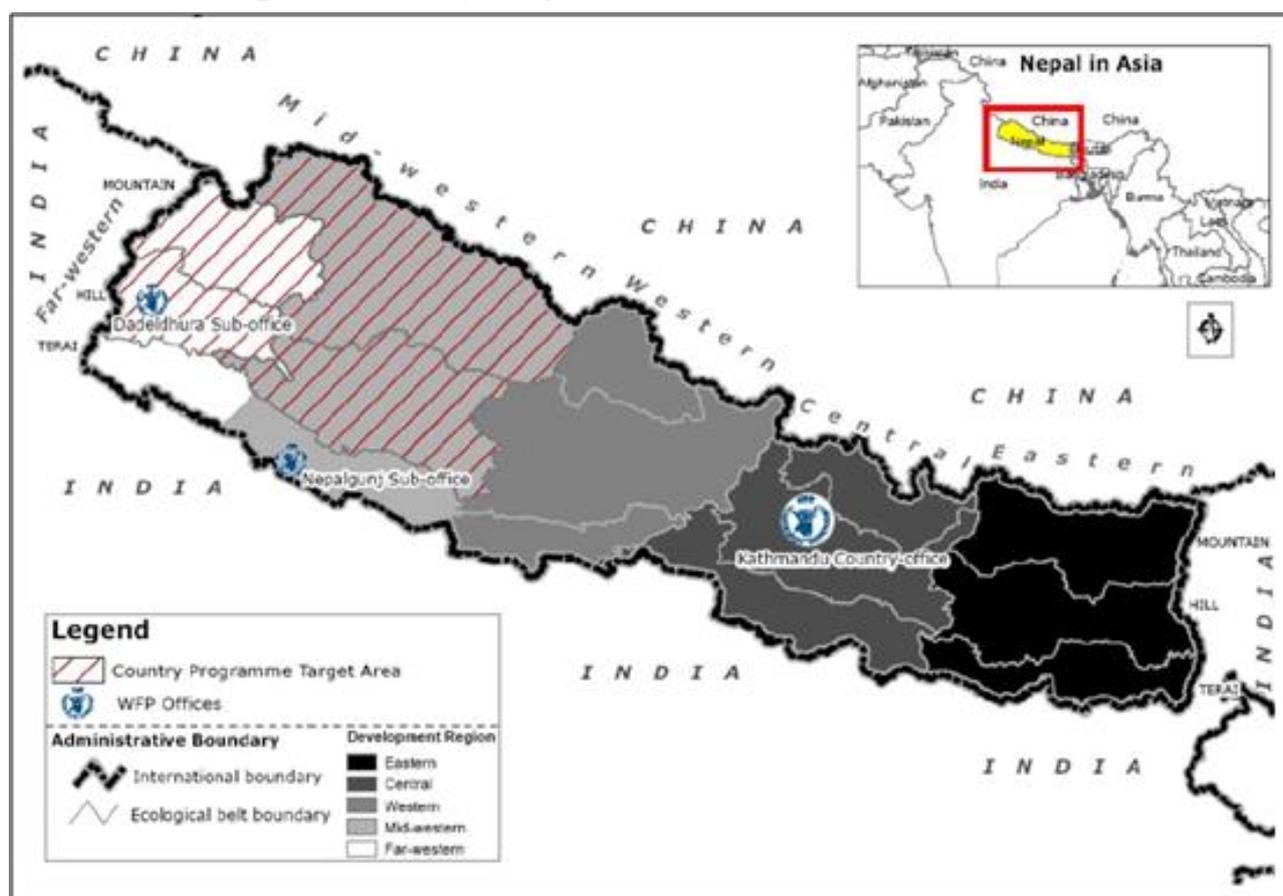
<sup>7</sup> ADB, Denmark, DFID, EU, Finland, Australia, IDA, JICA, Norway and World Bank Trust Funds.

facilities. Similar support is anticipated for the School Sector Development Programme (SSDP) that has now succeeded the SSRP. Overall annual ODA disbursements to the education sector have decreased, from US\$202m in 2010 to US\$113m in 2015 (Government of Nepal, 2016a).

19. **WFP’s work in Nepal.** WFP has been working in Nepal since 1963. WFP’s current Country Programme (CP) 2013-17 has an overarching theme of social protection and actively supports the Government through four components: (1) productive assets and livelihood support; (2) education support; (3) improving mother and child nutrition; and (4) capacity development of WFP’s partners, including Vulnerability Analysis and Mapping (VAM), the Government’s Food Security Monitoring System (NeKSAP) and Emergency Preparedness and Response (WFP, 2016d). Map 2 below shows regional coverage of the CP.

20. Other current WFP activities in Nepal include two Protracted Relief and Recovery Operations (PRROs), supporting the livelihoods of earthquake-affected populations and providing food assistance to Bhutanese refugees in Nepal. Under these operations WFP provides assistance both in kind and through cash-based transfers (CBTs).

**Map 2 Country Programme interventions and WFP offices**



#### 1.4 Evaluation methodology and limitations

21. This MTE adopted a pragmatic mixed-methods approach that combined desk review and analysis of documents and data with semi-structured interviews and focus groups and observation during field visits. The ET sought both triangulation and complementarity between data sources and collection methods and employed a comprehensively consultative approach, engaging with a wide range of stakeholders (Table 13, Annex B). At the heart of the approach is an analysis of the theory of change (ToC) underlying the design of the MGD programme. See Annex F for the ToC, which takes into account the MGD programme's own results framework and the ToC that underpins WFP's 2013 school feeding policy (WFP, 2013g). The ToC guided

the development of the 20 evaluation questions (EQs) that are set out in Table 32 and a full evaluation matrix (Table 33) in Annex G. In reviewing its findings and reaching its conclusions, the MTE has systematically assessed the validity of the ToC assumptions (see also Table 36, Annex H). A rigorous contribution analysis was not practical because of the early stage of implementation and the unsuitability of performance data.

22. The scope of the MTE complies with the requirements of the TOR (¶29, Annex A). The evaluation approach complies with the TOR in applying the standard evaluation criteria of relevance, effectiveness, efficiency, sustainability and impact, although for the latter two criteria it was only possible to identify initial signals of likely performance at this mid-term stage. We also explicitly considered coherence, defined as “the consistency of policy/programme elements with each other (do they complement each other in a positive way?)”. This was applied as *internal coherence* to the different elements of the school feeding programme, and as *external coherence* to the consistency of the school feeding programme with other related programmes.

23. The MTE answers the four key questions posed by the TOR: (1) how appropriate is the operation? (2) what are the results of the operation? (3) what are the factors affecting the results? (4) to what extent does the intervention’s implementation strategy include considerations for sustainability? These key questions are elaborated in the 20 (EQs), whose wording reflects the issues raised in section 4.2 of the TOR (Annex A) and was reviewed and approved by WFP at the inception stage. For each of these EQs (Table 32), the evaluation matrix (Table 33, Annex G) shows the analysis and indicators that were used to answer it; the main sources of information for this purpose; and how the findings on each question were triangulated. Wherever appropriate, gender dimensions are factored into the sub-questions, judgement criteria and indicators for each EQ as well as into data collection methods and analysis; see a discussion of the ET’s methodological approach to gender in Annex E and Annex F. The evaluation complied with all relevant ethical standards, including those concerning contact with children, as expanded upon in Annex F. Both the draft Inception Report and the draft Evaluation Report were reviewed independently and certified as meeting the DEQAS quality standards before being circulated for further comment.

24. It was beyond the scope of the evaluation to collect primary quantitative data for systematic comparison with the baseline survey. (CO and partner informants also identified weaknesses in the baseline survey process and product that diminished its intended value.) Instead, the MTE focused on answering the four main EQs and 20 subsidiary EQs with a focus on progress, process and factors affecting both main and subsidiary EQs in the context of national policy and capacity, which are factors that link strongly to the TOR’s concern with sustainability.

25. The main evaluation fieldwork was carried out 4–18 December 2018. Over 120 informants were consulted during this time through semi-structured interviews and Focus Group Discussions (FGDs). Sampling was gender-balanced and sought to include a wide range of community voices. An overview of the location and number of informants is provided in Table 2 below, and Annex B. Due to project locations in extremely remote areas, as well as the limited MTE budget which restricted time spent in-country, the number of schools that could be visited and therefore the number of beneficiaries who could be reached, was unavoidably limited. Half the two-week field mission was devoted to visiting the MFWR for necessarily limited triangulation of the emerging findings in a district (Bajhang) where all the programme activities are carried out and a district (Jajarkot) where poverty and education indicators are poor and access to WFP intervention sites is more difficult. As the inception report (IR) had warned, weather problems arose. Fog and a cancelled flight forced the Bajhang team to drive there from Kathmandu, losing one planned day of field work; the Jajarkot team lost half a day’s fieldwork to an early return to Nepalgunj, to cope with forecast fog delays.

**Table 2 Summary of fieldwork respondents**

Stakeholder group/total	Kathmandu	Bajhang	Dadeldhura	Nepalgunj	Jajarkot	Doti
WFP RBB/CO/SO	37	✓		✓		✓
Government	49	✓	✓		✓	
Development partners	13	✓				
Implementing partners	28	✓			✓	
School stakeholders <sup>8</sup>	207		✓	✓	✓	

26. A more significant challenge has been the availability and interpretation of monitoring data. As explained in sections 2.3 and 2.4, these data on outputs and outcomes are difficult to interpret. These concerns as to the reliability and validity of available data – arising from the multiple inconsistencies and variation encountered – mean that findings on EQs where quantitative data are more pertinent are not as strong as for EQs where findings can rely on more qualitative data sources, such as project and policy documents, interviews and focus groups. This is reflected in the final column of Table 35 in Annex H, where we provide an assessment of the strength of evidence for the findings against each of the 20 EQs.<sup>9</sup> In all cases the ET sought to optimise the reliability of the data by triangulating findings as much as possible. The principal source of the data is WFP’s six-monthly reports to USDA, as well as the baseline study. The most recent of these covers April – September 2016. The ET and the CO agreed that the MTE would focus on progress to 30 September, although more recent developments would also be noted where clear and relevant. Later than originally planned, the 2016 outcome survey was ongoing in December during the MTE visit; the ET only received some preliminary results (on education indicators) on 10 January 2017 (see Annex H). Previous studies and evaluations are summarised in Table 22, Annex D. With the exception of the baseline survey, these were of limited quantitative use and were mainly used by the ET to establish an understanding of the specific country and institutional context.

## 2. Evaluation findings

### 2.1 Introduction

27. Presentation of the evaluation findings in this chapter is structured to answer the four key questions posed by the TOR and the 20 EQs elaborated in the evaluation matrix (Annex G).

### 2.2 How appropriate is the operation?

#### Box 1 Key findings on appropriateness

- The WFP SFP’s strategies were and remain appropriate to the needs of the food insecure population and community.
- The programme is broadly coherent with national policies and strategies, except for one important issue: it remains dependent on imported commodities, while the Government intends to build its school feeding strategy around local procurement and production.
- The programme’s food ration is not in line with global normative guidelines.
- WFP has worked constructively with the Government and the LEDPG to ensure complementarity between the various elements of its MGD SFP and the many other interventions supported by other agencies in these sectors.
- While direct duplication and contradictory approaches have been avoided, the broader sectoral scope of the current MGD programme design makes complementarity –

<sup>8</sup> Mainly conducted through FGDs, 13 in total.

<sup>9</sup> Based on a simple scale from 1 to 4: 1 (strong), 2 (more than satisfactory), 3 (indicative, not conclusive), and 4 (weak).

including the field relationship between USDA and USAID – a greater challenge.

- Programme design and implementation were not optimally aligned with past and current WFP gender policies and criteria.
- Design of the programme did not offer a proactive approach to supporting national initiatives to achieve gender equity.

28. **Needs of the food insecure population.** Relevance to the target group is the most direct concern in an analysis of the appropriateness of the operation. WFP’s proposal said that the MFWR had the lowest national net enrolment and the highest undernutrition rates in Nepal, and therefore focused on the education and nutrition of school-age children in ten MFWR districts (WFP, nd (a): 1; Map 1).<sup>10</sup> More information on diet diversity of school-age children in the WFP SFP intervention areas was made available by the 2015 baseline survey, which showed that the average dietary diversity score of children in WFP-supported schools was very low. More than half of the students had consumed fewer than five food groups during the recall period; only 17 percent had consumed more than seven food items. While there was no significant difference between boys and girls in terms of reported food consumption, there were some significant differences among districts (Kimetrica, 2016: 26). In discussions with the MTE mission, community and local government informants in three of these districts confirmed the nutritional and livelihood benefits of school meals for children and their families; the operation’s strategies were seen to remain appropriate from the food security perspective.

29. Considering these high undernutrition rates and signs of high micronutrient deficiencies, the WFP SFP with its fortified CSB, alongside a deworming programme now operated by the Ministry of Health (MoH) responded at design and mid-term to a well-defined need among school children – including younger ones in ECD classes – and, by extension, in the families striving to give them adequate nutrition. However, the response was not complete, particularly with regard to infrastructure construction (school kitchens and toilets). According to the operation’s baseline survey, only half the schools have dedicated kitchens, with the other half using makeshift fireplaces and cooking in the open air (Kimetrica, 2016: 2).

30. MTE beneficiaries at school, community and local government levels also confirmed the relevance of the WFP SFP in enhancing enrolment and attendance. Net enrolment rates nationally exceed 90 percent, but out of school children (OOSC) make up 11.9 percent of the 5-12 age group in the MWR and 12.1 percent of that group in the FWR (Government of Nepal, UNICEF & UNESCO, 2016: 125). The SSRP stated that, nationally, “about 8% of current school going population in primary (5-9 age) and about 25% in basic education (5-12 age) are still out of school” (Government of Nepal, 2009: 17).

31. It is not clear whether WFP has used the baseline survey to identify specific nutritional needs: for example, the finding that diet diversity status varies greatly among districts. Bajura, Dailekh and Doti were found to have the worst diet diversity score, with more than 50 percent of children consuming less than three food groups during the last 24 hours. On the other hand, districts such as Baitada and Dadeldhura reportedly had more favourable diet diversity scores, with more than 60 percent of the children having consumed between four and six food groups

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<sup>10</sup> It should be noted, however, that data in the design document (which came from the CP project document (PD)) do not correspond with relevant 2011 Demographic and Health Survey (DHS) data. The WFP school meals programme (SMP) operates in the Development Regions where wasting and stunting of children under five are among the highest within the country. Although the DHS does not report stunting rates reaching 70 percent (as indicated in the design document and WFP, 2012b: 6), stunting remains high, with 50 percent (-2SD) for the Mid-Western Region (MWR) and 46 percent (-2SD) for the Far-Western Region (FWR; Government of Nepal, 2012b: 166; see also the Small Area Estimation study (Government of Nepal, 2014c: 78)). The WFP SMP design document also mentions a high prevalence of anaemia, notably 78 percent in pre-school children and 64 percent in 14 year old school girls. The 2011 DHS reports that the overall prevalence of anaemia in children 6-59 months in the MFWR was among the highest in the country (47.7 percent in MWR and 49.4 percent in FWR (<11.0g/dl); Government of Nepal, 2012b: 178).

(Kimetrica, 2016: 20). These data suggest the need for intensive and tailored support, especially in the three lagging districts, but the approach so far has been very similar for all districts.

32. **Coherence with national policies and strategies.** School feeding is a policy commitment of the Government, most recently expressed in its approach paper for the 14th (three-year) national development plan, one of whose operational strategies is that a “mid-day meal programme will be implemented in schools focusing on geographic areas that are backward in terms of human development index and with high prevalence of poverty” (Government of Nepal, 2016f: 103). Building on the SSRP, the new SSDP reaffirms the “targeted provision of midday meals” as a strategy for improving equitable access to basic education and improving the health and nutrition of school children as part of a “holistic approach to students’ well-being” that will include promotion of “digital and interactive teaching-learning resources” in line with the MoE’s ICT master plan (Government of Nepal, 2016c: 39; 44; 55; 56; 71; 125-126). A recent Systems Approach for Better Education Results (SABER) report notes similar commitments in earlier Periodic Plans but says that “since school feeding is not a part of the government’s free education policy but is included as an incentive scheme to promote access to education in areas with low human development (HDI), the government considers its inclusion in several sectoral policies, such as the SSRP, MSNP [Multisectoral Nutrition Plan] and SHNP [School Health and Nutrition Plan] sufficient to guide programme implementation. The Government of Nepal is of the opinion that a technical national policy that governs school feeding will not add substance to an already cluttered policy arena, taking away from its multi-sectoral integrated approach to the programme” (WFP & World Bank, 2016: 8).

33. Design of the operation was generally aligned with the protection, gender and nutrition provisions of national education sector programmes. The Education for All (EFA) 2001-2015 plan is explicitly focused on social inclusion and gender. It aims to reach the out of school children, to reduce barriers to education for children belonging to ethnic minorities, and Dalits, to remove gender disparities in schooling and to address the needs of the various special needs children (Government of Nepal, 2003). The SSRP does not explicitly articulate gender equality as its goal, but promotes gender equality and equity (Government of Nepal, 2009). A more specific gender focus is provided by the Strategic Implementation Plan for Gender Equality in Girls’ Education which guided gender activities in the education sector since 2007, as well as the 2012 Gender Audit which was carried out under the SSRP and which provided specific recommendations (Stenbäck, 2015). These initiatives were further expanded under the MoE’s Consolidated Equity Strategy (Government of Nepal, 2014b), which guides activities that reduce disparities across education. Its main objectives consist of achieving equity in access, strengthening of equity in participation, retention and inclusion and finally strengthening of equity in learning outcomes. It includes various dimensions of equity such as gender, socio-economic status, geographical location, health and nutrition status, disabilities, caste and ethnicity, language and children of vulnerable groups. Despite its generally appropriate alignment, the programme proposal does not specify how the WFP SFP could support these overarching gender and social inclusion frameworks in the education sector.

34. Programme design makes little reference to the ongoing social protection policy dialogue. It notes that school feeding is most effective as a social protection instrument when it is carefully targeted to the poorest. It also notes Government commitment to school feeding as a crucial strategy to increase access to school and a child-friendly social safety net. The project also incorporates a small food for assets activity as part of a limited productive safety nets intervention to improve school infrastructure. Despite these various links to social protection interventions, no reference was made to the more general social protection strategic environment and how the programme could support this process.

35. The WFP SFP’s integrated interventions on nutrition, health, sanitation and hygiene are in line with the multisectoral approach on nutrition, as advocated by the National Nutrition Policy and Strategy (2000) and the School Health and Nutrition (SHN) Strategy (Government

of Nepal, 2006). With its complementary WASH activities, it is aligned with the Government's Sanitation and Hygiene Master Plan, which recognizes the importance of health, hygiene and nutrition education, but also stresses the importance of adequate infrastructures in schools (Government of Nepal, 2011). It also aligns with the Health Sector Strategy 2015-2020, which features children as the starting point and emphasises the role that schools can play in providing a conducive learning environment to promote positive healthy and nutritional practices (Government of Nepal, 2015b). The MSNP 2013-17 sets out a full set of interventions, including school meals, which promote the nutrition and development of children (Government of Nepal, 2012a). However, most of the above policies also include a specific focus on adolescents. WFP's SFP was initially only going to operate up to Grade 5 and would therefore not reach girls from grades six and above.

36. The activities are also in line with the Joint Action Plan (JAP) 2014/15-2019/20, which defines the roles of and collaboration between the MoH and the MoE and states that the MoH is responsible for deworming of school children, but will work in close collaboration with the education sector during implementation (Government of Nepal, 2014a). WFP's SFP includes community engagement and linkages with parents, facilitated by NGO IPs. This is in line with Nepal's Child Friendly School Framework (Government of Nepal, 2010) and links to some of the operation's key FRs.

37. Government informants confirmed the multiple alignments of the WFP SFP with national policy outlined above. However, they were also emphatic that the future of school feeding in Nepal must lie in the local procurement, and preferably the local production, of the commodities used – rather than the import-based approach of the current MGD programme. (The Australian-funded sugar used in the haluwa mix is locally procured.) There is little formal reference to this in Government policy documentation, although the SSDP does describe the intervention as “midday meals in schools to reduce short term hunger among schoolchildren, and address micronutrient deficiencies through multi-fortified foods and diversifying the food basket, including with fresh and locally produced foods” (Government of Nepal, 2016c: 72). For as long as it relies on imported commodities, WFP's MGD SFP will not match this Government preference. Significantly, the programme includes a pilot study of ways to enhance school meals modalities in two of the 19 districts where the Government implements its cash-based school feeding approach – Bardiya and Sindupalchowk (Government of Nepal & WFP, nd). This includes exploring ways to enhance the menus and nutritional quality for locally procured school meals.

38. Another area of uncertain policy alignment concerns the choice of cash or in-kind modalities. Within the Government's SFP, WFP supports the latter (administered by FfEP, largely with MGD resources supplied through WFP) while the Department of Education (DoE) operates the former. With the lack of a formal Government school feeding policy, as noted by the recent SABER report and called for by the inception report of the modalities pilot (Government of Nepal & WFP, nd: 28), it is hard to find official statements about which is preferred or endorsed, although there are clear arguments for retaining in-kind school feeding where local food markets are unreliable. Many Government and NGO informants expressed strong criticisms of the cash modality on grounds of efficiency, effectiveness and transparency, and a preference for a centrally administered in-kind approach (see also ¶104 below and WFP, 2016t). Others said that there was no short- or mid-term prospect of Government capacity to operate the latter approach; and advocates of the in-kind modality may see it as less vulnerable to malpractice because to date it has been administered mainly by WFP. Some school beneficiaries too expressed caution towards a cash approach in terms of potential for fraud. Having funded a study of the cash modality (WFP, 2016t), WFP is at least aware of the strengths and weaknesses of both modalities – and, through the pilot, is working with the Government to explore optimal future strategy.

39. **Complementarity with the interventions of relevant government and development partners.** During and since design, WFP has been thorough in seeking complementarity between the objectives, targeting and activities of its MGD-supported SFP and the interventions of other relevant agencies. Design and targeting were undertaken in close consultation with the MoE, whose DoE took responsibility for the cash modality of school feeding in 19 districts while the WFP intervention supported an in-kind approach in ten more districts in partnership with the MoE's FfEP – without, as shown above, fully resolving uncertainties about the respective future roles of the two modalities. Detailed stakeholder mapping was done to identify all relevant development interventions in the MFWR, including early grade reading (EGR).

40. According to informants, WFP has been an active and constructive participant in the LEDPG, in the development and implementation of the SSRP, and more recently in the preparation of the SSDP, during which it is reported to have advocated school health and nutrition, including school feeding, and early grade reading support in primary and pre-primary education. Through its role in the LEDPG and its close collaboration with the MoE, WFP largely achieved complementarity between its school feeding operation and other relevant activities.

41. The challenges of complementarity were increased by the broadened scope of the MGD intervention, which now aims at an expanded suite of child literacy, health and nutritional objectives through a correspondingly wide set of activities – of which the provision of school meals is just one. These challenges had to be faced at several levels. At district and local scales, WFP sought successfully to ensure that its digital literacy, EGR, nutrition and WASH interventions did not duplicate those of other agencies. Recognising that it lacked capacity in these fields, it signed FLAs with five national and international NGOs (see an overview of partners and activities by district in Table 3 below), one of which (World Education (WE) Inc.) was also funded through other channels to work in the same fields in other districts of the MFWR (¶42). Secondly, because some of these MGD-funded interventions were on a smaller scale than the school feeding itself, a combined challenge of complementarity and efficiency arose. While the delivery of a more integrated package of interventions at any individual school was more likely to achieve the full suite of MGD objectives there, it was a complex task to coordinate this suite of activities with each other and with the often larger-scale interventions being supported by other agencies: in 2016, WFP had between two and five partners and/or contracted implementation agencies in each of the ten MFWR districts where the programme was implemented.

42. This linked to parallel challenges at the level of the United States government. By expanding into this broader range of development interventions and objectives, USDA was engaging in sectors more usually supported by the United States Agency for International Development (USAID). Most notably, WFP had an MGD-funded FLA with WE to promote Early Grade Reading (EGR) in 1,040 schools in six of the ten MGD MFWR districts. (UNICEF supported EGR in three other MGD MFWR districts.) Meanwhile, in 2015 USAID began funding a five-year Early Grade Reading Programme in support of the National EGR Programme; in addition to its planned direct implementation support for EGR in almost 5,000 schools in 16 districts (of which one is covered by the WFP programme), this USAID intervention is mandated to work with the MoE to coordinate the many other EGR activities and approaches being supported in Nepal – including those of WE and WFP. All parties are confident that there will be no duplication of effort.

43. **Coherence with relevant WFP and UN-wide system strategies, policies and normative guidance.** At the level of WFP Nepal itself, the MGD SFP supports Component 2 (school feeding) of CP 200319, 2013-2017, which aims at a lifecycle approach to supporting the livelihoods of 0.5m people in the MFWR (¶19 above). However, funding for other components of the CP has been very limited: at the end of 2015, confirmed contributions to the CP budget made up 25% of the total CP budget, and USDA inputs constituted 61% of those confirmed

contributions (WFP, 2016a). Other CP activities have therefore been restricted, as has the operational coherence of the SFP with the rest of the planned CP lifecycle approach. It was also unclear from SFP design how the food for assets element (for school infrastructure) would be aligned with the broader CP approach.

**Table 3 Partners and activities by district, 2015 and 2016**

Year	Partner	District	Mid-day Meal	WASH (Behavioural Change)	WASH (Infra-structure)	Capacity Building	Digital Learning	Early Grade Reading
2015	FFEP	Achham						
	FFEP, WE, NRCS	Baitadi						
	FFEP, OLE, WE, NRCS	Bajhang						
	FFEP	Bajura						
	FFEP, WE, NRCS	Dadeldhura						
	FFEP, WE	Dailekh						
	FFEP, WE, NRCS	Darchula						
	FFEP	Doti						
	FFEP, WE	Jajarkot						
FFEP	Rukum							
		<b>Total</b>						
2016	FFEP, CDM	Achham						
	FFEP, CDM, OLE, WE	Baitadi						
	FFEP, IDS, OLE, WE, RRN	Bajhang						
	FFEP, IDS	Bajura						
	FFEP, CDM, WE	Dadeldhura						
	FFEP, IDS, WE	Dailekh						
	FFEP, IDS, WE	Darchula						
	FFEP, CDM	Doti						
	FFEP, IDS, WE	Jajarkot						
FFEP, IDS	Rukum							
		<b>Total</b>						

Source: CO data.

44. The programme is aligned with the 2013-2017 United Nations Development Assistance Framework (UNDAF), which commits WFP to working with UNESCO and UNICEF to support the SSRP and to working with the MoE to enhance school feeding programmes in ECD and basic education settings (UNDP, 2013: 15, 28). Through Nepal’s membership of the Scaling Up Nutrition (SUN) process, the UNDAF commits WFP to working with FAO and UNICEF “to scale up an integrated package of nutrition interventions to reduce stunting in children, particularly among the most marginalized and poorest population groups” (UNDP, 2013:15). UN agency informants stated that the LEDPG, rather than the UNDAF, was in practice the leading mechanism for ensuring operational coherence and complementarity in the education sector.

45. In the WASH sub-sector, UNICEF is an important technical partner for WFP. It provides technical input to the DoE-run Thematic Working Group for WASH in Schools, by supporting the network coordination, the learning exchange platform, and the publication of communication materials on WASH in schools in Nepal. UNICEF and WFP initially also used the same IP, the Nepal Red Cross Society (NRCS), to reach primary school children with comparable ‘WASH in Schools’ software (i.e. training and awareness raising) activities (UNICEF, 2015a: 23).

46. The food basket provided under the WFP SFP is not totally in line with global normative guidelines. During school days, children receive one daily meal of haluwa, which consists of supercereal, fortified oil and sugar. The ration is fixed for all the children at 90g fortified CSB+ (Supercereal), 10g of sugar and 10g of fortified vegetable oil. This ration provides children with an average 470 Kcal and also contributes to micronutrient, mineral and vitamin requirements. It contributes to 32 percent of the daily energy needs of an average pre-primary child (3 to 6 years old) and 25 percent of the daily recommended nutrition intake for 6 to 12-year-old

children. This falls short of the guidelines developed by the Partnership for Child Development (PCD),<sup>11</sup> “which build on already existing frameworks as well as guidelines from developed countries and United Nations... agencies” (Bhatia, 2013: 4) and which call for larger rations. Meals for children who attend morning and afternoon sessions at school should cover between 60 and 75 percent of their recommended nutrient intake (approximately 1,390 Kcal for primary children and 975 Kcal for pre-primary), in addition to 60 to 75 percent of micronutrient requirements (Bhatia, 2013). Among all MTE interviewees, only one health worker mentioned this shortfall in the ration. Children and parents interviewed by the ET all expressed satisfaction with the size of the school meals.

47. WFP requested an amendment to allow a modification of the food basket in one district (Dailekh). There, in 2017, all students will receive a daily ration of 80g of fortified rice, 20g of lentils, 10g of vegetable oil and 2g of salt. This food basket will not only align better with the local diet, but will also increase the nutritional value of the meal, at a comparable cost to the current food basket. The ration will remain equal for all age groups, although recommended nutrient intakes should vary with age.

48. Programme design was partially in line with WFP’s corporate gender policies. When the programme was designed, the 2009 WFP gender policy was still in force (WFP, 2009b). This policy introduced a shift from a women-centred approach to a broader analysis of the challenges and opportunities in the lives of the women, men, girls and boys. WFP’s most recent corporate gender policy, 2015-2020, was adopted half a year into project implementation (WFP, 2015a). It supports a gender- rather than a woman-focused approach and calls for programmes to be designed to support women, men, girls and boys in reaching their potential. WFP’s Asia-Pacific gender implementation strategy, developed some time after the design of the Nepal MGD SFP, focuses on creating awareness within WFP, to develop improved partnerships to enhance WFP’s effectiveness on gender and mobilise additional resources (WFP, 2016j).

49. In line with the 2009 policy, the WFP SFP was designed to facilitate the participation of women in Food Management Committees (FMCs), improve access to education for girls and continue to ensure that the gender equity remains in primary school enrolment. Many relevant indicators are disaggregated by sex (for children and adults – where relevant) and allow for gender sensitive monitoring. However, the 2009 policy also pledged WFP to prevent violence against women, girls and children, and to use its school feeding programmes to promote innovative learning and advocacy methods to address sexual and gender-based violence (GBV). While informants and documentation indicate that GBV and isolation linked with menstruation are indeed significant issues in Nepal (Government of Nepal, 2012b: 236; Stenbäck, 2015; DFID & WB, nd; CARE, 2015) these topics were not covered under the WFP SFP design. However, the operation includes the construction of separate toilets for boys and girls (just at a maximum 60 schools), which could reduce menstruation-linked absences of girls from school. Programme design did not show explicitly how men and boys can be engaged as agents of change, although it implicitly responded to this because it included some relevant activities. For example, the programme involves both parents in the education, improved nutrition and health of their school aged children, and includes awareness-raising campaigns on the importance of girls’ education. The needs of the boys and men were not specifically reviewed nor addressed in the programme proposal.

50. WFP’s Gender Marker has been generally applied since 2012-2013, promoting the mainstreaming of gender in project proposals (WFP, 2014b). It tracks whether a project fully addresses the different needs, vulnerabilities and priorities of women, girls, boys and men. The evaluation team has not assessed the WFP SFP proposal on a gender marker scale, but has

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<sup>11</sup> Based at Imperial College, University of London, the PCD “brings together a distinct combination of academic excellence, technical expertise and high-level networks to Governments looking to develop and strengthen their school health and nutrition programmes” .

assessed whether the gender marker guidelines were applied. The proposal does include some, but not all, of the WFP gender marker data. For example, some of the analysis is sex disaggregated and the results framework requires sex-disaggregated data on school enrolment, attendance and/or drop-out rates. However, the situation and needs analysis does not discuss the domestic roles of women, men, girls and boys, such as water and firewood collection, and the possible implications of these chores, such as time burden, the risks of violence and dropping out from school. On a very small scale (60 schools), the project will introduce fuel-saving stoves – which will reduce the burden on male and female cooks in charge of collecting the firewood and reduce hazardous smoke in the kitchen.

51. **Gender analysis** was partial. Programme design referred to achievements of earlier phase school feeding interventions, and reported that gender parity was achieved in the programme areas. It does not place this sufficiently in the national context, where gender parity was also achieved at primary, basic and secondary levels (World Bank, 2015: xv). It did not analyse how the previous WFP SFP phase had contributed to this process and what lessons might support the new phase. It also did not demonstrate that disparities in gender ratios continued to exist among various geographical areas, ethnic groups and castes. It mentioned that more girls are in school than boys, but did not identify possible explanations, such as families with resources choosing to send sons but not daughters to private boarding schools (Stenbäck, 2015: 12-13, 21).

52. Programme design also did not reflect on how it could further align (or not) with other initiatives that supported gender parity and social inclusion, such as the Government Educational Scholarship programme for Dalit and girl children and children with disabilities, operational since 2004 and providing a small targeted transfer (approximately US\$6.50 per year) to parents through the local unit of MoE (Khanal, 2012: 52; Stenbäck, 2015: 23, 27).

53. Considering the high proportion of out-of-school children identified in the programme proposal, it is notable that there was no further consideration of who these out-of-school children were and whether there was any gender-related gap – which was the finding of an SSRP gender analysis that showed more girls than boys were out of school (Stenbäck, 2015: 25; see also Government of Nepal, UNICEF & UNESCO, 2016: ix).

54. Programme design did not provide a detailed analysis of nutrition and health issues facing boys and girls, although data were available. It thus failed to identify some of differences in nutritional indicators between boys and girls under five shown in the 2011 DHS: higher rates of stunting, wasting and severe wasting among boys than girls (Government of Nepal, 2016b: 166).

55. The design document also provided no comprehensive assessment of the existing burdens of women in the MFWR. It did not analyse how migration of men and boys affects them and women; how boys and men could be better engaged within the local context of the MFWR; or what their specific needs were. Little information was provided related to traditional beliefs and practices that might affect children, women and men, including taboos around isolation during menstruation, and GBV. The burden of household chores on women and girls was not reviewed, nor the risk of community engagement resulting in women's disproportionate responsibility for unpaid care work. Informants stated that migration of boys and men, as well as patriarchal gender roles, led to women taking up more of the voluntary tasks, such as collection of monthly food rations from Final Delivery Points (FDPs) and monitoring the storage and preparation of school meals.

56. Programme design also did not sufficiently review how WFP could support implementation of the 2012 SSRP gender audit recommendations and elements of the MoE's Consolidated Equity Strategy (Government of Nepal, 2014b). For example, it described support to the school WASH agenda, but focused mainly on improving knowledge, attitudes and practices. It lacked analysis of how this might further affect SSRP provisions relating to separate

girls' toilets and school water supplies – which are both critical to the creation of girl-friendly schools.

## 2.3 What are the results of the operation?

### Box 2 Key findings on results

- Assessing the results of the programme is challenging, because of the complex, overlapping and inconsistent set of reporting indicators in use and the many differences in this regard between the programme proposal, the PMP, USDA's modification letter to WFP and WFP's subsequent reporting to USDA.
- Nevertheless, the core business of providing school meals has been performed satisfactorily, at 85-90 percent of target levels. Overall, capacity development outputs have also been achieved as intended. Infrastructure outputs have fallen behind schedule.
- Distilling clear conclusions about outcomes is particularly difficult. There is some evidence that good improvements in literacy are emerging, although it is clouded by uncertainty about the value of baseline data. Reports against the weaker target indicators about improved use of health and dietary practices do not yield a conclusive picture of progress, but efforts are being made to build capacity for nutrition at school and community levels.
- It would appear that about 95 percent of the revised target total of 270,000 school children are being reached.
- At policy and management levels in national and local government, WFP missed opportunities to engage more proactively with gender initiatives and focal persons.
- WFP has coordinated its work well with those of other agencies in cognate fields of school health and WASH, and has worked to build capacity at school and community level as well as in Government at district and central levels.
- In school feeding itself, WFP's capacity development contribution is diluted by the division of roles between the FfEP, which WFP has helped to build over many years, and the DoE, with which WFP works more to explore modalities than specifically to build capacity.
- The operation has not worked efficiently with the Government towards handover, and the Government is highly unlikely to continue the type of school feeding programme that the current operation is delivering – because of its central reliance on externally sourced foodstuffs. In these circumstances, it was not possible for WFP to work efficiently towards handover.
- Despite these constraints, WFP has worked constructively with the Government to pilot alternative modalities.

57. **Attainment of outputs.** Following the requirements of the TOR (on page 56 below), MTE EQ 6 asks about the extent to which planned outputs have been attained. As explained in ¶109 and Annex D, it is difficult to answer this question because of the multiple divergences between output indicator definitions in the WFP proposal to USDA (WFP, nd (a)), the Performance Monitoring Plan (PMP, WFP, nd (d)), USDA's Modification 1 letter to WFP (USDA, nd) and WFP's six-monthly progress reports to USDA (e.g. WFP, 2016r and WFP, 2016s; the six-monthly reports have been the MTE's principal source for formal performance data). It is therefore difficult to define which 'planned' outputs actual performance should be compared against. It has not been possible to trace clear written statements of why these various changes were made; they are further complicated by apparent inconsistencies and errors in some of the data.

58. Overall, however, there is evidence – corroborated by limited MTE observations and beneficiary interviews in the field – that WFP and its IPs have achieved satisfactory levels of performance at output level. In Annex D, Table 30 sets out the planned outputs shown in the WFP proposal, as well as those in USDA’s Modification 1 letter, and shows the performance data reported by WFP for each six-month period to 30 September 2016. Table 4 below shows selected summary output data.

59. The core business of the programme – providing school meals – has performed at 85-90 percent of planned output levels. WFP experienced a pipeline break at the start of 2015 (WFP, 2015d), although this is not reported in the CP Standard Project Report (SPR; WFP, 2016b). District- and school-level informants report that this had limited impact on the provision of school meals, due partly to the availability of existing stocks. Preliminary WFP December 2016 outcome survey data show that children in 87.6 percent of sample schools were eating during all six school days each week (Table 50, Annex H).

60. Nutrition, health and hygiene training was carried out through WFP, the MoE and WFP’s NGO IPs. Until the end of 2015, the NRCS initially only worked in three districts, after which two other NGOs were hired (CDM and IDS). With support of these NGOs, the activities were expanded to the 10 districts. By September 2016, a total of 6,891 people had received training on health and nutrition, including 5,354 teachers and 1,537 parents. Following the findings of the baseline, WFP prepared the roll out of multiple cook trainings on safe food preparation and storage practices with NRCS. However, the implementation was delayed due to the earthquake response, which required most of NRCS’s attention. The activities were picked up again from October 2015. During the following 11 months, refresher trainings were provided to 2,205 cooks. The training focused on safe food preparation and storage practices, and explains how food and nutrition relate to hunger and learnings, water, sanitation and hygiene practices. Between October 2015 and March 2016, WFP also provided over 1,800 schools with improved food preparation and storage equipment. WFP plans to expand training on health and nutrition and has supported the development of several locally adapted information, education and communication materials that promote the proper use of haluwa, the use of a balanced diet at home, the importance of proper handwashing and the best approach to purify water.

61. Infrastructure outputs have not been achieved as planned. The building or rehabilitation of school kitchens, latrines and water systems and the provision of energy-savings stoves were scheduled to take place at 20 schools per year for three years. Work was only reported in the April-September 2016 period, with 20 stoves provided; 19 kitchens built/rehabilitated; 12 improved sanitary facilities built; 25 tippy-tap hand washing facilities installed early in the programme with a further 19 facilities in 2016; and 19 schools reported as using “an improved water source” in April-September 2016. It should be noted that hand washing facilities can only be fully effective if soap is available. The programme does not fund it, but IP informants and field observations suggest that it is often provided through a small monthly fee (e.g. NPR 5) payable by parents for each child. For the digital literacy initiative, OLE installed solar panels and storage batteries to run the laptop programme in 13 schools in Bajhang and 11 schools in Baitadi. It also provided 20 schools in Bajhang and 15 schools in Baitadi with specially designed desks and benches to run laptop integrated classes.

62. According to CO informants, the contractor appointed for the 2016 phase of the building works (at 20 schools in Bajhang district) did not perform to standard, necessitating intensive supervision by WFP engineering staff and numerous remedial actions before the work could be accepted. A new contractor selection process is now under way for further construction in Doti and Dadeldhura districts in 2017. Following the wording of the TOR (page 56 below), EQ 6 refers to the attainment of “planned outputs, including capacity development activities” – which is an inappropriate conflation of two different terms. Even if a training process or event is defined as an output, the concept of capacity development belongs better at outcome level.

However competently training activities and materials are delivered, what matters is whether effective, enhanced capacity is achieved.

63. At the level of reported output indicators (Annex D, Table 30), the performance of WFP's Nepal MGD programme has been generally satisfactory. Teacher training reached roughly planned levels in aggregate, although the number trained on and demonstrating the use of printed and digital instruction materials fell far below target in April-September 2016, while those trained as trainers in health and nutrition were almost ten times the target level in the same period. The number of parents trained in the same subjects also greatly exceeded the plan in that period. Overall, the training of school administrators roughly matched planned levels, as did the training of cooks and refresher training for MoE staff on the electronic Standard Project Report (eSPR), while training of storekeepers in commodity management only occurred in the final reporting period and is below target. Events to promote community awareness on the importance of education are reported to have exceeded target levels. The production of national school feeding implementation guidelines (linking to one of the MGD SO 1 FRs) was deferred to FY 2016 but has not yet been reported. The development of annual MoE funding strategies for school feeding (supporting another SO 1 FR) was originally planned for FYs 2015 and 2016, was rescheduled to FYs 2016 and 2017, and has not yet been reported.

64. The programme proposal planned the pilot distribution of lunch boxes in FYs 2015 and 2016. That output was not included in subsequent reporting. There has been no reporting of pilot activities at the level of output indicators, although the most recent narrative reporting summarises the initial activities of the two pilot projects on school meal modalities and nutrition-sensitive literacy (WFP, 2016s: 4-5).

65. **Attainment of outcomes.** Assessing the attainment of “planned” outcomes is also challenging (¶Box 2 above). There should be two mutually consistent sets of outcome data: the annual outcome monitoring surveys commissioned by the CO, and the six-monthly progress reports submitted by WFP to USDA (e.g. WFP, 2016r and WFP, 2016s); the “performance indicators – results” tab on the report spreadsheets presents outcome-level data, although this is confused by the inclusion of multiple indicators on the number of beneficiaries (see below). In fact, however, data collection for the 2015 outcome survey took place in June-July of that year (WFP, 2016a: 3), at about the same time as the baseline survey (Kimetrica, 2016: 8); while the 2016 outcome survey was in the field at the time of the MTE mission in December, and at the time of writing only preliminary findings on education indicators are available (Annex H). That survey's report will presumably comment on any seasonal variation that might affect its findings. Table 31 on page 102 in Annex D presents details on the outcome indicators and targets that have been used, as well as performance data reported to USDA up to September, 2016. Table 5 on page 20 above gives data on just a few of these indicators.

66. There are significant differences in the phrasing of the two MGD strategic objectives at which the programme aims (see Figure 2, page 109). MGD SO 1 is improved literacy of school-age children. MGD SO 2 is improved use of health and dietary practices – not improved health or nutrition.

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**Table 4      Outputs: selected summary data**

Indicator	Targets <sup>12</sup>				Results <sup>13</sup>			
	Target FY 2014	Target FY 2015	Target for FY 2016	Target for FY 2017	10/14 - 03/15	04/15 - 09/15	10/15 - 03/16	04/16 - 09/16
Number of mid-day meals provided	38,000,000	38,000,000	38,000,000	32,000,000		34,589,360	32,262,480	34,281,360
<i><b>Comment.</b> WFP's proposal to MGD showed a target for FY 2016 of 32m. Six-monthly reports show the target for that year as 38m, probably because of the extension of basic education up to Grade 8.</i>								
Number of teachers trained on the use of printed and digital instructional materials	1,200	1,200	1,200					
Number of teachers/ educators/teaching assistants trained or certified as a result of USDA assistance		2,645	2,745	2,745	64	2,784	2,549	408
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		1,922	1,922	1,922		1,893	1,988	277
<i><b>Comment.</b> USDA Modification I letter to WFP and WFP's six-monthly progress reports reworded the indicator used in the proposal to MGD, and adjusted the targets. They also added a second indicator (row 3 above), which duplicates an indicator used at outcome level – although with a single “final target” of 2,114 rather than the annual targets of 1,922 shown above.</i>								
Number of teachers trained as trainers of trainers	600	600	600	600	0	0	0	5,354
Number of parents trained as trainers of trainers	600	600	600	600	0	0	144	1,537
Number of individuals trained in child health and nutrition as a result of USDA assistance (female)		549	549	549	0	0	113	3,061
Number of individuals trained in child health and nutrition as a result of USDA assistance (male)		651	651	651	0	0	131	3,830
<i><b>Comment.</b> USDA Modification I letter to WFP and WFP's six-monthly progress reports added the second two indicators shown above. The progress reports have reported on all four indicators. They suggest either that little work was done on this output until the final reporting period shown above, or that the data were not collected until then.</i>								

<sup>12</sup> Targets are as shown in Modification I to the USDA commitment letter (USDA, nd), unless otherwise stated.

<sup>13</sup> Results are taken from WFP's six-monthly progress reports to USDA.

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**Table 5 Outcomes: selected summary data**

Result Title & Description		Performance Indicator	Performance Indicator Target <sup>14</sup>	Baseline survey (06/2015)	Performance indicator results <sup>15</sup>										
					10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016							
MGD SO1	Improved Literacy of School-Aged Children	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	Girls – 30% Boys – 30%	Girls – 0.5% Boys – 0.5%	0.5%	1%	22%	22%							
									<b>12/2016</b>						
									Girls	83.3%					
						Boys	88.6%								
MGD 1.2	Improved Attentiveness	Percent of students in classrooms identified as inattentive by their teachers	0	12%		12%	12%	12%							
									<b>12/2016</b>						
						9.88%									
<p><i>Comment. The proposal showed the target as 0%. WFP six-monthly monitoring reports, and the USDA Modification I Letter (USDA, nd) show the target as 30%. Data for 12/2016 come from the WFP outcome survey carried out then. See more detailed tabulation in Table 40, Annex H below.</i></p>															
MGD 1.3	Improved Student Attendance	Percent of students (girls/boys) regularly (80%) attending USDA supported schools	Girls - 96% 216,000	90%		87,153	81%	83%							
									Boys - 96% 216,000	92%		79,142	81%	81%	
			<b>06-07/2016</b>												
									Girls	52.1%					
									Boys	51.9%					
<p><i>Comment. Targets shown in proposal as percentages. USDA Modification I Letter, and WFP six-monthly monitoring reports, also show numerical targets: 216,000 boys and 216,000 girls. In fact 216,000 is 80% of the revised total number of target children, 270,000. Assuming equal numbers of boys and girls, the targets should therefore be 108,000 each. WFP's April – September 2016 monitoring report says, for boys: "Based on school records, average school attendance 81 percent. Calculated on total male students (75,381) enrolled." For girls: "Based on school records, average school attendance is 83 percent. Calculated on total female students (84,177) enrolled". Data for 12/2016 come from the WFP outcome survey carried out then and refer to Ashar 2073 (mid-June 2016 – mid-July 2016). See more detailed tabulation in Table 41, Annex H below.</i></p>															
MGD SO2	Increased Use of Health and Dietary Practices	Percent of school-age children receiving a minimum acceptable diet (male)	50%			4.6%	4.6%	-							
		Percent of school-age children receiving a minimum acceptable diet (female)	50%			4.6%	4.6%	-							
		<b>2015 baseline survey indicator:</b> Average dietary diversity score of school aged children (both male and female)		4.6											

<sup>14</sup> As shown in the WFP project proposal to USDA (WFP, nd (a)), unless otherwise stated.

<sup>15</sup> Drawn from WFP's six-monthly monitoring reports to USDA.

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Result Title & Description	Performance Indicator	Performance Indicator Target <sup>14</sup>	Baseline survey (06/2015)	Performance indicator results <sup>15</sup>			
				10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016
<p><i>Comment.</i> WFP’s proposal to MGD showed a single target of 575,460 “total individuals directly benefiting from USDA-funded interventions”. The rationale for using this to reflect increased use of health and dietary practices is unclear. The USDA Modification I Letter and WFP six-monthly reports changed the indicator to the percentage of school-age children receiving a minimum acceptable diet, with a target of 50% for boys and 50% for girls. Following the baseline survey’s assessment of a mean dietary diversity score of 4.6 (out of a total of 10), WFP progress reports have been repeating this number, but as a percentage. The most recent report acknowledges that no assessment was done and presents no data on the indicator.</p>							
<b>MGD 2.1</b>	Improved knowledge of health and hygiene	Percentage of parents in target communities who can identify at least three important health/hygiene practices. See below.					<b>12/2016</b> 83%
<p><i>Comment.</i> The WFP proposal to MGD proposed an indicator (referring to Feed the Future 5) of “number of people (parents) trained in child health and nutrition as a result of USDA assistance”. The 2015 baseline survey proposed two indicators: “percentage of parents in target communities who can identify at least three important health/hygiene practices” (baseline score was 80%); and “percentage of students and parents in target communities who can identify at least one local source of information on good health practices” (baseline score was 100%). The USDA Modification I Letter and WFP six-monthly reports have not referred to this target at all, but the December 2016 outcome survey did report on the percentage of parents who can identify at least three important health/hygiene practices. See Table 44, Annex H for further detail.</p>							

**Table 6 Beneficiaries: selected summary data**

*The table shows the number of school-aged children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance*

	Targets <sup>16</sup>				Results <sup>17</sup>			
	FY 2014	FY 2015	FY 2016	FY 2017	10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016
Male		95,000	95,000	95,000		79,142	79,729	121,423
Female		95,000	95,000	95,000		87,153	89,337	132,513
<b>Total</b>		<b>190,000</b>	<b>190,000</b>	<b>190,000</b>		<b>166,295</b>	<b>169,066</b>	<b>253,936</b>
<b>Comment</b>	<p><i>The above two indicators are shown in the outcomes section of the USDA commitment letter, with a single target of 281,763 (male) and 282,982 (female). The targets for FYs 2015, 2016 and 2017 shown above are drawn from WFP’s six-monthly progress reports to USDA.</i></p>							

<sup>16</sup> Targets are as shown in Modification I to the USDA commitment letter (USDA, nd), unless otherwise stated.

<sup>17</sup> Results are taken from WFP’s six-monthly progress reports to USDA.

67. Literacy is the one area for which a formal change of target was proposed and approved. The indicator “percentage of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade-level text” was revised in 2016 from a target 30 percent to 20 percent (reportedly to align the MGD programme target with that chosen for the USAID national EGR programme (¶46 above)). According to WFP’s progress report for April-September 2016 (Table 31), that figure was 22% for both girls and boys. For the previous six-month period it was shown as 1% for both sexes, and 0.5% for both sexes the period before that (April-October 2015) – the same as the baseline, not surprisingly, which was surveyed in June-July 2015 in four sample districts, among Grade III pupils only. In February-March 2016, World Education itself assessed literacy performance in a sample of 152 schools in the six districts where it works as WFP’s MGD-funded IP. This found 6 percent of Grade I pupils in the top two (out of four) literacy categories: “children who read fluently with full comprehension”; and “children who read with increasing fluency and comprehension”. It found 21 percent of Grade II pupils and 36 percent of Grade III pupils in these top two categories (World Education, 2016: 6). Little gender differentiation was found and the data presentation on this first year’s results was therefore not gender disaggregated. For the four districts also covered by the baseline survey, Table 7 presents a comparison of the scores across all four categories in Grade III. CO and IP informants expressed dissatisfaction with the technical quality of the baseline survey data. However, according to IP informants, other studies in Nepal have found levels of EGR ability comparable to those reported by the WFP baseline.

**Table 7      Grade III literacy scores: 2015 baseline and 2016 monitoring survey**

<b>District</b>	<b>Survey</b>	<b>Children who read fluently with full comprehension (%)</b>	<b>Children who read with increasing fluency and comprehension (%)</b>	<b>Children who read slowly with limited comprehension (%)</b>	<b>Children who have not yet begun to read (%)</b>
Bajhang	Baseline 2015	-	1.5	95.1	3.4
	WE survey 2016	26.0	13.0	44.0	17.0
Dailekh	Baseline 2015	-	-	45.0	55.0
	WE survey 2016	23.0	14.0	39.0	24.0
Baitadi	Baseline 2015	-	4.0	90.0	6.0
	WE survey 2016	14.7	11.7	61.9	11.7
Dadeldhura	Baseline 2015	-	-	43.0	57.0
	WE survey 2016	34.0	21.0	42.0	3.0

68. Using a different indicator (based on a less consistent, non-standardised method in which each teacher devises her/his own test), WFP’s December 2016 outcome survey found 88.6 percent of boys and 83.3 percent of girls scoring 40% or more in a Nepali reading and comprehension test after two grades of primary schooling (Table 37 and Table 38, Annex H).

69. Table 31 in Annex D also shows monitoring scores for other education-related indicators. WFP’s programme proposal showed the target percentage of students in classrooms identified as inattentive by their teachers as zero (WFP, nd (b): 14); subsequent documentation showed it as 30 percent, with all six-monthly reports showing a score of 12 percent (not gender disaggregated). WFP’s December 2016 outcome survey showed inattentiveness at 9.88 percent (10.3 percent for boys and 9.5 percent for girls: Table 40, Annex H).

70. The target percentage of girls and boys regularly (80 percent of days) attending USDA-supported schools was set at 96 and the score appears to have fallen from 90 percent for girls and 92 percent for boys at baseline to 83 and 81 percent respectively in April-September

2016 (Table 31, Annex D). Preliminary data from the WFP December 2016 outcome survey are ambiguously worded but appear to show a much lower rate of regular attendance (Table 41, Annex H).

71. The provision of separate latrines for boys and girls can be seen as an incentive to girls' attendance as well as an enhancement of hygiene and sanitation practice. As Table 31 in Annex D shows, WFP's programme proposal set a performance indicator as 60 target schools with separate latrines. After the baseline survey found that 45 percent of schools have separate latrines for boys and girls (although it also found many not functional and unused because they lacked water), WFP six-monthly reports have simply reported that percentage. December 2016 outcome survey data simply show whether schools have functioning toilet facilities: 91.5 percent of the sampled schools do. It found that 75 percent of the schools have a source of drinking water at or near the school (Table 46, Table 47, Annex H).

72. According to the proposal, another positive indicator (MGD 1.3.4 in Table 31) would be a 10 percent increase in student enrolment. The USDA Modification I Letter and WFP six-monthly reports simply show a target number: 270,000 girls and 270,000 boys (i.e. twice the actual revised target of 270,000). Numbers reported over the last three six-monthly periods (note in Table 31 that those for two of those periods they are virtually identical) fall significantly short of 240,000. Girls' enrolment in April-September 2016 is shown as 84,177, with 75,381 boys enrolled. However, December 2016 outcome survey data show a girls: boys enrolment ratio of 1.1, with an overall decline in enrolment of 1.8 percent between 2015 and 2016 (Table 42, Annex I).

73. Reduced health and related absences was shown in the proposal as an outcome indicator, but not in USDA's modification letter, as it was agreed with WFP not to report on it. Overall, for MGD SO 2, "increased use of health and dietary practices", WFP's proposal to MGD showed a single target of 575,460 "total individuals directly benefiting from USDA-funded interventions". The rationale for using this indicator to reflect increased use of health and dietary practices is unclear. In USDA modification letter 1, the performance indicator related to this SO became the "percent of school-age children receiving a minimum acceptable diet" (target 50 percent), but the baseline survey assessed the "average dietary diversity score of school aged children" (no target). Although closely linked, these are two different indicators, and no subsequent explanations are available related to this change in indicator definition. While there is no baseline for the first indicator, no targets were set for the second one. It is difficult to assess progress on this indicator in light of the absence of the data. Following the baseline survey's assessment of a mean dietary diversity score of 4.6 (out of a total of 10), WFP progress reports have been repeating this number, but as a percentage. The most recent report acknowledges that no assessment was done and presents no data on the indicator.

74. Progress in the outcome indicators relating to reduction of short-term hunger is mainly reported at output level (for example the number of school meals provided to school-age children as a result of USDA assistance (Table 30, Annex D)). However, information on this at outcome level is less available so far. Performance regarding "the number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance" has been modest. This is due to the slow start of the infrastructure work. The baseline also included two additional indicators to report on this outcome, notably the percentage of students in target schools who regularly consume a meal before the school day and during the school day. Baseline values were 74 and 77 percent respectively. According to the December 2016 outcome survey, they have risen to 91 percent before the school day and 88 percent during all six school days (Table 49 and Table 50, Annex I). Children, parents and teachers told the MTE mission that the school meals were delivered on time and the portions were sufficient. Although *haluwa* is not a traditional Nepali dish, it was reported to be well accepted by, and self-targeting to, children.

75. With regard to the MGD target of improved knowledge of health and hygiene, information on progress is scattered but can be measured through various outcome indicators. The WFP proposal to MGD suggested an indicator (referring to Feed the Future 5) of “number of people (parents) trained in child health and nutrition as a result of USDA assistance”. The 2015 baseline survey proposed two indicators: “percentage of parents in target communities who can identify at least three important health/hygiene practices” (baseline score was 80); and “percentage of students and parents in target communities who can identify at least one local source of information on good health practices” (baseline score was 100). The USDA modification letter and WFP six-monthly reports have not referred to this target at all. They have referred to the target of “increased knowledge of safe food preparation and storage practices” – 80 percent of food preparers at target schools who achieve a passing score of a test in this regard – but six-monthly reports only repeat the baseline survey score of 20 percent. The December 2016 outcome survey reported 76 percent achieving the passing score or more (Table 45, Annex I). Indicators supposedly measuring increased knowledge of nutrition are restricted to numbers of people trained (which, according to the CO, is the correct indicator), rather than any measure of how their knowledge has increased. However, the December 2016 outcome survey returned to the indicator of percentage of parents who can name at least three health or hygiene practices, and reported that 83 percent could (Table 44, Annex I).

76. Because changes in nutrition and health behaviour have not yet been adequately measured, it is not possible to determine whether WFP’s current training materials on these subjects are adequate. Its common references to ‘information, education and communication’ material (¶60 above) rather than ‘behaviour change material’ do imply that a change of approach would be beneficial, complemented by monitoring of behavioural outcomes rather than the number of training outputs or beneficiaries.

77. Table 31 in Annex D shows some other indicators that were meant to represent progress towards “increased use of health and dietary practices”, as shown in the proposal, the USDA modification letter and/or the six-monthly progress reports. For increased access to preventative health interventions, the proposal mentioned the number of target schools that have at least a one month supply of hand and dish soap. That indicator has not been used. The proposal defined the indicator for increased access to requisite food preparation and storage tools and equipment as “percentage of target schools with improved food preparation and storage equipment”, with a target of 100. The USDA modification 1 letter and WFP six-monthly reports changed this to “number of target schools with improved food preparation and storage equipment”, with a target of 540. The six-monthly reports appear to be treating this as the number of schools provided with this equipment in each reporting period, rather than a cumulative total – which would correspond better with the final target. In October 2015 – March 2016, 1,800 schools were reported to have been provided with the equipment.

78. The detailed commentary on the outcome indicators in Table 31, Annex D, raises doubts about the logic of their definition in some cases and helps to explain the difficulty of using the available monitoring data as empirical proof of the progress being made by WFP’s and MGD’s more integrated approach to school feeding interventions. Nevertheless, informants in Nepal argue strongly that the broader suite of activities now built around the provision of school meals is starting to achieve educational benefits that previous decades of school feeding failed to accomplish. This should make sense, although it cannot yet be proved. Better nutrition through school feeding does not guarantee that the educational process or outcomes will be more effective. Not only must a better diet be accompanied by stronger provision for good health and hygiene, the quality of education itself must be improved if healthier, better-fed children are to perform better at school.

79. While it is arguably prudent to begin the integrated approach on a small scale before attempting it more widely, the fragmented nature of the overall programme, with varying permutations of the activities across the ten districts, has limited its effectiveness and restricted the amount that could be learned. Sanitation infrastructure, for example, is only to be constructed in 60 of the 2,445 schools served by the programme (20 to date). Despite the widespread lack of school kitchens (¶29 above), WFP is the only agency supporting their construction (MoE has no programme for this), and many schools lack proper food storage facilities – both factors with potentially dangerous hygiene implications for school feeding. The WASH software activity (due partly to the constraints discussed above) has only reached all ten districts in 2016, although its roll out was easier because the NGO IP could tap into WFP’s existing network of schools and district level engagement. While there is consensus among informants about the enhanced effectiveness for school meals that the integrated approach achieves, it is less clear how this approach would be implemented at scale across the country.

80. **Beneficiaries.** The programme proposal, the subsequent USDA modification letter and WFP’s six-monthly progress reports have all used various indicators referring to numbers of beneficiaries at both output and outcome levels. Table 29 on page 93 in Annex D gives details on how the various indicators, targets and results were presented, focusing on the USDA modification letter and the six-monthly progress reports. Using the same format, Table 6 on page 21 above shows one summary indicator, extracted from Table 29, of the number of children receiving school meals.

81. WFP’s CP proposal for component 2 (school feeding) planned to benefit an annual maximum of 166,500 men/boys and 166,500 women/girls between 2013 and 2015 (total 333,000), and annual maxima of 125,000 boys and girls (total 250,000) in 2016 and 2017 (WFP, 2012b: 11). The intention was to provide school meals for children in pre-primary (ECD) classes and from Grades 1 to 8.

82. WFP’s proposal to MGD for the programme reviewed here planned to provide school meals to 95,000 boys and 95,000 girls (total 190,000) in FY 2014 and FY 2015, and 80,000 boys plus 80,00 girls (total 160,000) in FY 2016 (WFP, nd (a): 21). Informants state that these targets reflected the Government’s desire to focus school feeding on ECD plus Grades 1–5 only, and, possibly, the plan to hand two districts over to the Government school meals programme towards the end of the project period – although the proposal only refers to doing this at the end of FY 2016 (WFP, 2012b: 9). In fact, according to CO informants, the disruption caused by the 2015 earthquake led the Government to request deferment of this handover. With USDA concurrence, WFP has therefore continued the programme in all ten districts.

83. The passing of the 2016 Education Act reconfigured basic education in Nepal to include Grades 6–8. According to CO informants, this led to a revised target of providing school meals to a total 270,000 children in FY 2016 and FY 2017, although this figure cannot be directly derived from the data shown in Table 29 in Annex D. FfEP monitoring reports (Table 28, Annex D) show “enrolment in FfE schools”. They cover different reporting periods than WFP’s six-monthly reports, which is one reason why they do not show the same numbers of children (although they are of similar orders of magnitude). The cumulative data of “total attendance during the period” are less helpful.

84. Two issues complicate the counting of this programme’s beneficiaries. The first is the challenge of double counting and determining whether targets are per reporting period or cumulative. Reporting on this programme is not completely clear on this, although the answers can usually be guessed intuitively for each indicator. The second is the extent to which beneficiaries include those not eating school meals: family members, for example, or those receiving food assistance while working on school infrastructure. This is complicated by

references to an FTF (Feed the Future) indicator: “number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance”. The WFP proposal to MGD set this at 540,000; the PMP said that “this indicator measures the number of beneficiaries receiving school meals” (WFP, nd (d): np<sup>18</sup>). It is not clear how the target of 540,000 was calculated. Even if the beneficiaries were being double counted, the annual targets mentioned above total 560,000.

85. Beneficiary reporting has been further complicated by the apparent duplication of indicators and their separate presentation in recent reports as “continuing” (i.e. assistance given to ECD plus Grades 1–5) and “new” (Grades 6–8 in those schools where WFP now provides school meals to children in those additional years of basic education). This can be seen in Table 29 in Annex D, which shows all the reported beneficiaries of USDA assistance (excluding those benefiting from training, who are reported separately (Table 30)). It should be noted that the USDA’s commitment letter duplicated many of these indicators at what appear to be output and outcome levels (USDA, nd, 7-11) and that WFP’s six-monthly progress report spreadsheets repeat this duplication on their “Performance Indicators – Activities” and “Performance Indicators – Results” tabs.

86. A further challenge to understanding these results data is that a number of the targets were shown differently in the second reporting period (April –September 2015) and the third (October 2015 – March 2016). No data were reported on these beneficiary indicators for October 2014 – March 2015. One conclusion from the April-September 2016 report (at output level) is that, over that period, 121,423 boys and 132,513 girls (total 253,936) were receiving daily school meals. The same report (at outcome level) shows 87,654 boys and 77,977 girls in ECD and Grades 1-5, plus 63,484 children (not gender disaggregated) in Grades 6-8, receiving daily school meals – a total of 229,115.

87. **Gender equality and protection issues.** The scope of gender-related activities in programme design was modest. Design stated that the SFP would build on earlier WFP-induced achievements such as the MGD-funded Girls’ Incentive Programme, which had successfully addressed gender inequality through the provision of a monthly take-home ration for girls. Targeting criteria for schools included gender and social gaps in enrolment and poor retention of girls in schools. Some gender-sensitive interventions were planned. The results framework was designed to measure access using net enrolment rates by gender. Some performance indicators are also disaggregated by gender (see Table 30 and Table 31 in Annex D). The digital literacy programme included educational materials on menstrual hygiene and nutritional needs during menstruation.

88. The programme baseline survey showed that gender disparities were not significant for most of the WFP school performance indicators, though girls had lower access to toilet facilities than boys. It also reconfirmed that more girls were enrolled than boys in the WFP-supported schools, with a gender ratio of 118 girls for every 100 boys enrolled (Kimetrica, 2016: 3). Six months later, the 2015 CP SPR reported that in Nepal there were 99 girls enrolled for every one 100 boys, but more girls continue to be enrolled in WFP-supported target schools than boys. It was not able to offer explanations (WFP, 2016b: np) though some school teachers suggested to the ET that this was due to a take-home ration of cooking oil formerly given to girls to incentivise school attendance, though this has since stopped. The 2015 SSRP gender gap survey indicated that families tend to send boys to private schools and keep girls in community schools, which might distort the equal enrolment figures (expressed though the gender parity index; Stenbäck, 2015: 16). The CP SPR also measured the average annual rate of change for boys and girls enrolled, which was higher for girls than for boys (-2.1 for girls versus -1.6 for boys; WFP, 2016b: np). The 2015 outcome monitoring study

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<sup>18</sup> np: no page number.

showed that, in survey sample schools, the dropout rate for girls was slightly higher than for boys (4.9 percent versus 4.3 percent), while the converse was true of overall district data. Retention rates were similar between boys and girls (WFP, 2015b: 34, 14). Preliminary data received from the December 2016 outcome monitoring survey do not refer to this variable.

89. Women's active involvement in Food Management Committees and children's involvement in school WASH clubs have the potential to be gender-transformative, as they promote shared power, control of resources and decision-making between women and men. During implementation, various efforts have been made to promote women's involvement in leadership positions as part of the FMC. Participation of women in community meetings is promoted by the Government, which, by law, requires a minimum quota of one third female membership in committees. WFP aims for 51 percent female membership in FMCs. The 2015 outcome monitoring survey found that almost half of FMC members were indeed female, 20 percent were from the Dalit community and six percent were Janajatis. However, only 25 percent of the FMCs were chaired by women. Of the women involved in FMCs, 23 percent occupied various leadership positions. (WFP, 2015b: 18-20). The 2015 CP SPR reported that more women were being elected to leadership positions after they received training on the importance of women's involvement in the management of these committees (WFP, 2016b: np). According to informants, NGO IPs also promoted equal sharing of school WASH club responsibilities by boys and girls.

90. Women's membership of FMCs does not necessarily empower them. Some of those whom the ET met were unclear about their roles. According to informants, women in leadership positions are not necessarily actively involved during committee meetings (see also WFP, 2015b: 20). Lack of training and awareness, cultural barriers and infrequent attendance were identified as reasons for their passive involvement. Women's involvement in the FMC seems to focus more on transporting the food from the Final Delivery Point to the schools and monitoring the food preparation, which adds additional tasks to their already heavy workload.

91. During implementation, the WFP SFP promotes the involvement of mothers and fathers in the health and education of children. Men and women were both targeted for training on nutrition and health (Table 30, Annex D). The 2015 outcome monitoring survey shows that in most cases (64 percent) decisions related to the allocation of resources for children's education were made by wife and husband (WFP, 2015b: 21). By September 2016, more men (parents and teachers) were trained on health and nutrition than women (3,877 men versus 3,083 women: Table 31, Annex D).

92. Hiring more female teachers is one of the Government's strategies to enhance the equity and gender agenda (Stenbäck, 2015: 20; DFID & WB, nd: 19). The 2015 CP SPR reported that female teachers comprised only 38 percent at the primary level, but that WFP continued to advocate with the Government to recruit more women teachers for primary grades (WFP, 2016b: np). In addition, capacities of male and female teachers on EGR, digital learning, health and nutrition and WASH are enhanced through WFP's implementing partners. According to informants, participation of female teachers in School WASH committees is also promoted (see also WFP, 2016b: np).

93. Protection of children is another priority for WFP at corporate level and is included in its 2015-2020 Gender Policy. The 2015 outcome monitoring report reviews how children perceive their safety situation in school and during distribution of the meal. The majority of students did not report any issues that related to their safety (WFP, 2015b: 22). This was reconfirmed by the 2015 CP SPR, which reports that there were no significant safety concerns reported during that year (WFP, 2016b: np).

94. In its SFP, WFP applied gender, inclusion and protection provisions in contracts with implementing partners and private transport contractors. Besides required clauses stipulated

in FLAs, WFP provided training to promote protection (including from child labour) and to ensure that contracted entities do not discriminate based on gender, caste, race, ethnicity or religion. According to informants, it also promoted gender balance among students and participation of women.

95. Although this progress is promising, there have been some missed opportunities. There is no evidence that WFP engages directly with the Ministry of Women, Children and Social Welfare as part of the SFP at district level, although the Ministry is a member of the National Food for Education Steering Committee (¶104 below). There is also no evidence that WFP participates in the existing Girls' Education Network (Educational Pages, nd) nor has there been any sign that it seeks to work with the Gender Focal Point (GFP) in the District Education Office (DEO), who is appointed to place particular emphasis on girls' education and equity. The MoE formally launched the Girls' Education Network in 2010 in order to promote girls' education and raise awareness about gender equity. At district level, the Girls' Education Network is chaired by the DEO and consists of relevant local authorities, teachers' organizations, NGOs and civil society organisations representing disadvantaged and marginalised groups, and representatives of child clubs. At school level a Gender Focal Person is often appointed among the female teachers (Stenbäck, 2015: 32).

96. **Building Government capacity to manage and implement school health and nutrition strategy.** Informants consider that WFP took a sound technical lead on all aspects of the SFP and the school health and nutrition agenda during review of the SSRP and preparation of the SSDP, in which process it led a number of the relevant technical discussions (see also ¶32 and ¶40 above) and following which it is implementing SSDP SHN interventions. Some describe it as the lead United Nations agency for nutrition in Nepal. WFP also shared its good practices with wider education stakeholders (for example through the LEDPG), but some informants felt that more outreach on the experiences would be useful.

97. WFP and its IPs for the WASH software component joined the DoE-run Thematic Working Group for WASH in Schools. This facilitated the sharing of information and experience, as well as the co-ordination of activities. WFP IPs also reported that they now apply elements of the 'Three Star Approach' for WASH in schools, which was initially tested by UNICEF in partnership with the DoE, and is gradually being rolled out in more districts. This is a very simple tool that allows the assessment of WASH in schools and the promotion of regular supervised hand washing with soap. It ensures that healthy habits are taught, practised and integrated into daily school routines, by helping schools meet the essential criteria for a healthy and protective learning environment, and by identifying and addressing potential bottlenecks (GIZ & UNICEF, 2013; UNICEF, 2015a).

98. WFP works with District WASH Coordination Committees, but programme activities do not include structured efforts to build their capacity. Training on food storage, hygiene and preparation, nutrition and health is provided through regional training of trainers, and includes district Resource Persons of the DEO and FfEP units. The trainers are then meant to ensure further training to the schools or relevant committees. WFP is also developing updated materials for health and nutrition training in schools. These materials are being developed with active inputs from the MoE, MoH and other stakeholders and are also meant to be used by the MoE and its partners in non-WFP supported schools.

99. WFP has had intensive policy contacts with the Government at national level, but in the health and WASH fields this has not involved capacity development efforts with the MoE. According to informants, the MoE School Health and Nutrition Division has been eclipsed by much greater MoH capacity in the field of nutrition (linked to Nepal's membership of SUN and other international initiatives). The staffing and capacity of the MoE to implement the school health and nutrition programme remain inadequate, and implementation of the MoE-

MoH Joint Action Plan in this sector has not met expectations, with the latter suggesting that the former should focus mainly on WASH. The MoH implements deworming – which is vital for school meals to be effective. According to informants, the MoH carries it out regularly and efficiently in most schools, most of the time; but coverage is not complete, and remote schools in particular may not always be reached.

100. More broadly, WFP was a signatory to the LEDPG’s November 2016 letter to the Minister of Education endorsing the SSDP (EU, 2016). In the broad field of capacity for the management and implementation of school feeding within the school nutrition strategy, WFP’s active participation in the LEDPG has helped ensure the dovetailing of its efforts with those of other donors and agencies. But this masks two major challenges. The first, acknowledged in the SSDP, is the implementation of Nepal’s new federal structure, which will complicate the already enormous task of building management and implementation capacity at sub-national levels (Government of Nepal, 2016c: 60-62). The second is the continued divide within the MoE between the FfEP, responsible for the in-kind school feeding supported by MGD, and the School Health and Nutrition Unit (SHNU) of the DoE, responsible for cash-based school feeding modalities. The recent SABER analysis points out that both agencies are coordinated by the multisectoral National Food for Education Committee and considers that “institutional capacity and coordination in Nepal is established” (WFP & World Bank, 2016: 10), it also points out that there is no in-service training for the cash modality. For in-kind school feeding, WFP has worked with FfEP for many years and helped to develop its capacity for managing and implementing this aspect of school nutrition strategy. With the DoE, its work has focused on exploring approaches and modalities in the general field of cash-based school feeding, rather than formal programmes for capacity development; although DoE personnel’s engagement in programme discussions and site visits with WFP broadens their exposure to school feeding issues and approaches. Formal capacity development work in the current school meals modalities pilot with the DoE comprises training for cooks and managers at school level, although the whole pilot arguably has capacity building benefits for the Department (Government of Nepal & WFP, nd: 24).

101. In this general field of Government capacity for school feeding, informants state that WFP is viewed as the only significant player among donors and development agencies (WFP, nd (e): np). The question of dovetailing WFP capacity building efforts with those of other organisations therefore does not arise.

102. **Handover and sustainability.** Questions about the efficiency of WFP’s work with Government towards handover, and the likelihood of subsequent effective Government implementation of a school feeding programme, overlap with those of capacity discussed above. Accurate and timely monitoring and reporting are basic elements of such an effective programme. Anticipated activities to build eSPR into MoE’s systems for monitoring and reporting on the NSFP have not reached the projected results. The eSPR is a web-based process monitoring system provided to the MoE through funding from the earlier MGD-funded WFP SFP programme (FY 2011-2013). While the earlier phase focused on developing MoE capacity to use the eSPR in the WFP supported programme areas, it was anticipated that in this phase the MoE would expand its use of the eSPR from the WFP SFP to the Government’s cash-based NSFP areas. However, informants state that progress was limited in this area, with eSPR not yet linked to the MoE’s Education Management Information System (EMIS); although discussions on integration are reportedly ongoing and the SSDP will support the transition to EMIS.

103. Effective handover to a sustainable Government system and programme requires not only institutional capacity (discussed above) but also appropriate institutional structures. As already pointed out, the continuing dual structure of the FfEP and the SHNU is not conducive in this regard. At district level, too, FfEP offices are sometimes physically separate from the DEO; and WASH IP staff are sometimes housed with the FfEP too. In Kathmandu

also, the FfEP's base on a separate site from the DoE perpetuates the image of a project management unit rather than a government department. However, the WFP SFP has been efficient in aligning school WASH (software) and nutrition activities with the planning framework of district and Village Development Committee (VDC) level WASH coordination committees. This created institutional ownership for the school WASH activities by these local governments – but has not necessarily built the needed institutional capacity (¶198 above).

104. There has been some progress at policy and procedural levels towards an effective, sustainable handover. Programme design anticipated that WFP would support MoE to develop and draft National School Feeding Implementation Guidelines and support the development of regional weekly school lunch menus containing recipes that meet age-specific nutritional requirements and incorporate locally available foods into the draft implementation guidelines. In this connection WFP supported the review of the Government's cash-based school meal modality, through assessment of how 120 schools in six districts implemented it. Most schools were struggling on a number of fronts, such as lack of funds, delays in fund release by MoE, poorly trained or untrained cooks and managers of the programme, inadequate hygiene and lack of knowledge of and access to nutritious ingredients (WFP, 2016s). Given that, being dependent on MGD support, the bulk of WFP's school feeding effort is focused on the in-kind modality, it is significant that the programme now includes a pilot project with the DoE to explore ways of providing school meals on the basis of locally available commodities (¶137 above). A second pilot, on nutrition-sensitive literacy, is working with both the FfEP and the DoE to explore ways of enhancing the integrated approach to school meals and improved literacy, health and dietary outcomes through revised approaches to EGR and awareness raising on better nutrition. The two pilots are implemented under leadership of the National Food for Education Steering Committee (chaired by the MoE), and guided by a joint Technical Working Committee of governmental and non-governmental stakeholders.

105. These pilots are especially pertinent to handover and sustainability because, as noted, they are steps by WFP away from the current modality of in-kind school feeding using commodities mostly imported from the US towards other approaches that, for all their complexity and challenges, are more likely to be sustained by the Government with its own resources. As noted in ¶137, all Government informants were clear that there is no future in a school meals programme that is based on externally sourced commodities. It is therefore irrelevant to discuss the prospects of handover or sustainability for the school feeding model being delivered by the current programme, however usefully its scope has been expanded to integrate related interventions that enhance the effectiveness of the meals provided. The current core approach is not sustainable and cannot be handed over. What can be handed over – and was endorsed by all levels of informants to this MTE, from communities to central government – is the broader integration of literacy, WASH and related activities with school feeding. The issue of sustainability is addressed further in section 2.5 below.

## 2.4 What factors have affected the results?

### Box 3 Key findings on factors affecting results

- WFP systems coped well with the core task of supporting school meal provision.
- A new and much more complex challenge is to coordinate and ensure quality of the wider range of sectors, partners and activities involved in the current phase of the programme. This is a heavy burden for the CO, and not a practical proposition for the reduced number of field staff.
- Monitoring and reporting arrangements have significantly impaired the performance of the operation, requiring too much effort from WFP and IP staff and not yielding clear or timely data.
- WFP's institutional, governance, partnership and coordination arrangements have generally enhanced the performance of the operation, although staff shortages are a constraint.
- WFP has performed well in its implementation partnerships and sectoral collaboration with the Government and development partners; but the performance of the operation is constrained by the current need to work with two school feeding agencies in the MoE, rather than one.
- Despite the delays and difficulties that the 2015 earthquake caused, WFP was able to maintain most of the operation, and the core elements of performance were not gravely impaired.
- The policy environment has been largely conducive to performance, although stronger action on school governance would enhance the prospects of sustainability and stronger commitment is needed on expanding WASH interventions and menstrual hygiene measures through the new upper grades of basic education.
- WFP's SFP has not been impaired by any limitations on the agreed MGD funding for the operation.
- While Government funding for school feeding has been increasing, it remains inadequate for implementation of the integrated approach – which all stakeholders agree is preferable – in all the districts that need it.

106. **Internal WFP process, system and logistical factors.** WFP has operated in-kind school feeding programmes in many countries for several decades: for over 42 years in the case of Nepal (¶15 above), with long experience of working with the responsible Government agencies. (The Primary School Nutrition Programme, established in 1967, became the FfEP, which was transferred to the MoE in 1996.) Both WFP and the FfEP began the MGD phase under review here with established systems and procedures, and these have continued to operate as efficiently as complex contracting, accounting and administrative procedures allow – not to mention the six months it takes to deliver food from the United States to WFP's Nepal warehouses. There were logistical challenges, including the pipeline break of early 2015 (¶59 above) and problems clearing goods across the frontier from India. But informants in the field did not report these as having significantly impaired the performance of the operation. WFP and FfEP had access to substantial warehousing capacity and WFP was able to provide training to 30 Government storekeepers (Table 30, Annex D) to enhance commodity management and keep post-delivery losses low (WFP, 2016b: np). Informants also stated that WFP's access to an established network of schools and of district level contacts made it easier to launch the broader suite of WASH interventions at the start of the current phase.

107. Part of the strength outlined above was also a negative factor. While the small Education Support Team (EST) at the CO operates competently, WFP staff outside the CO are focused on the core logistical business of delivering, storing and distributing food, linked to the routine tasks of supporting schools in the proper preparation of meals – and, of course, the major burden of monitoring and reporting on the activities. They lack the training, and do not have time, for the broader challenges of managing the multisectoral set of interventions that the MGD programme has become. The 2014 CO staff restructuring review significantly reduced their numbers: informants in one Sub Office informed the MTE mission that their staff were cut from 21 to ten. WFP appropriately recognised its lack of competence in fields like EGR and WASH, and selected IPs that specialised in the relevant fields – partner choices that were praised by Kathmandu informants as having drawn in some of the best capacity in the country. But coordination of this broad and fragmented effort (differing permutations of activities and IPs across the ten districts) was a heavy burden for the EST – which it has done well to carry – and hardly feasible for Sub Office staff. Both groups’ load was unduly increased by monitoring and reporting requirements (¶111 below).

108. One contracted task was not performed adequately: the construction of school infrastructure in 2016. Neither the contractor, DoE district staff nor WFP monitored the quality of the work closely enough during construction; later inspections revealed many weaknesses, so severe at two sites that the structures had to be demolished and rebuilt. The CO says that lessons have been learned from this. One result of the 2015 earthquake is that the CO’s engineering staff numbers and expertise have increased, so that they are now in a position to monitor construction work more closely on site themselves. This is the plan for the next phase of school infrastructure in two more districts in 2017, and one engineer has already been posted to the Dipayal Sub Office.

109. **Monitoring and reporting arrangements.** The monitoring provisions of WFP’s SFP are aligned with the requirements of WFP and the USDA Foreign Agricultural Service (FAS). The mandatory Performance Monitoring Plan (PMP), contains eight mandatory FAS applicable standard indicators, on top of two custom (project-specific) indicators.<sup>19</sup> The standard indicators allow FAS to report progress on all of its projects across result areas (i.e. literacy, good health and dietary practices). Considering that the project data will also be used for reporting on USDA’s contribution to whole-of-government initiatives such as Feed the Future, the project also includes three FTF performance indicators.<sup>20</sup> These requirements were the foundation for what has turned out to be a complex monitoring system.

110. Community involvement in monitoring is being promoted by extending WFP’s recent innovative beneficiary feedback mechanism ‘Namaste WFP’ to its SFP (WFP, 2016s: 5). Namaste WFP was established as part of the earthquake emergency response and is now extended to support oversight of the SFP in collaboration with the MoE. A toll-free number allows the target populations to call in and to seek information and provide feedback on food distribution activities. During the post-earthquake emergency response, the system helped WFP identify, address and resolve beneficiary concerns and complaints through a systematic and real-time feedback loop, capable of informing decision-making processes and implementation. Similar outcomes are expected from the introduction of the approach in the SFP. Namaste WFP for the SFP was initiated in one district (Dailekh) in order to develop additional tools and assess feasibility before expansion to the other nine districts. It is too early to assess how effective this initiative will be.

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<sup>19</sup> Number of daily school meals (breakfast, snack, lunch) provided to students as a result of USDA assistance; and number of government staff in relevant ministries/offices certified in eSPR.

<sup>20</sup> Number of public-private partnerships formed as a result of USDA assistance; number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance; number of people trained in child health and nutrition as a result of USDA assistance.

111. Monitoring and reporting arrangements have significantly impaired the performance of the operation, and of this MTE. In the presentation of results in section 2.3 above, it was repeatedly necessary to indicate difficulties in interpreting the available data. As shown in detail in Table 29 – Table 31 in Annex D there have been numerous changes in indicator definition since the activity started. Combined with apparent inconsistencies and errors in the six-monthly progress reports that WFP submits to USDA, these have made it hard to answer EQs about outputs and outcomes conclusively. CO informants were unable to give comprehensive and specific explanations of all the changes and inconsistencies, and said that USDA had not raised significant queries about the six-monthly reporting data, although they also stated that they had been able to provide clarifications when USDA requested them. They did explain that neither WFP nor USDA had had much experience with monitoring frameworks for the wide range of activities introduced with this USDA grant, and that they soon realised that some of the indicators and targets were inappropriate. However, after the numerous changes in the undated Modification 1 to the commitment letter (USDA, nd), only one target adjustment was formally requested and approved, in 2016: from 30 percent to 20 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. The accountability aspect of this MTE is weakened by the apparent uncertainty – and reported lack of USDA concern – about exactly what the performance targets are or should be. The CO is now considering a comprehensive revision of indicators in 2017, although the value of this for the current phase will be limited.

112. These findings are compounded by weaknesses in the timing and quality of the baseline survey (¶24, 65, 67 above and ¶119 below), the fact that the 2015 outcome survey actually took place at about the same time as the baseline and the delay of 2016 outcome survey fieldwork to December, simultaneous with the MTE mission. Furthermore, although it was perhaps bureaucratically unavoidable, the MTE was commissioned separately from the WFP Operation Evaluation (OpEv) of the CP (2013–2017), which also conducted in 2016 by the Konterra Group. This created additional work for WFP staff and for interviewees involved in both missions. Even more significant is the heavy burden that the confusing, complex and extended monitoring and reporting task imposes on CO, Sub-office and IP staff from month to month. According to CO informants, the current system has more than 85 indicators. Informants in one district level office (where M&E training had not yet been received) said that they spent 17 person days per month on MGD and eSPR reporting.

113. **WFP’s internal institutional and governance arrangements.** WFP’s established institutional and governance arrangements, like its capacity for supporting school meal provision, are founded on long experience and are broadly appropriate for this core task in the current MGD programme (¶106 above). Beyond this provision of an institutional backbone for the operation, they have not been a significant factor in enhancing or impairing performance. More significant have been the external arrangements for governance of the operation through the National Food for Education Committee and related structures; the ongoing challenges of working with separate MoE bodies for the in-kind and cash modalities (WFP & World Bank, 2016: 10); and the partnerships that the broader remit of the current operation has led WFP to form with IPs (¶115 below). Within WFP itself, given the heavy monitoring and reporting load mentioned above, much depends on efficient communication between the M&E Unit and the Education Support Unit. The restricted funding for the other components of the CP has limited opportunities for a more balanced integration of capacity and strategic debate between the Education team and other Programme staff; but this is not a governance or institutional failing.

114. More broadly, as discussed above, discussions with WFP field staff show that their responsibilities are restricted to implementation, monitoring and reporting within a centralised organisation: strategic debate and decisions take place at CO level. Given the

limited staff numbers, this may be inevitable (¶107 above). But field staff naturally have a wealth of experience and insights that would, optimally, play a bigger role in the strategic direction of the operation.

115. **WFP’s partnership and coordination arrangements.** Partnership arrangements have been essential for the implementation of the broader package of interventions now included in WFP’s MGD SFP. WFP was praised by informants for its realism about its own lack of capacity in the fields of literacy and WASH. As noted above, informants also endorsed the partner choices that it made. Its first partner for implementing WASH activities in one district (Bajhang) was the NRCS. However, after the earthquake NRCS was heavily involved in the emergency response. These challenges subsequently caused delays in starting SFP orientations and district level trainings. After October 2015, activities were resumed, but could not achieve their full potential. WFP consequently decided in March 2016 against renewing the contract with NRCS, and contracted two new IPs, the Integrated Development Society (IDS) and the Centre for Development and Disaster Management (CDM), which scaled up the programme in all ten districts. For EGR activities it entered an FLA with WE (¶42 above), and for digital literacy it continued its collaboration with Open Learning Exchange (OLE); see Table 1 on page 3.

116. As noted above, WFP is a member of the LEDPG and was actively involved in consultations for and the development of the SSDP, led by the MoE (¶40, 67, 100 above). Several informants mentioned the important role that WFP played during this design process, especially related to school health and nutrition discussions. Through 2015 and 2016, WFP worked within this process to ensure that school health and nutrition was recognised as a critical element of the SSDP. WFP is also a member of several working groups that coordinate SHN interventions and played a core role in technical development of school feeding and related interventions. Its participation in the education consortium helped to prevent duplication and improve institutional coordination. WFP’s attendance in thematic working groups such as the National Early Grade Reading Programme (NEGRP) and WINS (WASH in Schools) allows WFP to understand partner activities and avoid overlaps in the MFWR. According to informants, close coordination with UNICEF’s education and WASH teams helps WFP to ensure that resources are not duplicated (WFP, nd (e)).

117. Overall, WFP’s partnership and coordination arrangements have enhanced the performance of the operation. This is true, most significantly, of its dual partnership with the MoE: with the FfEP and the DoE (¶100, 103 above). As has been shown, its longstanding relationship with the FfEP was a strong foundation for the continuation of school feeding operations during the current phase; and its exploratory collaboration with the DOE on various modalities and approaches in cash-based school feeding has been constructive too. But for Nepal and for this operation, the fact that WFP must partner with two MoE structures rather than a single, integrated school feeding department is a constraint on performance.

118. **External operating environment.** The operating environment for school feeding in Nepal is challenging. As WFP’s proposal to USDA recognised, conditions in the MFWR are particularly difficult, with “weak infrastructure, geographical remoteness and targeted beneficiaries’ vulnerability to disasters” (WFP, nd (a): 4). These conditions were bound to constrain performance of the operation, increasing transport costs and making monitoring and supervision more difficult. But, until April 2015, they posed normal rather than extraordinary difficulties for programme implementation.

119. The earthquake and aftershocks of April-May 2015 had their epicentres far from the MFWR, but impaired the school feeding operation in various ways. The baseline survey suffered disruptions, with its inception mission arriving in Kathmandu one day after the earthquake. Logistical constraints over the following months led to the decision to undertake the survey in only six of the ten programme districts (Kimetrica, 2016: 8). WFP and

Government staff and resources were heavily focused on emergency response during that period, so that interaction with the baseline team was not optimal. According to CO informants, a number of other monitoring-related activities – process monitoring, an impact study and social auditing – all had to be deferred because resources were diverted to emergency response.

120. After the earthquake, the Government had to put a major effort into repairing school infrastructure elsewhere in the country. Some 32,000 classrooms were destroyed and 15,352 were damaged (UNICEF, 2015b). It was therefore agreed that the plan for the DoE to take over the school feeding operation in two of the ten MGD-supported districts would be suspended (§82 above). As noted above (§115), NRCS WASH software activities were disrupted. According to CO informants, the small school infrastructure component within the MGD SFP was delayed by the earthquake, with construction beginning in 2016 instead of 2015. IP informants stated that the earthquake had an inflationary effect, eating into their budget for materials. Furthermore, production of EGR textbooks and teaching and learning materials was disrupted, with many printers closed – although ultimately these problems were overcome (WFP, 2015d: 5). One potentially positive outcome from the emergency response was the ‘Namaste WFP’ toll-free line (§110 above), which WFP now plans to make available in the SFP districts.

121. **National political and policy environment.** The implementation period of WFP’s current MGD-funded SFP has been turbulent from the national political perspective (§11 above), although this has put only limited constraints on programme implementation. The most significant political issue has concerned difficulties clearing goods across the southern border with India as they are transported to WFP warehouses from Kolkata. As noted above, WFP was able to cope with these difficulties without major disruption to the SFP.

122. One important concern for all education initiatives in Nepal is school governance. According to informants, teacher absenteeism is common; development funds risk diversion by school principals; and there is a widespread belief that the cash modality for school feeding is vulnerable to misuse. While WFP, with its long experience in commodity management, is seen as ensuring good practice with regard to school meals and foodstuffs themselves, there is less assurance that the broader school governance framework is adequate – or that the MoE is acting firmly enough to strengthen it.

123. The national policy environment for the operation has been broadly favourable (§32 above). WFP has worked under the umbrella of the SSRP, which promotes school meals and makes inclusion and gender provisions. The May 2014 joint annual SSRP review already acknowledged that the provision of mid-day meals through a targeted approach in areas with food deficiency was an important activity in strengthening equitable access and participation in ECD and Basic Education. The 2015 Annual Strategic Implementation Plan and Annual Work Plan and Budget of the SSRP stated that the existing support schemes (day meals, scholarships, free textbooks, residential schools, etc.) would be continued to ensure retention and completion of education, and reduce repetition and dropouts. The commitment to school feeding was carried through to the SSDP (World Bank, 2014a: 4; Government of Nepal, 2016c: 39; 44; 71; 125-126).

124. The WFP SMP has also benefited from the MOE’s increasing attention to gender issues under the SSRP. A gender module was integrated into the five-day in-service training of teachers, while the 2012 SSRP Gender Audit also reported that the textbooks used in Nepal’s schools are on the whole free from gender bias and avoid gender stereotypes. The DoE has appointed a part time Gender Equality and Social Inclusion Officer and has appointed gender focal points at district level, although their performance was considered

still to be weak in 2015 and this MTE found that interaction between them and WFP was inadequate (Stenbäck, 2015: 19; ¶95 above).

125. Another favourable policy development was the Government's adoption in 2014 of a consolidated Equity Strategy for the School Education Sector and a related implementation plan, which includes the development of an Equity Index, to strengthen equity in access, participation and learning outcomes. By August 2016, a composite equity index was finalised. This will allow identification of districts with the highest proportions of out-of-school children for targeted intervention. Free and compulsory education was also being implemented in 14 districts as a strategy to bring out-of-school children into the school system (World Bank, 2014b: 4; World Bank, 2016b: 2).

126. The WASH component of the MGD-funded SFP was strongly supported by a successful social movement and national government programme for sanitation. By the start of the project, 19 districts had declared themselves Open Defecation Free. UNICEF indicated that the success of the Social Movement for Sanitation in Nepal is largely due to the use of the School Led Total Sanitation approach, despite the fact that many schools do not have proper hygiene or sanitation systems (UNICEF, 2015a: 16). The 2012 Gender Audit had also recommended retention of the SSRP's commitment to providing separate girls' and boys' toilets in schools by making them a mandatory element for schools to achieve the full set of Primary Minimum Enabling Conditions (Terry & Thapa, 2012: 5).

127. The 2016 restructuring of the school education system provides an important opportunity to reach out to adolescent girls. The WFP SFP was initially supposed to cover school children between Grades 1 and 8. At the request of the MOE, WFP decided to focus on ECD plus Grades 1-5 only (¶82 above). This reduced WFP's opportunities to reach adolescent girls for health, nutrition and hygiene behaviour change interventions. The restructuring of basic education by the 2016 Education Act, so that it includes Grades 6-8, enabled WFP to reach out also to young adolescents in those classes. WFP decided first to focus mainly on the expansion of the school meal provision. As it had recently replaced NRCS with two other IPs for the WASH software interventions, it was decided to not to expand the WASH component yet to these higher grades.

128. Various reviews and key informants have highlighted the need to expand WASH software interventions also to Grades 6-8, with a specific focus on introducing training for improved menstrual hygiene management. A study for UNICEF found that 99 percent of girls' toilets at schools are not suitable for managing menstrual hygiene due to lack of water, soap and pad disposal facilities (UNICEF, 2012a: np; UNICEF, 2012b: 36). Adolescent girls frequently report not attending school while they are menstruating due to the lack of proper hygiene and sanitation facilities, and there seems to be little awareness of this among teachers, School Management Committees (SMCs) and Parent Teacher Associations. WFP could possibly build on existing experiences and tools to expand this component fast over the next year. According to informants, UNICEF, for example, has a Menstrual Hygiene Management programme in its eight districts in the Mid and Far-Western Region, complementing WASH hygiene activities with instruction to girls in Grades 6-8 on practical activities such as sewing cloth for sanitary pads (Stenbäck, 2015: 33).

129. **Domestic and external funding factors.** MGD support for the SFP is the most adequate and reliable funding that WFP has in its CP, whose other components have suffered badly from lack of resources (¶43 above). From that perspective, external funding factors have certainly not impaired the performance of the operation. However, the available budget did not cover full implementation of the integrated package of interventions across all ten districts; in fact, the full package is only implemented in one, Bajhang.

130. This links to the question of domestic funding for school feeding – and to one of the FRs for MGD SO 1. Despite strong Government commitment to the activity, the budget for it

remains limited, although it has been increasing as shown in Table 8: total Government funding for Food for Education increased from NPR 119m in FY 2015-16 (US\$1.1m at current exchange rates) to NPR 200m (US\$1.8m) – almost half the external funding – in FY 2016-17. Table 8 covers both in-kind and cash-based modalities, although the MGD grant is the only source of the foreign funding, devoted to WFP’s in-kind school feeding and the related activities in the operation. Domestic budget limitations have impaired the performance of the operation to the extent that staff and related resources at district level are inadequate for full support to the school feeding work. More significantly, despite budget increases and policy commitment, domestic funding is still far from the levels at which the Government could support a national school feeding programme, based on the preferred integrated approach, without external assistance.

**Table 8 Funding for Food for Education (Primary School Nutritious Food)**

	Allocation (NPR)			Sources (NPR)					
	Recurrent	Capital	Total	Government Recurrent	Government Capital	Government Total	Foreign Grant Recurrent	Foreign Grant Capital	Foreign Grant Total
FY 2016-17	638,713,000	1,500,000	640,213,000	198,642,000	1,500,000	200,142,000	440,071,000	-	440,071,000
FY 2015-16	494,939,000	1,200,000	496,139,000	117,904,000	1,200,000	119,104,000	377,035,000	-	377,035,000

Source: Government of Nepal, 2016f: 448.

131. Although the CP project document is economical in its explanation of proposed strategy (WFP, 2012a: 9-10), it is clear that full implementation of the four components would have permitted a more integrated approach to school feeding within the promotion of food security and resilient livelihoods in selected MFWR districts. Lack of funding for the other components has left little scope for such integration.

132. **Validity of ToC Assumptions.** Table 36 in Annex H shows the MTE findings against each of the implicit assumptions in the ToC and rates each assumption as valid, problematic or invalid, as shown in Table 9 below. Particularly challenging assumptions concerned: the adequacy of Government funding for school feeding (#4); the degree of engagement of the private sector (#10); the effects of staff turnover on capacity development (#11); the scale of accompanying sanitation and hygiene initiatives (#12); the quality of programme M&E (#17); and – in relation to sustainability and handover – the compatibility of the MGD-funded approach with the approach favoured by Government (#22). A number of other key assumptions are problematic (they are not necessarily blocking ToC pathways completely, but they are significant constraints on the achievement of project results).

**Table 9 Validity of theory of change assumptions**

<p><b>Valid assumptions</b></p> <ol style="list-style-type: none"> <li>2. Successful outcome to the 2013 election &amp; creation of suitable environment for programme implementation</li> <li>3. Continued Government support to the NSFP</li> <li>5. Stable pipeline</li> <li>6. Cooperation and coordination with other donors</li> <li>7. Macroeconomic stability of Nepal</li> <li>8. Adequate national and international response to natural disasters</li> <li>15. Parents and community willing to participate in the programme in the roles envisaged for them</li> <li>18. Deworming and health related services are carried out</li> <li>20. Improved consistency teacher attendance as a result of associated measures</li> </ol>
<p><b>Problematic assumptions</b></p> <ol style="list-style-type: none"> <li>1. Sufficient attention paid to the FRs (foundational results)</li> <li>13. Preconditions for causal links between SF and educational performance</li> <li>16. Government policies, strategies and procedures are meaningfully implemented</li> <li>19. NGO IPs are adequately capacitated and institutionally stable</li> <li>21. The programme would reach the correct degree of institutional competence to handover to the Government</li> </ol>

### Invalid assumptions

4. The adequacy of Government funding for school feeding
9. Government proactiveness in strengthening NSFP governance
10. The degree of engagement of the private sector
11. The effects of staff turnover on capacity development
12. The scale of accompanying sanitation and hygiene initiatives
14. Casual assumption about the influence of the SFP on student attendance
17. The quality of programme M&E
22. The compatibility of the MGD-funded approach with the approach favoured by Government

## 2.5 To what extent has sustainability been considered?

### Box 4 Key findings on sustainability

- Analysis of the prospects for sustainability could be better focused if there were clarity about the cut-off date for the current MGD format of in-kind school feeding using imported commodities.
- The operation's current modality is not sustainable.
- Constrained as it is to work mainly with a modality that all agree is unsustainable, WFP has nevertheless made explicit efforts to promote more sustainable approaches through its collaboration with the DoE in exploring enhanced approaches within the cash-based modality.
- The challenge of sustainability is compounded by the realisation that, to be effective, school feeding needs to be part of a broader suite of school and community interventions to enhance learning, nutrition, sanitation and hygiene. Again, WFP has worked constructively with the Government to build the necessary multisectoral commitment and shared approaches.
- WFP has missed opportunities to build school feeding more explicitly into emerging national social protection frameworks.
- Some of the benefits of the operation are likely to continue after the programme is completed – whenever that may be.
- However, the continuation of all these benefits would be better assured if a single institutional home existed for in-kind and cash modalities of school feeding within the MoE.
- The operation has made incremental contributions to positive changes in gender relations, rather than any major difference. But those incremental changes, like progress towards GEEW in many cultures, are unlikely to be reversed.

133. **Promotion of sustainable school feeding.** EQ 18 in the evaluation matrix (Annex G) asks about the extent to which the operation has made explicit efforts to promote sustainable school feeding after programme termination. The question raises a question: when “programme termination” will be. Before this MTE, WFP had submitted its proposal for a further phase of MGD funding from FY 2018. The outcome is not yet known. It is not impossible that WFP's MGD-funded engagement in the Nepal NSFP could terminate in 2017. Alternatively, it might continue for at least three years from 2018.

134. It is clear from MTE interviews that WFP is committed to a sustainable NSFP in Nepal, even if the programme adopts different modalities from the current MGD operation. Government informants also emphasised the national commitment to the provision of school meals. In that sense, WFP is pushing at an open door in promoting sustainable school feeding. But in another sense, WFP's efforts are greatly constrained by the nature of its

support from MGD, which will mainly continue, for the foreseeable future, to be based on food imported from the US. As argued in ¶105 above, the current MGD programme is not sustainable and cannot be handed over as it is. What matters is WFP's efforts with Government, development partners (DPs) and IPs to explore alternatives that are sustainable.

135. Four overlapping issues need to be considered in assessing WFP's contribution to sustainable school feeding in Nepal. The first concerns the type and sourcing of commodities. As WFP recognised when it requested an amendment to allow modification of the food basket in one district (¶46-47 above), the current school meal ration does not lend itself to sustainability, with CSB Plus not readily available on the local market. Government informants made clear their belief that food for school meals should be procured, and preferably produced, in Nepal. In 2016 WFP agreed with USDA and the MoE that one of the ten districts in the current MGD programme, Dailekh, would transfer in 2017 to school meals of fortified rice and lentils, still supplied from the US. Although CO informants mentioned potential problems over timely shipment and there were difficult discussions in 2016 with the MoH and the Ministry of Agricultural Development (MoAD) about local rice fortification versus the use of an imported commodity, this initiative will be a step towards what is widely seen as a more locally appropriate and sustainable school meal menu. (It should be noted that informants – including children and parents – did not criticise the current WFP menu as inappropriate.) CO informants state that their proposal for a further phase of MGD support is based on the use of fortified rice and lentils. Even though these are still likely to be supplied from the US, this is a symbolic step towards an ultimately sustainable, locally resourced operation. Although the Nepal CO did not engage with corporate WFP initiatives on home-grown school feeding (HGSF), it did hold discussions with the Nepal Agricultural Research Council about a Vegetables Go to School Project undertaken by the MoE, MoH and MoAD, linked to school gardens; WFP is exploring ways to link it to school meals, although the project did not take place in districts where the MGD programme operates. Alongside the current pilot project with the DoE on school meals modalities (¶37, 105 above), these initiatives show an explicit and significant effort by WFP, within the constraints mentioned above, to explore commodity types and sourcing that are more likely to be sustainable. This commitment was put in writing in the operational agreement between WFP and the MoE for the current MGD phase, which said that the school meals modalities pilot would “support the Government in developing a sustainable, nationally owned and managed school feeding programme” (Government of Nepal & WFP, 2015: 5).

136. The second sustainability issue is the choice between cash and in-kind modalities. Because of the nature of its support from USDA, the WFP SFP is based on the in-kind approach. The DoE's SFP uses the cash modality, and the school meals modalities pilot takes place in districts and schools that use this approach. The memorandum of understanding between WFP and the DoE for this and the nutrition-sensitive literacy pilot notes that “a comparative study on cash and food school meals programme modalities in Nepal (2012) suggests that cash transfer is the most efficient way for implementing school feeding in some of the districts where markets are well established and functioning. This is where the government's cash model has an advantage since it provides a varied diet based on the use of fresh ingredients, as envisaged by Government of Nepal guidelines” (Government of Nepal & WFP, 2016:2). As noted in ¶38 above, both the cash and the in-kind modalities have their strong critics among Nepali informants. WFP's active engagement with the DoE in supporting enhancements to the latter's cash-based SFP does at least represent an explicit effort to strengthen Government school feeding efforts, despite ongoing doubts about how viable and sustainable either modality is.

137. The third issue to consider is the integration of enhanced literacy, WASH and nutrition efforts with school feeding. This is more a strategy to promote the effectiveness of

school feeding than to promote its sustainability. It makes the whole effort more complex, requiring significantly higher levels of coordination across government (and, for the time being, across DPs and IPs). It could be argued that a simpler programme, focused just on the provision of school meals, would be more sustainable because it would be so much simpler to organise. But it is not helpful to assess the sustainability of an approach that all stakeholders in Nepal now consider much less effective for child development than the multisectoral strategy that WFP has worked with the Government to develop.

138. The final issue is the integration of school feeding into national social protection (SP) policy, strategy and systems. This should enhance the sustainability of school feeding within a broader framework. However, WFP has not been strongly involved in the SP agenda. Prior to the design of the current MGD programme, a comprehensive situation analysis was carried out to inform a future SP strategy. It concluded that – among other things – the school meals programme and the Government scholarship programme for girls and Dalit children were instruments that could increase school attendance and/or improve social inclusion (Khanal, 2012: 21). Despite the absence of a national SP strategy at the design stage of WFP’s current SFP, the Government and selected stakeholders have been reflecting on the establishment of a comprehensive national SP framework. The first important step was the creation in 2009 of the National Steering Committee on SP, chaired by the National Planning Commission. This body was given the responsibility of reviewing existing SP programmes and developing a consolidated national SP (ADB, 2014: 1). A special chapter on SP was already included in the 12th Three-Year Plan (FY2011–FY2013), while the 13th Plan (FY2014–FY2016) underscores the need to ensure a minimum SP floor for all, beginning with the neediest and most vulnerable (WFP, nd (f): 1). In April 2016, a central Stakeholder Consultation Workshop was organised to reflect further on the policy, strategy and plan for SP in Nepal, identifying challenges and ways forward (Government of Nepal, 2016b). There is clearly some momentum around the development of an adequate SP framework for Nepal, but WFP has not made explicit efforts to enhance the sustainability of school feeding within this framework.

139. **Continuation of programme benefits.** As above, determining whether the operation’s benefits will continue after the programme is completed depends on what completion date we are considering. It is highly likely that the current programme will be succeeded in 2018 by a further phase, and that the sustainability of benefits will continue to be built incrementally.

140. In any event, likely continuation of this programme’s benefits can be estimated from several perspectives. The first is that of the children receiving school meals. Although the daily rations are small, it may be expected (but not yet proved) that the consumption of those meals will achieve a lasting benefit in terms of the children’s physical growth – proportional to the number of years over which they have access to them, and subject to correct SFP implementation. Their and their parents’ and communities’ exposure to the MGD programme’s WASH messaging will also achieve sustained benefits of better health and growth among participating pupils and in their families – although there is no full guarantee that the MoH and local government will be able to maintain the same level of community WASH and nutrition information in the longer term. IP reporting states (and MTE field observation confirms) that children now behave as agents of change and promote these relevant practices also at home (see, for example, NRCS, 2015: np). In the districts where the school meals intervention is complemented with enhanced literacy support, sustained educational and livelihood benefits are likely to accrue to beneficiary children, who should perform better through their school careers, and potentially in subsequent employment, because of the head start in literacy that the programme gave them. Informants are unanimous that the integrated package of interventions that the current MGD operation has

delivered in some districts greatly enhances the effectiveness of school feeding – with continued benefits for the children exposed to it.

141. Another perspective on the continuation of benefits concerns institutions, and can in turn view sustainability at several levels. Schools and their teachers in the ten programme districts have been exposed in varying degrees to enhanced awareness and training about safe and nutritious school feeding, WASH and (digital) literacy. Even if USDA support ended in 2017, there would be some continuation of these benefits as schools and teachers seek – within available resources – to maintain arrangements and practices that they have adopted. Community members of SMCs and FMCs would also seek to maintain the related institutional benefits, to the best of their availability. At district level, the offices and (not always active) coordination committees of the MoE and MoH can also be expected to sustain some of the positive institutional results of the operation, in terms of heightened awareness and understanding about the benefits of an integrated package of school feeding and related interventions, and the arrangements necessary to deliver it. However, continuation of the benefits of the eSPR system at district level is less assured (¶102 above).

142. At national level, the current programme has continued many years of WFP support to the development of the FfEP, whose now strong capacity for implementing an in-kind school feeding programme (but not necessarily the complementary inputs now recognised as essential) would doubtless be sustained. There have been major institutional benefits for the DoE, too, through the pilot and other activities with which WFP has helped the Department to explore approaches and improve performance. However, the continuation of all these benefits would be a stronger prospect if more were done to integrate the capacity, systems and structures of the FfEP and the DoE into a single MOE agency for school feeding, with strong functional linkages to other relevant MoE, MoH and MoAD capacity.

143. These comments link to the broader programmatic benefits of Nepal of WFP’s MGD school feeding operation. Despite the challenges around handover and sustainability outlined in ¶102 – ¶105 above, MTE informants made it clear that experience with the current programme has strengthened Nepal’s programmatic commitment to a national school feeding programme. Ongoing intensive interaction between WFP, MoE and other ministries and agencies has built experience and insights into the modalities and operational issues and, as the MTE repeatedly found, an understanding of the effectiveness benefits of integrating school meals with complementary WASH and literacy interventions. Much capacity remains to be built; systems and procedures need further intensive development; but real programmatic benefits would continue in Nepal even if MGD support ended in 2017.

144. **Influence on gender relations.** The operation has made little direct difference to gender relations thus far. To re-use the metaphor, it was pushing at an open door in terms of gender equity in enrolment and attendance, although more certainly needed – and needs – to be done to bolster both through better sanitation arrangements at schools and measures to tackle the problem of out-of-school children. Gender sensitive, and in some cases gender proactive implementation of the programme helped to reinforce gradual national trends of stronger women’s participation in school management generally and school meal management specifically. But, as noted in ¶90 above, involving women is not the same as empowering them. Much further effort lies ahead before gender equality and the empowerment of women (GEEW) are fully achieved in school feeding and related fields of social endeavour. Conversely, the incremental change in GEEW that the operation has helped to accomplish is unlikely to be reversed. Barring any massive upheaval in national trends of social change, the gradually improving educational opportunities of girls and steadily strengthening role of women are likely to continue, even if WFP’s school feeding work were to cease in 2017.

### 3. Conclusions and recommendations

#### 3.1 Overall assessment/conclusions

145. **Evaluation criteria.** In broad terms, the operation is highly **relevant**, although the specific in-kind modality that largely uses imported foodstuffs is not seen as relevant for the longer term by the Government. Its **effectiveness** is hard to demonstrate empirically. Informants are convinced that the integration of intensified literacy and WASH support is leading to stronger educational outcomes and livelihood prospects for beneficiary children, reinforcing the enhanced engagement and performance of girls in education; but this MTE cannot state authoritatively how much progress has been made towards the MGD strategic objectives. **Efficiency** is also hard to assess definitively, either in the narrow sense of timely achievement of planned outputs (targets and indicators are not clear enough) or in the broader sense of costs versus results at all levels in the logic chain. However, informants' evidence and field observation do support the conclusion that the core task of delivering nutritious school meals to the target numbers of children in the ten selected MFWR districts has been achieved at close to planned levels, and that most of the complementary interventions have also been implemented satisfactorily (although mostly on a smaller scale). Burdensome monitoring and reporting requirements constrain efficiency. **Sustainability** is most usefully assessed in broad strategic terms. WFP has done well in working with the Government towards sustainable school feeding approaches and modalities while itself largely tied to a modality that is not sustainable. A stronger focus on sustainability is needed now.

146. Any comments on **impact** can only be speculative at best. This is not an impact evaluation. But for individual child beneficiaries of the integrated school feeding approach implemented by the operation, there is likely to be a positive impact, with better nutrition and literacy probably strengthening their prospects of resilient livelihoods. Stronger foundations for a viable, sustainable, domestically resourced and managed Nepal school feeding programme may also be judged in future to have been an impact of this operation. The **internal coherence** of the operation is strong, although not facilitated by WFP's own lack of capacity in literacy and WASH, which necessitates FLAs with IPs that magnify the coordination challenges. The idea of coherence with other, equally active, components of the CP has not been realised. **External coherence** with DP and Government priorities, policies and programming has been strong, given that the Government has been reluctant to formulate a formal school feeding policy; that WFP was required to work with a modality in which the Government saw no future, and that WFP had to collaborate with two separate school feeding agencies within the MoE. But coherence with national social protection frameworks was inadequate.

147. **Theory of change assumptions.** Table 36 in Annex H shows the MTE findings against each of the implicit assumptions of the ToC. As reflected in the discussion above, the ToC was generally valid, but some of its assumptions were too optimistic, with significant implications for the effectiveness and the long-term sustainability of the school feeding approach supported by MGD.

148. **Appropriateness.** From most perspectives, WFP's MGD-funded SFP was highly appropriate at design stage, and remains so. But from one perspective, the operation is not appropriate, because it continues to rely heavily on food imported from the US. The clear national preference is to use locally procured, and preferably locally produced, commodities in school feeding.

149. The integrated implementation of a package of interventions, several in sectors with which WFP has not been familiar, is a challenge. That challenge is compounded by budget limitations and local capacity constraints, so that implementation of this strategically

coherent package is fragmented and partial, with not all elements achieved in all of the ten districts where the operation works.

150. WFP has worked as an active and constructive participant in the LEDPG, so that it has generally achieved complementarity between its school feeding and related interventions and the work of other DPs. From the US perspective, complementarity is less evident, with both USDA and USAID funding EGR activities. The objectives of an integrated school feeding intervention could arguably be achieved more efficiently by restricting MGD funding to school meals but ensuring that complementary interventions by other DPs and competent agencies achieve the required integrated support to EGR and WASH.

151. Like many interventions by many organisations, the operation was formally but not proactively appropriate with regard to gender. It has displayed the common risk that the superficial counting of girls and boys substitutes for deeper analysis and further-reaching action on factors affecting girls' and boys' school performance, even when their numbers are roughly equal.

152. **Results.** Assessing the extent to which output and outcome targets have been achieved is much harder for this operation than it should be. The monitoring system and associated indicators need rationalisation and simplification. Untangling the current datasets to give unequivocal and meaningful statements about the detail of performance is not possible. Outcomes are even harder to determine clearly, especially with regard to improved use of health and dietary practices – although expert opinion is that the intended improvements in literacy are emerging. So far, the operation is unable to prove its progress towards the MGD strategic objectives.

153. The easy part of addressing gender equality issues had been achieved before this operation began. There were no major numerical gender differentials to overcome. Gender mainstreaming needed to be pursued in more challenging areas such as women's meaningful engagement in local management structures; the employment and capacitation of women teachers; and addressing menstrual hygiene, especially now that basic education goes up to Grade 8. Despite gender-sensitive attitudes and appropriate protection measures, WFP did not engage fully with these challenges.

154. **Factors affecting results.** One of the principal factors affecting the results of the current MGD operation in Nepal is the increasing complexity of the intervention, requiring work in many sub-sectors with multiple IPs, in fields in which WFP has little of its own capacity, in coordination with a larger number of Government agencies and DPs, seeking to measure those results across a larger number of partly unfamiliar indicators. These new challenges have inevitably affected performance after two years' work over a period disrupted by a major natural disaster.

155. Not only do the complexities of the current monitoring system hamper the assessment of progress towards targets, they also affect the achievement of those results by skewing the balance of effort between implementation and monitoring. WFP and IP staff must spend too much time on collecting and reporting monitoring data across a host of overlapping indicators, detracting from the performance on which they are reporting. Results-based management is impaired: it is hard for the CO to adjust implementation on the basis of clear monitoring data.

156. WFP did well in acknowledging its lack of capacity beyond the core school feeding task and selecting mostly well-qualified IPs to complement its own inputs. It is also respected as a strong partner to the Government; but the effectiveness of that contribution is weakened by being split between the FfEP and the DoE; and coherence would be strengthened if WFP could work within an approved national school feeding policy that, *inter alia*, specified criteria for selecting in-kind and cash modalities.

157. Domestic and external funding factors have not impaired the performance of the operation; indeed, the extent and reliability of MGD funding has been an important asset, while the rest of the CP has been seriously underfunded, precluding the potential integration of school feeding with other CP components. Domestic funding does remain a major challenge from the perspective of sustainability. There have been significant increases in Government funding for the overall school feeding effort. But there is still only a distant prospect of the domestic budget supporting an integrated school feeding operation in all the districts that need it.

158. **Sustainability.** As in many programmes with a commitment in this regard, the incremental GEEW achievements of this school feeding operation are more clearly sustainable than any others. These are social shifts of a kind that are not often reversed, barring extreme political change: the growing recognition that girls should do at least as well at school as boys, in equal numbers, and that women's social and institutional roles should be empowered and authoritative. Much more needs to be done. More careful attention is needed to the socio-economic and educational status of boys. The provision of adequate menstrual hygiene facilities is not yet sufficiently recognised as a policy and programme priority. There is scope and need for the operation to engage more proactively in these areas. More broadly, it needs to build explicit links into emerging national social protection frameworks, which would help reinforce the programme's contribution to national social inclusion goals.

159. In trying to work towards handover and sustainability, WFP has one hand tied behind its back while it continues to rely on USDA-supplied imported commodities for its school feeding intervention. Nevertheless, its active support to the DoE, its plans to shift to rice and lentils (still imported) in its next phase, and its understanding (delayed by the earthquake) that it will hand districts over to the DoE programme are all tacit recognition that handover will occur and that sustainability lies in a different direction from that of the current operation. Where neither WFP nor the Government have achieved clarity is how that different direction will balance the in-kind and cash modalities.

160. At present it is not very meaningful to ask whether the benefits of the current operation are likely to continue after the programme is completed. If completion means the end of the current phase in 2017, there will be continuing benefits for the individual children who were better fed, and who learned better, because they received school meals. There should be continuing benefits for the school feeding and education sectors as Nepal goes on developing the approaches and modalities that this operation helped to pilot and explore. But the broader sustainability of the school feeding effort that WFP has supported for so long would not be assured.

### **3.2 Lessons learned**

161. An encouraging lesson from the experience of this operation so far is that WFP can achieve an integrated approach to school feeding, with literacy, WASH and nutritional interventions complementing the provision of school meals. It is too soon to say that this implementation is successful, but there are some promising signals. What has also been learned is that the integrated approach needs adequate resources to work at scale. So far, in Nepal at least, those resources are not available.

162. This integrated approach brings many challenges of competence and capacity. WFP has shown that it can make good choices of IPs to undertake those parts of the broader programme for which it lacks capacity. But it remains a steep learning curve, for WFP and for USDA; and the challenges of co-ordination are naturally increased when WFP engages USDA-funded IPs to work on complementary interventions in which other funders and IPs are also engaged.

163. Experience with this operation has shown that a government – in this case, that of Nepal – may be willing to commit increasing budgets to school feeding because it recognises

its importance, but that there is a corresponding obligation to maximise the efficiency of expenditure on the activity, for example by striving to combine low input costs with adequate nutritional quality and by allocating sub-sectoral responsibilities (e.g. for WASH and literacy) to the most cost-effective implementing agencies.

164. A clear lesson from this operation is that monitoring and reporting indicators and procedures need to be kept simple. Not only has there been limited progress with enhancing capacity for and use of the eSPR system, the operation’s own monitoring and reporting have proved too complex and burdensome to fulfil their functions adequately. WFP and USDA were both new to multisectoral monitoring challenges of this nature. Much has been learned in this regard since the operation started, but the system has not yet been made manageable.

165. Experience during this operation has confirmed the central importance of good school governance, with widespread concern about how appropriate the cash modality is given its perceived vulnerability to malpractice (although in-kind school feeding should not be assumed invulnerable in this regard). The lesson for WFP and its partners is that good school governance needs stronger advocacy.

166. For this operation, as for countless other such initiatives, institutional maintenance is vital, particularly at school, community and local government levels. The formation of committees and the implementation of training activities are not enough. They should just be the first in a perpetual cycle of institutional maintenance, i.e. institutional monitoring, advisory support and refresher/new staff training. The operation and the NSFP do not adequately recognise this.

### 3.3 Recommendations

**Table 10 Recommendations**

Recommendation	Specific action and timing	Responsible
1. Future MTEs should be scheduled to report before potential further phases of an operation are designed, either by a funding agency calling for proposals or by implementing agencies preparing them.	Ongoing planning of MTEs	WFP RB WFP CO USDA
2. The next phase of USDA support for school feeding in Nepal should be the last in which foodstuffs internationally procured by external agencies are used. It should be focused on transition by 2021 to a school feeding programme based entirely on locally procured foodstuffs.	Explicit agreements between WFP, Government of Nepal and USDA 2017, to guide implementation 2018-2021	WFP RB WFP CO Government of Nepal USDA
3. While maintaining a school feeding activity in at least ten districts that is fully integrated in all schools for ECD and all basic education grades with literacy and WASH interventions in order to achieve the MGD SOs, WFP should intensify its strategic dialogue with the Government of Nepal and DPs in support of further analysis and decision-making about the criteria for selecting specified in-kind and cash modalities. This dialogue should take into account lessons from other countries’ experience and the factors facilitating and impeding each modality, and identify measures to address constraints as appropriate.	Structured programme of analysis and decision-making 2017-2018	WFP CO LEDPG Government of Nepal
4. WFP should thus support the preparation and approval of a national school feeding policy that spells out the agreed targets, criteria and modalities – including the interface and coordination with related literacy and WASH support.	WFP advocacy to Government of Nepal on desirability of a school feeding policy, 2017 WFP engagement in LEDPG support to Government of Nepal policy development, 2018-2019	WFP CO WFP RB LEDPG

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<b>Recommendation</b>	<b>Specific action and timing</b>	<b>Responsible</b>
5. WFP and USDA should undertake a detailed assessment, rationalisation and simplification of the performance indicators and targets used for monitoring and reporting of the current phase. The number of indicators should be reduced by at least 50%. The last two WFP six-monthly reports on the current operation should be based on the revised indicators and targets, which should also be used in an endline survey that serves as a baseline for the next phase.	Review and revision of monitoring and reporting system 2017	WFP CO WFP RB
6. WFP support for further development of school feeding policy and strategy should advocate closer integration with national social protection frameworks.	WFP advocacy to Government of Nepal on importance of closer integration with national social protection frameworks 2017-2018	WFP CO
7. A further phase of WFP support for school feeding should align explicitly and proactively with the gender and social inclusion provisions of the SSDP. In particular, WFP should integrate menstrual health management in its WASH programme for Grades 5 to 8 (involving both boys and girls); ensure that women in leadership positions in the FMC have been adequately trained to perform their tasks authoritatively; assess the work burden that its SFP puts on women and take necessary remedial action; and adjust its targeting and/or district-specific efforts periodically in terms of the equity index developed under the Equity Strategy for the School Education Sector.	Detailed elaboration of design for next phase of WFP SMP to achieve these objectives: 2017  Implementation of the intensified gender and social inclusion strategy: 2018-2020	WFP CO WFP RB
8. WFP and USDA should review the adequacy of the WFP's current and proposed school feeding rations as compared to international guidelines.	Review during 2017 for potential implementation from 2018	WFP RB WFP CO USDA
9. WFP should assess what factors might induce behaviour change for nutrition in the MFWR; and consequently review whether the current nutrition and health training materials respond to these factors and needs. This would lead, if applicable, to a shift from 'education and information' to 'changing behaviours', and enhanced, coordinated behaviour change advocacy by WASH IPs for teachers, SMCs, FMCs, parents and all children in basic education, including a focus on menstrual hygiene management.	Review and potential revision of approaches and methods in advocacy of behavioural change 2017	WFP CO WFP RB
10. WFP support for the necessary strategic development by the MoE should include advocacy of the merger of the FfEP and school feeding capacity in the DoE, creating a single school feeding agency in the Ministry	WFP advocacy to Government of Nepal on desirability of establishing a single school feeding agency 2017-2018	WFP CO
11. WFP should advocate the closer integration of school feeding, literacy and WASH personnel and programmes in District Education Offices.	WFP advocacy to Government of Nepal on integration of personnel and programmes in District Education Offices 2017-2020	WFP CO

## **ANNEXES**

Annex A	Terms of Reference
Annex B	Evaluation process
Annex C	Maps
Annex D	The MGD operation in Nepal
Annex E	Gender dimensions
Annex F	Methodology
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## Annex A Terms of Reference

*This annex reproduces the Terms of Reference for the evaluation, but does not include the Annexes mentioned in the TOR.*

### INDEPENDENT MID-TERM EVALUATION of WFP School Feeding USDA McGovern Dole Grant FFE-367-2014/050-00 in Nepal

#### 1. Introduction

1. This Terms of Reference (TOR) is for the mid-term evaluation (MTE) of United States Department of Agriculture (USDA) McGovern-Dole Grant (MDG) FFE-367-2014/050-00 supported school feeding activities in Nepal. This evaluation is commissioned by WFP's Nepal Country Office and will last from August 2016 to March 2017 including internal preparation time. This evaluation will cover the start of actual implementation of the McGovern-Dole funded operation from January 2015 to the point of the mid-term evaluation, planned for September 2016.
2. The evaluation process within WFP will be managed by an evaluation manager (WFP - EM) appointed by the WFP Regional Bureau for Asia and the Pacific (RB) who will be the main focal point for day to day contact during the evaluation period. The WFP – EM will be supported by an evaluation focal point not associated with the implementation of the school meals programme in the WFP Nepal country office. An outside firm will be contracted to carry out the actual evaluation and will appoint their own evaluation manager in accordance with normal practice. Appropriate safeguards to ensure the impartiality and independence of the evaluation are outlined within these TORs.
3. WFP introduced school feeding programme in Nepal in 1974 but it wasn't until 1996 that the programme was mainstreamed into the Ministry of Education's (MoE) through Food For Education Project (FFEP). Recently, under the MGD International Food for Education (FFE) and Child Nutrition Program, the USDA provided WFP Nepal's School Feeding Programme (SFP) with a grant of \$26,958,500 for the fiscal year 2014-16 to cover activities until 2017.
4. Under the MGD-supported SFP, WFP, in partnership with the FFEP, provides mid-day meals, known as *diva-khaja*, to targeted pre-primary and primary school students across 10 districts in the mid- and far-western regions of Nepal. The mid-day meals consist of a 110 grams portion of hot fortified porridge which is prepared with: 90 grams of corn soya blend (also known as supercereal), 10 grams of sugar, and 10 grams of vegetable oil. In addition to the nutritional benefits to enhance cognitive learning, WFP and its partners, in collaboration with the MoE, are executing a range of supplementary interventions to reduce health-related absences, promote literacy, raise community and parent awareness of good health and hygiene practices and the importance of education, and build the capacity of the GoN. Through the provision of mid-day meals and these additional interventions, WFP aims to contribute to increasing student enrollment, school attendance, literacy skills (measured by reading and understanding skills of primary school students), and health and nutrition outcomes (measured by dietary diversity).
5. The evaluation will provide an evidence-based, independent assessment of performance of the operation and associated interventions so far, so that WFP-Nepal and the Cooperating Partners (CPs) can adjust the project's course as necessary for the remainder of the project term and to inform any future project design.
6. This TOR was prepared by RB for Asia based upon an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: firstly, it provides key information to the evaluation team and helps guide them throughout the evaluation process; and secondly, it provides key information to stakeholders about the proposed evaluation.

7. The TOR will be finalized based on comments received on the draft version and on the agreement reached with the selected company. The evaluation shall be conducted in conformity with the TOR.

## 2. Reasons for the Evaluation

### 2.1. Rationale

8. The WFP Nepal Country Office is commissioning a mid-term evaluation of McGovern-Dole (MGD) supported WFP Education Support activities in Nepal to assess performance of program operations and associated interventions for the purposes of accountability and program strengthening.

As the programme is now at its mid-way point, the Nepal country office is keen to evaluate progress to date and receive guidance on the programme implementation. Further, a key component of the programme is to work in partnership with stakeholders and provide capacity building to government to eventually take over the programme. Therefore, an important part of this evaluation will be to assess the partnerships with the government and other key stakeholders, such as the local communities and NGOs.

This mid-term evaluation will also fulfil a requirement of USDA that McGovern-Dole funded projects carry out a midterm evaluation to critically and objectively review the progress of implementation with an eye to generating recommendations that will strengthen project. The mid-term evaluation will also be an opportunity to evaluate whether recommendations made during the baseline evaluation were integrated into programme implementation and if so, whether these recommendations were successful in strengthening the programme.

### 2.2. Objectives

9. Evaluations in WFP serve the dual and mutually reinforcing objectives of accountability and learning.
  - **Accountability** – The evaluation will assess and report on the performance and results of all McGovern Dole funded activities.
  - **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.
  - For USDA, the purpose of the evaluation is to critically and objectively review and take stock of the program participant’s implementing experience and the implementing environment, assess whether targeted beneficiaries are receiving services as expected, assess whether the project is on track to meeting its stated goals and objectives, review the results frameworks and assumptions, document initial lessons learned, and discuss necessary modifications or mid-course corrections that may be necessary to effectively and efficiently meet the stated goals and objectives.<sup>21</sup>

### 2.3. Stakeholders and Users

10. **Stakeholders** A number of stakeholders both inside and outside of WFP have an interest in the results of the evaluation and some of these will be asked to play a role in the evaluation process. The methodology for the evaluation will ensure that a range of beneficiary voices are captured through key informant interviews and focus group discussions (FGD) with various interest groups of both genders (parents/teachers/students). In fact, that the

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<sup>21</sup> USDA Monitoring and Evaluation Policy, 2013

methodology will follow the baseline approach that included: school questionnaires to collect school-level information through interviews with the head teacher, direct observation of the school facilities, and school records data; student questionnaires of selected pupils in each sampled school; household questionnaires for parents of the pupils; early Grade Reading Assessment (EGRA) were administered to selected students from the third grade from each school; a teacher questionnaire was administered to selected teachers and their teaching techniques observed; a storekeeper questionnaire was administered to the person responsible for the storage of SFP food in each school as well as direct observation of the storeroom. Qualitative methods were employed to provide independent sources of information through included Focus Group Discussions (FGDs) and in-depth Key Informant Interviews (KIIs) with teachers parents and school management committee (SMC) members. Table 1, below provides a preliminary stakeholder analysis, which should be further developed by the evaluation team as part of the inception phase.

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

**Table 1: Preliminary Stakeholders’ Analysis**

Stakeholders	Interest in the evaluation and likely uses of evaluation report to this stakeholder
<b>INTERNAL STAKEHOLDERS</b>	
<b>Country Office (CO) Nepal</b>	Responsible for the country level planning and operations implementation, It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries and partners for performance and results of its operation.
<b>Regional Bureau (RB) for Asia based in Bangkok</b>	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
<b>WFP Headquarters (HQ)</b>	WFP has an interest in the lessons that emerge from evaluations, particularly as they relate to WFP strategies, policies, thematic areas, or delivery modality with wider relevance to WFP programming.
<b>Office of Evaluation (OEV)</b>	OEV has a stake in ensuring that independent evaluations commissioned directly by WFP country offices and regional bureaux, deliver high quality, useful and credible evaluations.
<b>WFP Executive Board (EB)</b>	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings may feed into annual syntheses and into corporate learning processes.
<b>EXTERNAL STAKEHOLDERS</b>	
<b>Beneficiaries</b>	As the ultimate recipients of food and other assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.

<b>Stakeholders</b>	<b>Interest in the evaluation and likely uses of evaluation report to this stakeholder</b>
<b>Government</b>	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. The Nepal Ministry of Education (MoE) will have particular interest in issues related to capacity development as the direct institutional beneficiary. Issues related to handover and sustainability will also be of interest to the Ministry of Health and Population (MoHP) and Ministry of Agricultural Development (MoAD). The MoE and other relevant Government of Nepal (GoN) representatives, in collaboration with other implementing partners will assist in evaluation design (reviewing the TOR); facilitate evaluation mission(s); participate fully in the evaluation process and take the lead in dissemination of the final evaluation report and all resulting follow-up.
<b>UN Country team (UNCT)</b>	The UNCT’s harmonized action should contribute to the realisation of the government developmental objectives. It has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts. Various agencies are also direct partners of WFP at policy and activity level.
<b>Non Government Organisations (NGOs)</b>	NGOs are WFP’s partners for the implementation of some activities while at the same time having their own interventions. Open Learning Exchange (OLE) Nepal, Nepal Red Cross Society (NRCS), World Education Inc.; Rural Reconstruction Nepal; Centre for Development and Disaster Management (CDM); Integrated Development Society (IDS). The results of the evaluation may affect future implementation modalities, strategic orientations and partnerships.
<b>Donors United States Department of Agriculture Food Assistance Division (USDA FAD)</b>	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP’s work has been effective and contributed to their own strategies and programmes. USDA has specific interest in ensuring that operational performance reflects USDA standards and accountability requirements, as well as an interest in learning to inform changes in project strategy, results framework, and critical assumptions.
<b>Others</b>	A wide range of actors, such as local suppliers, school administrators and local communities, are involved in the provision of school meals and are expected to benefit from some of the capacity development activities. WFP-Nepal also has implementing partners and education development partners including USAID, UNICEF and others under the School Sector Reform Plan (SSRP) and other key education, nutrition and health stakeholders. Their respective perspectives will be sought as the engagement of those actors influences the effectiveness of the programme as well as its sustainability.

**12. Users** The primary users of this evaluation will be:

- WFP Nepal and its main implementing partner, the Nepal Ministry of Education (MoE), notably with respect to decision-making related to programme implementation and/or design, country strategy and partnerships.
- The RBB is expected to use the evaluation findings to provide strategic guidance, programme support, oversight, and to extract lessons for sharing across the region.

- Ministry of Health and Population (MoHP), Ministry of Agricultural Development (MoAD), Ministry of Women, Children and Social Welfare (MoWCSW), and National Planning Commission for related policy development;
- Implementing partners including: Open Learning Exchange (OLE) Nepal, World Education Inc. and others for targeted programme design. Findings will also be shared with education development partners (DPs), including USAID, under the School Sector Reform Plan (SSRP) and other key education, nutrition and health stakeholders.
- USDA will use evaluation findings to inform changes in project strategy, results framework, and critical assumptions.
- WFP HQ may use evaluations for wider organizational learning and accountability
- OEV may use the evaluation findings, as appropriate, to feed into evaluation syntheses.
- The government is expected to take over the management and monitoring of the school feeding program over time, therefore, information on whether the programme is yielding the desired results is of primary importance.
- Other WFP regional bureaus and COs under their oversight may also benefit from the findings, which can contribute to corporate learning on implementation of capacity development interventions.

### 3. Context and Subject of the Evaluation

#### 3.1. Context

13. Despite having made good progress on achieving the majority of its Millennium Development Goal (MDG) targets, Nepal remains one of the world's poorest and least-developed countries ranking 145 out of 188 countries on the 2014 Human Development Index. One quarter of the population (6.7 million people) lives below the national poverty line as a result of political instability, limited economic growth, high prices and natural disasters. Enrolment rates have improved but access to adequate schools and instruction, which is necessary to improve literacy, remains a challenge. Malnutrition rates are high and 15% of the population is food-insecure. Stunting for children below age five is 41%; underweight is 29%; and, wasting is 11%. Access to health services, safe water and sanitation is inadequate.
14. The situation is exacerbated in the Mid-Western and Far-Western regions (MFWR). The MFWR geographic area is characterized by frequent natural disasters, severe food insecurity, malnutrition, poverty, and low education outcomes. The MFWR has the lowest national net enrolment and the highest under-nutrition rates. Consequently, the programme focuses on educational and nutritional outcomes of school-age children living in the hills and mountains of 10 MFWR districts (in the far-west, Achham, Baitadi, Bajhang, Bajura, Dadeldhura, Darchula, Doti; and in the mid-west, Rukum, Jajarkot and Dailekh).
15. **Nepal and MFWR Education Sector Needs:** Over the past twenty years, Nepal had achieved significant progress toward its education goals. However, improvements are needed to strengthen the government's institutional capacity, enhance the quality of literacy instruction and address urgent issues existing in the remote and rural areas in the MFWR. These issues include, among others, a deeply rooted caste system and income inequities that affect student attendance and enrollment. **Quality education and literacy instruction** remains a national challenge with 30% of children dropping out before completing eighth grade. In the **MFWR**, literacy rates are 10% lower than the national rates. In particular, the regions face three main issues: the poor physical condition of schools, inadequately trained teachers and insufficient educational materials<sup>9</sup>.
16. **Net student enrolment rate** in primary education has reached 95.3% in 2012/2013 with more girls attending than boys. However, this does not include "out of school children." According to a 2012 Joint Mid-Term Review (JMTR) of the education system 13% of 5-16 year olds

(1.2 million) are out of school and not included in the GoN's data. This situation is more critical in the MFWR where 27% of children are out of school and the net attendance ratio is 73.1%. Furthermore, in the MFWR only 56.3% (mid-western) and 59.5% (far-west) of school-age children enter grade one.

17. **Government institutional capacity:** While the GoN has made significant progress in developing and strengthening its national education and school feeding programs, there is room for continued improvement. Nepal oversees its school feeding programme through a multisectoral National Food for Education Committee chaired by the Secretary of the Ministry of Education. This steering committee receives reports and decides the course of action for both the cash and in-kind modalities of school feeding. However, operational factors particularly in procurement, monitoring, reporting and evaluation systems, including accounting, book and record keeping and public disclosure require further strengthening to enhance progress and efficiency of resource utilization.
18. **Community accountability:** The School Management Committees (SMCs) and Food Management Committees (FMCs) at the school level play a critical role in the implementation of the school meals programme. For the food assistance programme, the FMCs voluntarily provide labour in transporting the food from Final Delivery Points (FDP) to schools. They also provide programmatic oversight, under which Head Teachers report. The FMCs are also accountable to the District Education Offices, which maintain oversight on all education related programmes, including school meals. Information is subsequently channelled up to the respective central level agencies.
19. **Nepal and MFWR Health, Nutrition, and Social Protection Needs:** In Nepal, children face multiple obstacles for survival and development. They have limited access to safe drinking water and sanitation facilities. The majority of household members have no toilet facilities using open defecation areas and 25% of households have neither water nor soap for hand washing. Waterborne diseases such as cholera, diarrhea and typhoid fever are prevalent and the incidence of diarrhea and pneumonia in children under-five is significant. Approximately 56% of children in the MFWR have been fully immunized before their first birthday, and chronic malnutrition (stunting) is extreme, affecting 50-70% of children between 6-59 months. Hygiene habits are poor and skin diseases, acute respiratory infections (ARIs), and diarrheal diseases prevalent. Food insecurity, nutritional and micronutrient deficiencies are national challenges and contribute to poor attentiveness and inadequate learning outcomes in school.

#### 20. **Nepal Government Programs, Policies & Strategies:**

**Education:** The Nepal Education Act, 2002 addresses the management and regulation of schools, and its education strategies and programs are incorporated into the School Sector Reform Plan 2009-15 (SSRP). The implementation of the SSRP is supported by thirteen development partners (DPs): AusAID, Asian Development Bank, Denmark, DFID, EU, Finland, Norway, World Bank, UNESCO, USAID, WFP Nepal, JICA, UNICEF, through a sector wide approach (SWAP) and managed by the Ministry of Education (MoE) in close consultation with the Ministry of Finance (MoF). All GoN's programs, strategies and policies related to education are under the SSRP umbrella. The GoN recognizes its National School Feeding Programme (NSFP) as a key component of the SSRP and as a crucial strategy to increase access to school and a child-friendly social safety net. NSFP is also included in the action plan to reach out of school children and is considered to be a critical intervention of the 2010 "National Framework for Child-Friendly Schools." Building upon the lessons learned and the gains made under the SSRP, the GoN has developed the School Sector Development Plan (SSDP) follows the SSRP for seven year period of mid-July 2016 to mid-July 2023 (BS 2073–2080) in line with Nepal's vision to graduate from the status of a least developed country by the year 2022 (NPC 2014a and NPC 2015a). The SSDP continues the government's efforts to ensure access to quality education for all through the Education for All (EFA; 2004-2007) programme, the Secondary Education Support Programme (SESP;

2003-2008), the Community School Support Programme (CSSP; 2003-2008), the Teacher Education Project (TEP; 2002-2007) and most recently, the SSRP (2009-2016). The SSDP aligns with Nepal's international commitment towards the Sustainable Development Goals (SDGs) (NPC 2015a), Goal 2: Ensuring equitable and inclusive quality education and promoting life-long learning opportunities for all which were ratified by the UN General Assembly in September 2015.

21. **Nutrition:** Nepal Multi-Sector Nutrition Plan 2013-17 includes NSFP as a key intervention to promote the nutrition and development of children and supports the implementation of the proposed FY14-16MGD project (see attached letter). The Multi-Sector Nutrition Plan is complemented by: 1) the 2000 National Nutrition Policy and Strategy, which provides a comprehensive guide for improving the nutritional status of children aimed at reducing hunger and nutritional disorders; and 2) the School Health and Nutrition Strategy (2005), which includes initiatives to enhance the health, nutrition and educational status of school-age children.
22. **WFP Nepal 2013-17 Country Program (CP)** actively supports the GoN to address the root causes of food and nutrition insecurity. Focused on strengthening social safety nets (nutrition, education and rural livelihoods), the CP takes a life-cycle approach to address the needs of 0.5 million people in the MFWR. **WFP-Nepal 2013-17 Country Program (CP)** actively supports the GoN through four components: Improved Mother and Child Health and Nutrition (**MCHN**); Productive Assets and Livelihoods (**PAL**); **Capacity Development** of WFP's partners; and **School Meals**. The school meals provide an incentive for parents to send their children to school by reducing the opportunity cost of school versus child employment. They represent an indirect transfer of the value of food to the households. As part of the capacity development component, WFP Nepal 2013-17 CP supports the MoAD to develop and institutionalize the **Nepal Khadhya Surakshya Anugaman Pranali** (NeKSAP) system. NeKSAP is an EU-funded comprehensive food security monitoring system within MoAD that collects, analyzes and reports data on food security in all 75 districts of Nepal.
23. **Other Donor Education Programs and other Donor Nutrition & Food Security Programs in the FY14-16 MGD Program Area:** Under the broader GoN's framework of SSRP, specific interventions are currently planned or will be implemented by different DPs and Non-Governmental Partners (NGPs) in the MFWR. Please see **Annex 1** for **Other Donor Education Programs and other Donor Nutrition & Food Security Programs in the FY14-16 MGD Program Area**.
24. **Specific In-country Constraints:** Weak infrastructure, geographical remoteness and targeted beneficiaries' vulnerability to disasters pose challenges and may limit access to the MFWR. The GoN's capacity to monitor, supervise and manage the education system, including NSFP, is fragmented, as highlighted in the WFP-Nepal comparative study on school feeding strategies in Nepal<sup>22</sup>. Funding and staffing at all levels (from school teachers to senior government officials) remains to be strengthened. Need for improved transparency, accountability and governance are continuing challenges that need to be addressed through stronger monitoring systems. Another potential challenge is to avoid overlapping of program interventions implemented by a large number of partners. WFP-Nepal works closely with the MoE and DPs to ensure that its program interventions are not duplicated but rather complementary and supportive of the GoN's education and school feeding objectives.

### 3.2. Subject of the evaluation

25. The school meals programme is a longstanding WFP operation; McGovern-Dole became the primary financial input for implementation in October 2014 for the agreed target areas.
26. This mid-term evaluation is designed to assess the effects of the FY14-16 MGD on literacy and on the use of health and dietary practices of school-age children (pre-primary and primary

school) in 10 districts in the mid-western and far-western regions (MFWR) of Nepal (Doti, Dadeldhura, Bajhang, Baitadi, Achham, Bajura, Darchula, Dailekh, Rukum and Jajarkot). Specifically, the evaluation of the effects of: literacy, health, and dietary interventions on 200,000+ school-age children (from the start of the project to midterm). It also assesses the GoN's financial and institutional capacity to effectively manage and sustain its NSFP.

27. The activities and interventions of the proposed WFP Nepal's FY14-16 MGD Results Framework (SO1 and SO2) build upon and further strengthen the ongoing activities and interventions under the FY11-13 MGD programme. They are designed to move the GoN closer to a fully owned and managed NSFP. In partnership with the GoN, in particular the MoE, NGPs, local civil society and development partners, WFP Nepal's FY14-16 MGD school feeding programme provides a holistic combination of school feeding, training, community mobilization, national and regional capacity development support that contribute to USDA's two results streams: **Improved Literacy of School-age Children (MGD-SO1)** and **Increased Use of Health and Dietary Practices (MGD-SO2)**. These strategic objectives are detailed in the table below and **Annex 4 Project Level Results Framework**.
28. USDA signed the McGovern-Dole commitment letter on September 26, 2014. There is a pending amendment to introduce an alternative commodity of fortified rice and lentil as a pilot in one district (Dailkeh) instead of CSB+ for the third year of the current programme cycle. USDA has allocated up to \$26,958,500 million for donations of commodities, transportation, and financial assistance through McGovern-Dole Grant FFE-367-2014/050-00 for FY2014-2016. Project implementation started in January 2015, and the baseline assessment was conducted in June 2015.

## 4. Evaluation Approach

### 4.1. Scope

29. The evaluation will cover the WFP Nepal School Feeding USDA McGovern-Dole Grant FFE-367-2014/050-00, including all activities and processes related to its formulation, implementation, resourcing, monitoring, evaluation, and reporting relevant to answer the evaluation questions. This evaluation, commissioned by the WFP Nepal Country Office, will cover the start of actual implementation of the McGovern-Dole funded operation from January 2015 to the point of the mid-term evaluation, planned for September 2016. The first eight weeks of the evaluation will encompass briefing of the evaluation team by WFP and desk review, planning, and production of the inception report by WFP.

### 4.2. Evaluation Criteria and Questions

30. **Evaluation Criteria:** The evaluation will use the standard evaluation criteria of Relevance, Effectiveness, Efficiency, Sustainability, and Impact.<sup>22</sup> Gender Equality and the Empowerment of women (GEEW) should be mainstreamed throughout.
31. **Evaluation Questions:** Allied to the evaluation criteria, the evaluation will address the following key questions, which will be further developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons and performance of the school feeding activities, which could inform future strategic and operational decisions.

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

- Are coherent with relevant stated national policies and strategies on education, food security and nutrition, including gender.

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<sup>22</sup> For more detail see: <http://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm> and <http://www.alnap.org/what-we-do/evaluation/eha>

- Seek complementarity with the interventions of relevant government and development partners.
- Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including gender), and remained so over time.
- Whether the strategies (education, food security and nutrition) and project design were appropriate to the needs of the food insecure population and community, and were based on a sound gender analysis that considered the distinct needs and participation of boys and girls (and as appropriate within the context of the school meals programme, women and men) from different groups and geographical areas, as applicable, and remained so over time.

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

- The level of attainment of the planned outputs (including the capacity development activities as well the number of beneficiaries served disaggregated by women, girls, men and boys);
- The extent to which the outputs led to the realization of the operation objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys; how GEEW results have been achieved;
- The extent to which gender equality and protection issues have been adequately addressed by the programme
- How different activities of the operation dovetail and are synergetic with what other actors are doing to contribute to the overriding WFP objective of developing the capacity of the GoN to manage and implement school feeding; and
- The efficiency of the operation and the handover process and the likelihood that the Government will continue to implement an effective school meals programme following the phase out of WFP in the country.

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

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

**Question 4:** To what extent does the intervention's implementation strategy include considerations for sustainability, such as capacity building of national and local government institutions, communities and other partners?

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

#### **4.3. Evaluability Assessment**

32. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package. The team will notably critically assess data availability and take evaluability limitations into consideration in its choice of evaluation methods. In doing so, the team will also critically review the evaluability of the gender aspects of the operation, identify related challenges and mitigation measures and determine whether additional indicators are required to include gender empowerment and gender equality dimensions.
33. The mid-term evaluation will draw on the existing body of documented data, as far as possible, and complement and triangulate this with information to be collected in the field. Specifically, this will include the baseline survey, the first outcome survey, government capacity assessments, previous evaluations of WFP Nepal's School Feeding Program, as well as all monitoring data. The evaluation will employ both quantitative and qualitative methods including: desk review of documents and data, semi-structured interviews and focus groups (to ensure that a cross-section of stakeholders are able to participate and a diversity of views are gathered) and observation during field visits. The selection of field visit sites will be based on objectively verifiable criteria and may include stratified sampling to ensure a representative a selection. Nepal CO plans to undertake an outcome monitoring exercise between September and October that will provide information on the school meals programme. Data should be available to the evaluation team to provide systematically generated evidence on effectiveness of the school meals programme. The full list of monitoring data available for the evaluation is provided in Annex 6.
34. The evaluation team will have access to the following information for desk review: baseline and assessment reports and data, project documents, the project level results framework (which outlines the strategic objectives, selective outputs, outcomes, and targets) and logframe, and previous evaluations. In addition, the team will have access to relevant WFP strategies, policies, and normative guidance.

#### **4.4. Methodology**

35. The evaluation team will design the methodology during the inception phase. The methodology should mirror that of the baseline evaluation. The baseline evaluation employed quantitative and qualitative data collection methods conducted in parallel. Quantitative data was collected via a cross-sectional survey of a sub-sample of SFP schools and beneficiaries. Extensive desk research complemented this process. Qualitative data was collected through focus group discussions (FGD) and Key Informant Interviews (KIIs) and provided an independent source of information to triangulate and support the quantitative findings. The only exception to this methodology for the mid-term evaluation will be in that data from NON-participating schools will not be included as this will be done for the final evaluation **only**. If the service provider wishes to make adjustments to the baseline methodology, this should be clearly indicated and justified. Overall, the mid-term methodology should consider the following:
36. Adopt a program theory approach based on the results framework agreed with USDA. The evaluation team will review, verify, and elaborate if necessary, the theory of change preparing the framework for the mid-term evaluation. Specifically, this will include the baseline survey, government capacity assessments, previous evaluations of WFP-Nepals' School Feeding

Program, as well as all monitoring data. The results of the first outcome survey will inform the assessment of progress towards the project impact in the mid-term evaluation;

37. Draw on the existing body of documented data, and triangulate this with information to be collected in the field using the quantitative methodology as well as appropriate qualitative information. The adequacy of available CO monitoring data to inform the evaluation needs to be reviewed and the methodology adjusted depending on the findings;
38. Include: a desk review, semi-structured interviews and focus groups (to ensure that a cross-section of stakeholders is able to participate so that a diversity of views is gathered) and observation during field visits. The selection of field visit sites will be based on objectively verifiable criteria and may include stratified sampling to ensure a representative selection. Field work should take approximately three weeks, however, the service provider is invited to indicate if there are circumstances that would dictate less or more time required. Exact timing of the field visits will be negotiated with the country office to ensure that there is no overlap with regular country office missions. As some of the field locations are quite remote, team members may be required to hike to field locations;
39. Apply an evaluation matrix geared towards addressing the key evaluation questions taking into account the data availability challenges, the budget and timing constraints;
40. Consider whether the mode of implementation will generate a sufficient understanding of how the programme is addressing the needs of boys and girls

**Impartiality and Independence:** Measures are in place to ensure impartiality and independence during the mid-term evaluation. An external service provider will be hired to conduct the evaluation; WFP has appointed an evaluation manager to manage the evaluation process internally; an internal evaluation committee, led by staff not directly implementing the programme is in place at country office level, to manage and make decisions on the evaluation; an Evaluation Reference Group (ERG) (including WFP and external stakeholders) will be set up to steer the evaluation process and further strengthen the independence of the evaluation. All feedback generated by these groups will be shared with the service provider. The service provider will be required to critically review the submissions and provide feedback on actions taken/or not taken as well as the associated rationale.

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

#### 4.5. Quality Assurance

41. WFP's Decentralized Evaluation Quality Assurance System (DEQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for quality assurance, templates for evaluation products and checklists for the review thereof. It is based on the United Nations Evaluation Group (UNEG) norms and standards and good practice of the international evaluation community (Development Assistance Committee (DAC) and Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) and aims to ensure that the evaluation process and products conform to best practice and meet WFP's quality standards. DEQAS does not interfere with the views and independence of the evaluation team.
42. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on disclosure of information. *Refer to WFP Directive (#CP2010/001) on Information Disclosure.*
43. DEQAS should be systematically applied to this evaluation and the evaluation manager will be responsible to ensure that the evaluation progresses in line with its process steps and to conduct a rigorous quality control of the evaluation products ahead of their submission to WFP.

44. The CO will designate an Evaluation Focal Point who has no involvement in the daily implementation of the school meals programme. An internal evaluation committee (IEC) will be chaired by the Country Director or his/her deputy. The IEC will ensure due process in evaluation management, providing advice the evaluation focal point and clearing evaluation products submitted to the Chair for approval.
45. The CO will further establish an evaluation reference group of WFP and external stakeholders to review TORs, inception packages, and final reports to ensure appropriate safeguards for independence and impartiality (**Annex 3 shows the composition of the two groups**).
46. WFP's Office of Evaluation (OEV) has developed a quality assurance checklist for its independent evaluations. This includes checklists for feedback on quality for each of the evaluation products. These checklists will be applied to ensure the quality of the evaluation process and outputs. In addition, a post-hoc quality assessment of the final decentralised evaluation report will be conducted by OEV.
47. Concerning the quality of data and information, the evaluation team should systematically check accuracy, consistency and validity of collected data and information and acknowledge any limitations/caveats in drawing conclusions using the data.

## 5. Phases and Deliverables

48. The evaluation will proceed through the following phases. The evaluation schedule in **Table 2** provides the proposed timeline for each phase over the full timeframe. A summary of the deliverables and deadlines for each phase are as follows:
49. **Preparation phase** (May – September 2016): The RBB Regional M&E Advisor will conduct background research and consultation to frame the evaluation; prepare the TOR; select the evaluation team and contract the company for the management and conduct of the evaluation. According to the USDA McGovern-Dole programme requirements, draft evaluation ToRs for the mid-term evaluations must be ready for WFP to transmit to the USDA Food Assistance Division (FAD) for inputs and comments three months prior to the start of an evaluation.
50. **Inception phase** (October - November 2016): This phase aims to prepare the evaluation team for the evaluation phase by ensuring that it has a good grasp of the expectations for the evaluation and a clear plan for conducting it. The inception phase will include a desk review of secondary data, finalisation of evaluation methodology and tools and initial interaction with the main stakeholders. The quality assured inception reports must be submitted to the WFP Country Office for approval no later than *two weeks before* the evaluation begins.
  - **Deliverable: Inception Report.** The Inception Reports will describe the country context, provide an operational factsheet and a map, and provide a stakeholder analysis. The Inception Reports will also describe the evaluation methodologies and the approach taken by the team to cultivate ownership and organize debrief sessions and quality assurance systems developed for the evaluation. The Inception Reports will include use of Evaluation Plan Matrices, and they will outline how the evaluation teams will collect and analyse data to answer all evaluation questions. Finally, they must include an evaluation activity plan and time line. The evaluation designs and proposed methodologies specified in the Inception Reports must reflect the evaluation plans, budgets and operational environments, and the extent to which methods lead to collection of reliable data and analysis that provide a basis for reaching valid and reliable judgments. For more details, refer to the [content guide for the inception package](#).
51. **Evaluation phase** (November/December 2016): The fieldwork will span two to three weeks and will include visits to project sites and primary (to the extent needed) and secondary data collection from local stakeholders. Accessibility to remote areas should be considered when determining sample size and travel logistics. A debriefing session will be held upon completion of the fieldwork.
  - **Deliverable: Exit debriefing presentation.** An exit debriefing presentation of preliminary

findings and conclusions (power point presentation) will be prepared to support the de-briefings.

52. **Reporting phase** (December – March 2016): The evaluation team will analyse the data collected during the desk review and the field work, conduct additional consultations with stakeholders, as required, and draft the evaluation report. It will be submitted to the evaluation manager for quality assurance. Stakeholders will be invited to provide comments, which will be recorded in a matrix by the evaluation manager and provided to the evaluation team for their consideration before report finalisation. According to the USDA McGovern-Dole programme requirements, the mid-term evaluation reports must be finalized for WFP to transmit to the USDA FAD *within 60 days* following the evaluation fieldwork and *no more than 15 days* after the report has been completed. Quality assured final mid-term evaluation reports must be submitted to WFP COs for final comments and pre-approval *one month before* the USDA deadline.
- **Deliverable: Evaluation report.** The mid-term evaluation report will outline the evaluation purpose, scope and rationale, and the methodologies applied including the limitations that these may come with. The report must reflect the ToR and Inception Report and outline evaluation questions and the evaluation teams’ answers to these alongside other findings and conclusions that the teams may have obtained. The reports will also outline interim lessons learned, recommendations and proposed follow-up actions. The evaluation report should be no longer than 25 pages, excluding annexes.
53. **Follow-up and dissemination phase** (April 2017): The final evaluation report will be shared with the relevant stakeholders. A meeting on mid-term evaluation findings and recommendations will include USDA FAD programme staff and WFP CO staff. The USDA FAD and CO management will respond to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines for taking those actions. According to USDA McGovern-Dole programme requirements, the meeting should be held within 30 days of USDA receipt of the final mid-term evaluation report. **Deliverable: Evaluation summary with power-point presentation.** As the service provider will simultaneously undertake MGD mid term evaluations in Bangladesh and Laos, a final briefing to WFP RB and COs will be required during which the service provider will present a summary of the evaluation findings across all three countries. Comparisons and contrasts and lessons learned should be highlighted.
54. The evaluation report will also be subject to external post-hoc quality review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards. The final evaluation report will be published on the WFP public website. Findings will be disseminated and lessons will be incorporated into other relevant lesson sharing systems.
55. WFP-Nepal will coordinate with MoE and USDA to host an educational partners’ forum to discuss the findings, and to incorporate adjustments that will strengthen implementation for the second half of the program.
56. **Notes on the deliverables:** The inception package and evaluation reports shall be written in English and follow the EQAS templates. The evaluation team is expected to produce written work that is of very high standard, evidence- based, and free of errors. The evaluation company is ultimately responsible for the timeliness and quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.
57. Key dates for field mission and deliverables are provided in **Table 3**.

**Table 2: Key dates for field mission and deliverables (indicative only - exact dates to be finalized with selected service provider)**

Entity responsible	Phase	Activities	Key Dates
ET	Preparation	Prepare budget proposals	12 <sup>th</sup> September 2016
EM/WFP	Preparation	Selection of service provider	18 <sup>th</sup> September 2016
EM/WFP	Preparation	Signing of contract	By 26 <sup>th</sup> September at the very latest
EM/ET	Inception	Draft Inception Package	18 <sup>th</sup> October 2016
RBB	Quality assurance of draft inception report	Submit draft inception report for external quality assessment as per WFP DEQAS	19 <sup>th</sup> October 2016 (The report will take up to 8 days to be returned)
ET	Inception	Incorporate comments of peer reviewers	4 <sup>th</sup> November 2016
RBB	Comment on inception report	Stakeholders review and comment on final inception report draft	By 11 <sup>th</sup> November 2016 <b>one week</b>
EM/ET	Finalize inception report	Final Inception Package	18 <sup>th</sup> November 2016 <b>one week</b>
CO/ET	Evaluation	Evaluation field mission	To start by 28 <sup>th</sup> November 2016 <b>at the very latest</b>
ET	Evaluation	Exit Debriefing Presentation	By 16 <sup>th</sup> December 2016. (will be dependent on time taken for field missions – assumed to be between 2 and 3 weeks depending on the country)
EM/ET	Reporting	Draft Evaluation Report	Between 16 <sup>th</sup> December 2016 and 20 <sup>th</sup> January 2017 (given holidays in between, the service provider will have 4-5 weeks to prepare the final draft evaluation report)
RBB	Quality assurance of final evaluation report	Submit final draft evaluation report for external quality assessment as per WFP DEQAS	20 <sup>th</sup> January 2017 (The report will take up to 8 working days to be returned)
EM/ET	Finalize evaluation report	Incorporate peer review recommendations and produce final draft of evaluation report for stakeholder review	30 <sup>th</sup> January 2017
RBB	Finalize evaluation report	Stakeholders review and comment on final inception report draft	13 <sup>th</sup> February 2017
EM/ET	Reporting	Final Evaluation Report	21 <sup>st</sup> February 2017
CO/RBB	Follow-up	Management Response	30 <sup>th</sup> March 2017 at the very latest
USDA	Follow-up	USDA Review of MTE	30 days following receipt of final MTE (due to be sent on or before 30 <sup>th</sup> March 2017)

## 6. Organization of the Evaluation

### 6.1. Evaluation Conduct

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

59. The independent evaluation consultants or consulting companies will conduct and report on the evaluation according to WFP standards:
- Evaluators must have personal and professional integrity.
  - Evaluators must respect the right of institutions and individuals to provide information in confidence and ensure that sensitive data cannot be traced to its source. Evaluators must take care that those involved in evaluations have a chance to examine the statements attributed to them.
  - Evaluators must be sensitive to beliefs, manners and customs of the social and cultural environments in which they work.
  - In light of the United Nations Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender inequality.
  - Evaluations sometimes uncover evidence of wrongdoing. Such cases must be reported discreetly to the appropriate investigative body. Also, the evaluators are not expected to evaluate the personal performance of individuals and must balance an evaluation of management functions with due consideration for this principle.
60. To ensure the independence of the studies and the evaluations the role of Evaluation Manager is distinguished from the role of the independent evaluation team. As a result, the Evaluation Manager cannot take the role of a Study and Evaluation Team member. The main functions and tasks expected from the Evaluation Manager, the independent Study and Evaluation Teams, the WFP COs, the OMB and the USDA FAD are described below.

## **6.2. Team composition and competencies**

61. The evaluation team will conduct the evaluation under the direction of the Evaluation Manager. The team will be hired by the company following agreement with OEV on its composition.
62. The evaluation team will comprise of a team leader and other team members as necessary to ensure a complementary mix of expertise in the technical areas covered by the evaluation. All will be independent consultants and may be national or a mix of international and national consultants. The team leader will have strong evaluation skills and experience as well as leadership skills. At least one team member should be familiar with WFP's FFE work and with the USDA monitoring and evaluation (M&E) policy. The team will be selected during a competitive bidding process in line with WFP's regulations.
63. The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas:
- Institutional capacity development (with a focus on handover process, cost-efficiency analysis, supply chain management, logistics)
  - School feeding, education, nutrition and food security
  - Agro-economics/rural development
  - Knowledge management
  - Gender and protection expertise / good knowledge of gender issues within the country/regional context as well as understanding of UN system-wide and WFP commitments on gender.
  - All team members should have strong analytical and communication skills, evaluation experience, and expertise or experience in the country or region.

- All team members should have strong skills in oral and written English. In addition, given the remoteness of some field sites and their limited accessibility, all team members should be in good physical condition.
64. The Team leader will have technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools and demonstrated experience in leading similar evaluations. She/he will also have leadership and communication skills, including a track record of excellent English writing and presentation skills.
65. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception report, exit debriefing presentation and evaluation report in line with EQAS; .
66. The team members will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
67. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s).

### 6.3. Security Considerations

68. Security clearance where required will be obtained through the Nepal Country Office.

As an ‘independent supplier’ of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel. Consultants hired independently are covered by the UN Department of Safety & Security (UNDSS) system for UN personnel, which cover WFP staff and consultants contracted directly by WFP.

- Independent consultants must obtain UNDSS security clearance for travelling to be obtained from designated duty station and complete the UN system’s Basic and Advance Security in the Field courses in advance, print out their certificates and take them with them.<sup>23</sup>
69. However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:
- The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
  - The team members observe applicable UN security rules and regulations – e.g. curfews etc.

## 7. Roles and Responsibilities of Stakeholders

70. The Nepal Country Office management will be responsible for:
- **Timely provision of comments and inputs on all deliverables.** WFP COs will appoint a focal point who will serve as the main contact person in the country office for the McGovern Dole evaluation. The focal point will review main quality assured deliverables and share these with the internal evaluation committee (see below), to solicit comments and inputs and to consolidate and return these to the service provider through the

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<sup>23</sup> Field Courses: Basic <https://dss.un.org/bsitf/>; Advanced <http://dss.un.org/asitf>

Regional Bureau. The CO Focal Point will facilitate CO participation in teleconferences, briefings and debriefings relating to all deliverables.

- An internal evaluation committee chaired by the Country Director(CD)/Deputy Country Director(DCD) will approve Terms of Reference, budget, evaluation team, inception and evaluation reports, which helps to maintain distance from influence by programme implementers.
- A wider Evaluation Reference Group **chaired by the CD/DCD** with representation from different stakeholder groups will be involved in review of draft ToR and inception and evaluation reports— safeguarding against undue influence and bias in reporting.
- **Acting as Key Informants and providing documentation on school meals programmes for baseline studies, and evaluations.** Relevant country office staff, as required, will be available to act as Key Informants and provide the documentation and data sets required for production of the midterm evaluation. The WFP CO MGD Focal Point will facilitate site visits and meetings for the evaluation mission.
- Organise security briefings for the evaluation team and provide any materials as required
- **Endorsing all deliverables (draft and final) before submitting these to the USDA FAD through the WFP Washington Office.** The WFP COs will pre-endorse all deliverables before transmitting these for final approval or comments to the USDA FAD through the WFP Washington Office.
- **Provide management response to evaluation findings and recommendations for follow-up action** and participate in debriefings and teleconferences to discuss study and evaluation findings.

**71. The WFP Washington Office will be responsible for:**

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

**72. The Regional Bureau for Asia and the Pacific (RBB).** The RB management will be responsible to:

- Field and manage selection of independent evaluation consultants, and contract agreement for these services.
- Comply with the evaluations policy’s provisions and safeguards of impartiality at all stages of evaluation process: planning, design, team selection, methodological rigor, data gathering, analysis, findings, conclusions and recommendations.
- Assign a Focal Point to support the evaluation.
- Brief evaluation team, provide technical oversight to the country office, and participate in all debriefings and teleconferences..
- Provide comments on the TORs, inception report and the evaluation report at the request of the Country Office.
- Coordinate the management response to the evaluation and track the implementation of the recommendations.

**73. USDA Food Assistance Division (FAD)**

- Provide inputs and comment on all draft mid-term and final evaluation draft ToRs.
- Participate in discussions of findings and recommendations that suggest changes in the project strategy, results frameworks and critical assumptions.

74. **Headquarters** Some HQ divisions might, as relevant, be asked to discuss WFP strategies, policies or systems in their area of responsibility and to comment on the evaluation TOR and report.
75. **The Office of Evaluation (OEV).** OEV will provide technical oversight as required to ensure quality assurance standards are maintained.

## **8. Communication and budget**

### **8.1. Communication**

76. To ensure a smooth and efficient process and enhance the learning from this evaluation, the evaluation team should place emphasis on transparent and open communication with key stakeholders. This will be achieved by ensuring a clear agreement on channels and frequency of communication with and between key stakeholders:
- The Evaluation Manager will submit all final deliverables to the WFP COs for pre-approval. Upon pre-approval of deliverables, the WFP COs will forward the deliverables to WFP's Washington Office with the Bangkok Regional Bureau in copy. WFP's Washington Office will transmit deliverables to the USDA FAD for comments and inputs. All communication with USDA will be transmitted via WFP's Washington Office including invitations to the FAD programme staff to participate in teleconferences to discuss CO management responses to evaluation findings and recommendations.
  - The service provider will deliver an evaluation report. USDA comments on final draft report will be taken into consideration by the evaluation team in addition to comments from external stakeholders in the evaluation reference group. The evaluation team will produce an excel file indicating all comments received and how these were addressed. Exit debriefings will follow all field visits. A final presentation on the overall findings will be delivered to the RBB and the CO.
  - A management response will be provided and the evaluation will be posted for the public.

### **8.2. Budget**

77. **Funding Source:** The evaluation will be funded by the WFP Nepal Country Office using the M&E budget allocation in the McGovern-Dole grant funds.
78. **Budget:** The service provider will outline their budget in a financial proposal to WFP as part of their response to the Request for Proposals (RfP). For the purpose of this evaluation the company will:
- Include budget for domestic travel and for all relevant in-country data collection
  - Hire and supervise any and all technical and administrative assistance required (including in-country).
  - Follow the agreed rates for decentralized evaluations as provided for in your Long Term Agreement (LTA) with WFP.
  - Not exceed a budget of USD 120,000 – this should include any foreseen primary data collection and analysis.

**Annexes**

**Annexes to the TOR are not reproduced here. They were:**

**Annex 1 – Other Donor Education Programs and other Donor Nutrition & Food Security Programs in the FY14-16MGD Program Area**

**Annex 2 – Map** [see Map 1 in the main text and Annex C]

**Annex 3 – Evaluation reference groups** [now included in Annex G]

**Annex 4 – Project Level Results Framework** [now included in Annex D]

**Annex 5 – Key characteristics of the operation** [see Annex D]

**Annex 6 – MGD 5 Year Evaluation Map**

## **Annex B Evaluation process**

1. Methodology development during the inception phase was linked to extensive work on the country context and on initial analysis of the portfolio. A briefing mission to the WFP Bangkok Regional Bureau took place from 10 to 12 October 2016 and included preliminary briefings with key RB staff, an introductory conference call with the CO and work on stakeholder analysis. This fed into the inception report, which was finalised on 6 December 2016. See Table 11 for a summary of the overall MTE process.

**Table 11 Evaluation process timetable**

	<b>Responsible</b>	<b>Dates</b>
<b>Preparation</b>		
Prepare technical and financial proposals	Mokoro	13 September
Tender process and contracting of evaluation team	EM/WFP	18-26 September
Initial briefing/phone conference between Mokoro and RBB	EM/WFP + TEM and AEM	28 September
<b>Phase 3 - Inception</b>		
Data/document assembly and preliminary review	ET	6-8 -Oct 2016
RBB inception briefing and Nepal, Laos and Bangladesh MTE workshop (Bangkok)	ET & TEM	10-12 October
Submit Draft IR to RBB (after Mokoro QS review)	Mokoro TL via TEM	18 October
Draft IR to WFP DEQAS for internal quality assessment	RBB	19 October
Circulate final IR to WFP key Stakeholders	RBB	7 November
Finalise and submit revised report	Mokoro TL via TEM	18 November
<b>Phase 4 - Evaluation phase, including fieldwork</b>		
Fieldwork preparation and desk review	ET	from w/c 14 November
Nepal field work. Exit debriefing with the CO and the wider stakeholder group.	ET	4-18 December
<b>Phase 5 - Reporting</b>		
Prepare draft Evaluation Report (ER)	ET	19 December – 15 January
Submit draft ER to RBB (after submission to Mokoro QS) for WFP DEQAS internal quality assurance (8 days)	Mokoro TL via TEM	16 Jan 2017
Last date for receipt of DEQAS comments	RBB	25 January 2017
Incorporate peer review comments and recommendations and produce final draft of ER for stakeholder review	TL and ET	26-30 January 2017
Submission of revised final ER	Mokoro TL via TEM	31 January 2017
Circulation for stakeholder comments	EM/WFP	1 February
Last date for receipt of stakeholder comments	RBB	13 February
Receive comments and prepare revised ER draft	ET	13 February
Submit finalised ER based on stakeholder comments	Mokoro TL via TEM	21 February
Management response to final ER	CO/RBB	30 March
<b>Phase 6 –Dissemination and review</b>		
USDA review of MTE and stakeholder meeting (CO and USDA FAD) on MTE findings and recommendations	USDA	30 days following receipt of final MTE

		<b>Responsible</b>	<b>Dates</b>
	Dissemination workshop of MTE findings across all three countries (with summary presentation) to RBB and COs	TEM and TL	April 2017
	Educational partners' forum to discuss adjustments to the second half of the programme based on the MTE findings (MoE, USDA)	CO	TBC

2. The main evaluation mission took place from 5 to 18 December 2016. The team comprised Stephen Turner (Team Leader), Anne Bossuyt, Yadab Chapagain and Irada Gautam, with desk-based support from Fran Girling (Research Analyst) and evaluation management from Stephen Lister and Rebecca Aikman.

3. The second week of the mission was spent outside Kathmandu in the MFWR. For this week the team split into two groups so as to visit a wider selection of schools and meet more stakeholders. As planned, Stephen Turner and Yadab Chapagain travelled to Bajhang district in the Far-Western Region and Anne Bossuyt and Irada Gautam visited Jajarkot district in the Mid-Western Region. See Table 12 for the fieldwork schedule. Table 13 lists people met. Table 14 and Table 15 give details of the FGDs conducted by the team. Table 16 shows attendance at the external debriefing at the end of the mission.

**Table 12 Fieldwork schedule**

<b>Dates</b>	<b>Team member</b>	<b>Activity</b>	<b>Locations/sites</b>
3-4 December	Whole team	Arrival and preliminary team meeting	Kathmandu
5 December	Whole team	WFP CO meetings: Security Briefing; Senior Management; Education support; M&E  Meeting with LEDPG Chair and Co-Chairs (European Union and Embassy of Finland)  Meeting with UNICEF (Education and WASH)	Kathmandu
6 December	Whole team	HoP and Nutrition Focal Person Ministry of Education and FFEP team National Planning Commission	Kathmandu
7 December	Whole team	WASH and Literacy IPs (IDS, CDM, OLE, WE) Donor meetings: USAID CHD WFP CO operational briefing	Kathmandu
8 December	Turner, Chapagain	Delayed due to fog; could not fly as scheduled to Dhangadhi.	Kathmandu
	Bossuyt, Gautam	Travel by air to Nepalgunj SO staff meeting and visit regional warehouse	Nepalgunj
9 December	Turner, Chapagain	Travel by road to Nepalgunj	Nepalgunj
	Bossuyt, Gautam	Jajarkot – FFEP team and cooperating partners, NGOs	Jajarkot district
10 December	Turner, Chapagain	Doti – Meeting with WFP SO staff	Nepalgunj to Doti
	Bossuyt, Gautam	Rimna Jajarkot, Ksheda, Chisapani, Dalli: school visits, meetings with cooperating partners and private sector transport company	Jajarkot district

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<b>Dates</b>	<b>Team member</b>	<b>Activity</b>	<b>Locations/sites</b>
11 December	Turner, Chapagain	Visit Shiv Bhawani PS, Deulekh VDC  Visit Bhumiraj PS, Sunkuda VDC  Visit Janachetana PS, Deura and Royal VDC	Bajhang district
	Bossuyt, Gautam	Dalli: Visit two schools and a primary health centre	Jajarkot district
12 December	Turner, Chapagain	Meeting with cooperating partners, district-level stakeholders and visit an EDP.	Chainpur, Bajhang district
	Bossuyt, Gautam	Meeting with VDC secretary, FfEP district staff, district Health and WASH, Education and Local Development Officers	Jajarkot district
13 December	Turner, Chapagain	School Jana Jyoti Lower Secondary School, Amital VDC, Dadeldhura district	Dadeldhura to Nepalgunj
	Bossuyt, Gautam	Travel to Nepalgunj	Jajarkot to Nepalgunj
14 December	Turner, Chapagain	Travel by road to Kathmandu	Nepalgunj to Kathmandu
	Bossuyt, Gautam	Travel by air to Kathmandu	Nepalgunj to Kathmandu
15 December	Whole team	DP meetings: UNESCO  NGO meetings: National Campaign for Education, AEPC, RTI, Save the Children  Donor meetings: JICA WFP CO meetings (Gender Focal Point, Education Specialist)	Kathmandu
16 December	Whole team	Government meetings; Ministry of Agricultural Development	Kathmandu
		Internal debriefing	
17 December	Departure Bossuyt		
	Turner, Chapagain, Bossuyt	Preparation for external debriefing	Kathmandu
18 December	Whole team Departure Turner	External debriefing	Kathmandu

**Table 13 List of people met**

<b>WFP CO</b>		
Bajracharya, Sajani	F	Database manager
Bradford, Pippa	F	Representative and Country Director
Caponera, Francesca	F	Deputy Country Director
Chhetri, Pinky	F	Pipeline and Resource Unit
Choudhury, Umesh	M	School Meal Programme
Gurung, Amrit	M	Nutrition Team, Nutrition focal person
Gurung, Mamta	F	Head of Education Support Programme and Policy Unit
Hada, Meena	F	National Programme Officer, Gender Focal Person
Hada, Minu	F	National Programme Officer
Karki, Sikha	F	M&E Programme Assistant
Khadka, Pravesh	M	Engineer
Khanal, Kanta	F	Monitoring and Evaluation Officer
Maegawa, Naoki	M	Head of Programme
Mahorjan, Nhukesh	M	
Palikhe, Shiwani	F	UNV Officer
Pokhrel, Rohit	M	Engineer
Sah, Manoj Kumar	M	School Meal Programme
Singh, Prem	M	CP coordinator
Thapa, Sika	F	M&E Programme Assistant
Thapa, Sridhar	M	VAM coordinator
Upreti, Majoj Kumar	M	National Logistics Officer
<b>WFP Sub Office, Doti</b>		
Bhatta, Binod Dev	M	Programme Assistant
Chand, Rabindra	M	Head of Sub Office
Karki, Rojina	F	Programme Assistant
Khadka, Yudhir	M	Engineer
Lama, Phunsok	M	Admin and Finance Officer
Upadhyaya, Shiksha	F	Programme Assistant
<b>WFP Sub Office, Nepalgunj</b>		
Bhandari, Chija	F	WFP Field office, District programme coordinator Office-In-Charge Sub Office Nepalgunj
Chaudhari, Hikmat	M	FFEP Store In charge, Jajarkot
Koirala, Sunit	M	WFP Nepalgunj, Logistic Unit Business Support Assistant (BSA)
Rasaili, Rajendra	M	Programme Focal Person, Sub Office Nepalgunj
<b>WFP RB and HQ</b>		
Guest, Peter	M	Senior Regional Programme Adviser
Hart, Sandra	F	Regional Pacific Food Security Cluster Coordinator (former RB School Feeding and Gender Focal Point)
Malick, Alanna	F	Partnership Officer, USA
Mbizule, Clare	F	Regional M&E Adviser
Peach, Nicola	F	Cash and Voucher Focal Point
Shin, Jennifer	F	School Feeding Focal Point
<b>Government of Nepal</b>		
Acharya, Uttam	M	Technical Coordinator Nutrition Technical Committee, Child Health Division (CHD), DHS (Department of Health Services)
Acharya, Uttam	M	Technical Coordinator, CHD, DHS
Ale, Dil Bahadur	M	Storekeeper, FEFP Bajhang
Aryal, Baikuntha Prasad	M	Joint Secretary, Chief of Planning Division, MOE (Ministry of Education)
Aryal, Rewat	M	Deputy Director, Food For Education Programme, MOE
Bhusal, Khem Nanda	M	Under Secretary and Focal Point for School Health and Sanitation, Department of Education
Chaudhari, Hikmat	M	FfEP Store In Charge, Jajarkot
Dhakal, Ganesh	M	Under Secretary, Monitoring and Evaluation Division, MOE
Dware, Bishnu Bahadur	M	Programme Director (Joint Secretary), FFEP

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Gautam, Janardan	M	Chief District Officer, Jajarkot
Jaishwal, Nisha	F	Technical Consultant AEPC (Alternative Energy Promotion Centre)
Jaishwal, Nisha	F	Technical Consultant, AEPC
Jaiswal, Chandani	F	Dental Surgeon, Jajarkot
Kalpana, KC	F	Programme Officer, FfEP
Karki, Yogendra Kumar	M	Joint Secretary, Chief of Planning Division, MOAD (Ministry of Agriculture Development)
Kharel, Prakash P.	M	Programme director, Education / Social Protection NPC
Kharel, Premraj	M	Under Secretary, Monitoring and Evaluation Division, MOE
Mahato, Mahesh	M	Division Engineer of Drinking Water Supply and Sanitation Office, Jajarkot
Mishra, Suresh	M	Section Officer, District Education Office, Bajhang
Poudel, Ananda	F	Under Secretary, MoE
Poudel, Phanindra	F	Programme Officer, NPC
Poudyal, Phadendra	M	Planning Officer, Education, NPC
Pradhan, Radhakrishna	M	Joint secretary , Social development division, NPC
Regmi, Ram Krishna	M	Senior Statistical Officer, MOAD
Regmi, Ram Krishna	M	Senior Statistics Officer, MOAD
Rimal, Dilliram	M	Joint Secretary, Monitoring and Evaluation Division, MOE
Roka, Yagya Bahadur	M	VDC Transporter, FfEP
Sah, Gita Kumari	F	Office Assistant FEFP, Bajhang
Shah, Krishna Jung	M	Medical Officer, Jajarkot
Shah, Dhirjunga	M	District health Officer, Jajarkot
Shah, Bivant	M	Medical Doctor for Primary Health Care Centre Dalli -1, Jajarkot
Shah, Pradarshani Kumari	F	Gender focal person, NPC
Sharma, Deepak	M	Under Secretary, MoE
Sharma, Harihar	M	Senior Public Health Officer, CHD (Child Health Division)
Sharma, Sangita	F	Monitoring Officer, FfEP
Sharma, Tikaram	M	Senior Agricultural Economist, Ministry of Agricultural Development (MOAD)
Shrestha, Shubha Laxmi	F	Senior Officer (technical), AEPC
Shrestha, Shubha Laxmi	F	Programme Manager, Biomass Energy, AEPC
Simkhada, Pramod	M	Local Development Officer, DDC Bajhang
Singh, Bhupendra	M	FEFP, Bajhang
Singh, Lalit Bikram	M	District education officer, Jajarkot
Singh, Narendra	M	VDC Secretary Dalli -1
Singh, Pourakh B.	M	Store Keeper FEFP Bajhang
Singh, Rabindra Man	M	FfEP In Charge, Jajarkot
Singh, Ramesh B.	M	Distributor FEFP Bajhang
Singh, Surya Bahadur	M	District Education Officer, Bajhang
Subedi, Pankaj	M	FEFP District Unit Chief, Bajhang
Ulak, Durga Das	M	Public Health Officer, CHD, DHS
<b>Implementing Partner, NGO and Project Personnel</b>		
Bastola, Prakash	M	Programme Director, CDM
Bhandari, Hikmat	M	Programme Officer WE, Bajhang
Bista, Pramod Kumar	M	WE
Budha, Shanta Bahadur	M	IDS Nepal Wash Officer
Deswat, Nishra	F	Sub-Component, AEPC
Gaire, Ram	M	Programme Manager, NCE
Graybill, Edward	M	Chief of Party, EGRP
Jay Bahadur Dhama	M	EGR Motivator SDS Bajhang
Joshi, Ramananda	M	District Wash Officer IDS Bajhang
Kafle, Narayan Prasad	M	Education specialist, Save the Children
Karmacharya, Rabi	M	Executive Director, OLE Nepal
Khadka, Kabindra	M	SDS, Bajhang
Khatri, Sunita	F	Social mobiliser, WASH IDS
Koirala, Prakash	M	Executive Director, IDS

Laxmi Karki	F	Motivator Bajhang IDS Nepal
Laxmi, Shubha	F	Programme Manager, Biomass Energy, AEPC
Manjok Sunarem	M	Save the Children, District Programme Coordinator
Regmi, Krishna Raj	M	Chair, Saipal Development Society (SDS), Bajhang
Saud, Dambar Bahadur	M	FFEP Dadeldhura
Shah, Rabindra	M	Chairperson, Pachatara Yuva club
Shah, Ram Jung	M	Executive director Pachatara Yuva club
Sharma, Sangita	F	Monitoring Officer, FFEP
Sherpa, Helen	F	Country Director, WEI
Shrestha, Babita	F	Programme Coordinator, WE
Singh, Chandra Bahadur	M	Reading motivator for EGR, Pachatara Yuva Samrachan forum ( PYSF )
Singh, Rabindra	M	Patari Chairperson (IDS local partner)
Suman, Sarbajit	M	Programme coordinator , Pachatara Yuva club, WE Partner
Sunar, Manoj	M	District programme coordinator, Save the Children
<b>Development Partner Organisations</b>		
Acharya, Homnath	M	WASH Section, UNICEF
Awasthi, Agat	M	Programme Coordinator, Education Unit, UNESCO Office in Kathmandu
Fisher, Wendy	F	Attaché Education Advisor, Delegation of the European Union to Nepal
Fleischer, Siena	F	Education Officer, Office of Health and Education, USAID Nepal
Hoar, Marilyn	F	Chief, Education Section, UNICEF
Kafle, Narayan P	M	Save the Children Nepal Country Office
Kujala-Garcia, Marianne	F	Counsellor (Development), Embassy of Finland
Kwok, Jannie	F	Deputy Director for Education and Family Planning, Office of Health and Education, USAID Nepal
Lamsal, Krishna Prasad	M	Japan International Cooperation Agency (JICA) Nepal Office
Okugawa, Yukiko	M	Department of Education, MOE, JICA
Sah, Nepali	M	Education Specialist, UNICEF
Sharma, Bhupendra	M	Nutrition, Suhara (USAID project )
Shiwakoti, Bishnu	M	Administration, KISAN (USAID project )

**Table 14 Focus group discussions, Jajarkot**

Date	Place	Type of meeting	Number of FGD participants	
			Female	Male
10 December	Tribhuwan Primary School Khagenkot-1, Dalli	School (community meeting but at school)	15	9
11 December	Tribhuwan Primary School Khagenkot-1, Dalli	School with children	12	7
		With teachers	5	3
	Shree Swarswoti Primary School. Khagenkot - 2, Dalli	With community and parents	12	3
		With teachers	3	2
		Children	1	1
<b>Total:</b>			<b>48</b>	<b>25</b>

**Table 15 Focus group discussions, Bajhang and Dadeldhura**

Date	Place	Type of meeting	Number of FGD participants	
			Women	Men
11 December	Deulekh, Bajhang	Shiva Bhavani PS Teachers, Parents, and Management Committees	11	15
		FMC Members FGD	6	0
	Suwakot, Bajhang	Bhumiraj PS Teachers, Parents, and Management Committees	20	25
		FMC FGD	7	0
		FGD Parents	6	10
13 December	Alital, Dadeldhura	Janajyoti Lower Secondary School	8	14
		FGD FMC&SMC	4	8
<b>Total:</b>			<b>62</b>	<b>72</b>

4. During visits to schools in Bajhang and Dadeldhura (Table 15), the ET also held group discussions with girl and boy pupils.

**Table 16 External debriefing, Kathmandu, 18 December**

Name	Agency	Designation	Contact No	Email
Tikaram Sharma (m)	Ministry of Agri Dev	Sr Agri Economist	9841215339	<a href="mailto:sharmatika@yahoo.com">sharmatika@yahoo.com</a>
Dr Dilliram Rimal (m)	Ministry of Edu (MOE)	Joint Secretary	9851122875	
Bishnu Bahadur Dware (m)	FFEP	Programme Director	9851162411	<a href="mailto:dwarebd@gmail.com">dwarebd@gmail.com</a>
Deepak Sharma (m)	MOE	Under Secretary	9841302406	<a href="mailto:swdeepak@gmail.com">swdeepak@gmail.com</a>
Sangita Sharma (f)	FFEP	Monitoring Officer	9841602977	<a href="mailto:sharmasangu@gmail.com">sharmasangu@gmail.com</a>
Mamta Gurung (f)	WFP	Programme Officer	9801104689	<a href="mailto:Mamta-gurung@wfp.org">Mamta-gurung@wfp.org</a>
Prakash Koirala (m)	IDS-Nepal	Executive Director	9851192114	<a href="mailto:idsnepal@wlink.com">idsnepal@wlink.com</a>
Babita Shrestha (f)	WEI	Programme Coordinator	9849984321	
Helen Sherpa (f)	WEI	Country Director	9851055758	
Dr Ananda Poudel (f)	MOE	Under Secretary	9851192217	
Prakash Bastola (m)	CDM Nepal	Programme Director	9851117392	<a href="mailto:prakashbastola@gmail.com">prakashbastola@gmail.com</a>
Khem Nanda Bhusal (m)	Department of Education	Deputy Director	9845048692	<a href="mailto:Khembhusal922@gmail.com">Khembhusal922@gmail.com</a>
Phanindra Poudel (m)	National Planning Commission	Programme Officer	9841403966	<a href="mailto:pppoudel@npc.gov.np">pppoudel@npc.gov.np</a>
Durga Das Ulak (m)	Ministry of Health	Public Health Officer	9841495888	<a href="mailto:durgadulak@gmail.com">durgadulak@gmail.com</a>
Rabi Karmacharya (m)	OLE Nepal	Exec Director	015544441	<a href="mailto:rabi@olenepal.com">rabi@olenepal.com</a>

Name	Agency	Designation	Contact No	Email
Manoj Kumar Sah (m)	WFP	Programme Associate	9841373748	<a href="mailto:Manoj.sah@wfp.org">Manoj.sah@wfp.org</a>
Shikha Thapa (f)	WFP	Programme Assistant		
Kanta Khanal (f)	WFP	Programme Officer		
Stephen Turner	ET	Team Leader		
Irada Gautam	ET	Consultant		
Yadab Chapagain	ET	Consultant		

5. An Internal Evaluation Committee and an Evaluation Reference Group (WFP only and WFP with other stakeholders, respectively) were formed for the evaluation. Their membership is shown in Table 17 and Table 18 below. Their roles are in line with the guidance provided in the respective DEQAS Technical Notes (WFP, 2016g, WFP, 2016e).

6. The IEC “is a temporary committee to facilitate meeting the impartiality provisions of the Evaluation Policy, ensuring due process in evaluation management... [It] oversees the evaluation process, by making decisions, giving advice to the evaluation manager and clearing evaluation products submitted to the Chair for approval” (WFP, 2016g: 1).

**Table 17 Members, Internal Evaluation Committee**

Name	Organization and Designation	Position on IEC
Pippa Bradford	WFP, CD	Chair
Denise Brennan	WFP MGD MTE Evaluation Manager	Member
Naoki Maegawa	WFP, Head of Programme	Member
Mamta Gurung	WFP, Head of Intervention	Member
Kurt Burja	WFP, Head of VAM	Member
Kanta Khanal	WFP, M&E Officer and focal point for the evaluation	Member

7. The Evaluation Reference Group (ERG) “is a group of key stakeholders to the evaluation who review and provide feedback on specific outputs. The ERG members act as experts in an advisory capacity, without management responsibilities” (WFP, 2016g). In addition this group supports “the relevance, independence and impartiality of the evaluation” (WFP, 2016e: 1).

**Table 18 Members, Evaluation Reference Group**

Name	Organization and Designation	Position on ERG
Pippa Bradford	WFP, CD	Chair
Kurt Burja	WFP, Head of VAM	Member
Kanta Khanal	WFP M&E Officer and focal point for the evaluation	Member
Clare Mbizule	WFP, Regional M&E Advisor	Member
Jagdish Panta	WFP, Field Office Representative	Member
Dr. Ananda Poudel	Under Secretary, Chief of M&E, MOE	Member
Dr. Kamleshwar Sinha	Deputy Secretary General, Nepal National Commission for UNESCO	Member

8. The M&E Section of the CO worked hard and efficiently to support the planning and implementation of the MTE. Although complex and challenging, the mission programme was developed competently and with great patience for the

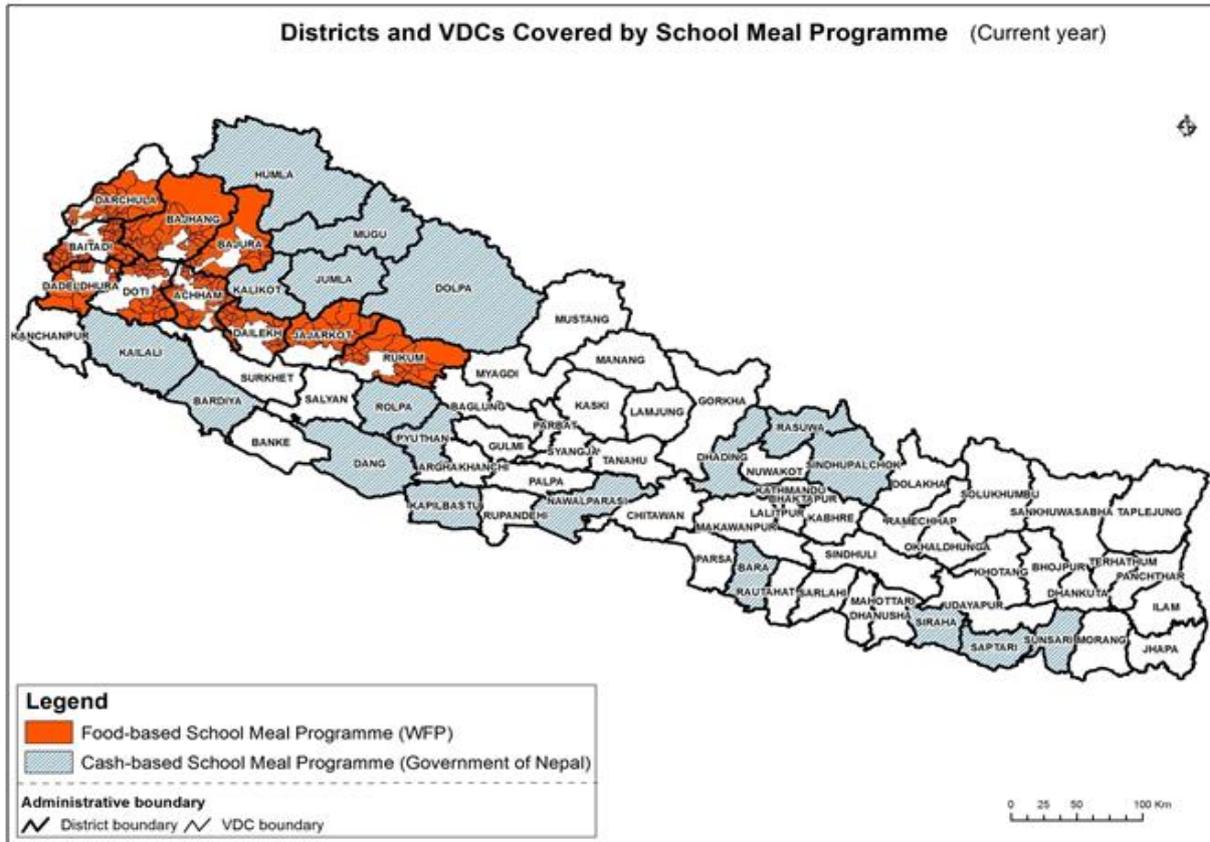
many inevitable changes. Informants in Kathmandu and the field were cooperative and supportive. The mission was able to collect more information and ideas than would have been possible without the strong and greatly appreciated support of all these participants.

## Annex C Maps

The following maps are included in the main text:

- Map 1 – Location of school feeding activities (page 2)
- Map 2 – Country Programme interventions and WFP offices (page 6).

### Map 3 Nepal school meals programme coverage



Source: USA June 2016 mission PowerPoint.

## Annex D The MGD operation in Nepal

### Introduction

1. This annex provides basic information about the McGovern-Dole-supported School Feeding Programme (FFE-367-2014/050-00) in Nepal from 2014 to 2017. It includes summaries of the programme's original design (with the original results framework appearing at the end of this Annex), of its implementation, and of its monitoring prior to this MTE.

### Design

#### Context and scope

2. WFP introduced an SFP in Nepal in 1974. In 1996 the programme was mainstreamed into the MoE's NSFP, through the government's Food for Education Project (FfEP) which provides school meals to 29 of Nepal's 75 districts. The NSFP is cash-based in 19 of these districts with the WFP-supported SFP providing assistance in kind to the remaining ten districts (Map 3 gives an overview of school meals coverage in Nepal). This system involves the delivery of commodities that are stored, prepared and distributed on site. Combined, the Government and WFP SFP programmes reach around 11 percent of current primary school-enrolled children in Nepal (nearly 500,000) (Kimetrica, 2016: 6).

3. Under the MGD International Food For Education (FFE) and Child Nutrition Programme, the USDA provided WFP Nepal's SFP with a grant of US\$26,958,500 for the fiscal years 2014-16 to cover activities until 2017. USDA is the largest donor to WFP Nepal's school feeding activities and the MGD grant under review builds on the Financial Year (FY) 11-13 MGD Nepal programme (US\$17.2m) (WFP, nd (b)). USDA signed the McGovern-Dole commitment letter on September 26, 2014 and project implementation began in January 2015.

4. The WFP-supported SFP currently covers 2,445 schools, providing school meals in the April – September 2016 reporting period to 253,936 children (132,513 girls and 121,423 boys; see Table 29). The MGD grant was designed to support WFP in providing school meals for 200 days per year to 190,000 school-age children (pre-primary and primary) in 1,800 schools per year alongside complementary early grade reading assistance, digital learning, and WASH interventions. The programme is geographically focused on seven districts in the Far-Western Development Region and three districts in the Mid-Western Development Region.<sup>24</sup> It has three complementary components.

- a) The school feeding component of the MGD programme is implemented in coordination with the FfEP and the District Education Office. A mid-day meal, known as *diva-khaja*, is provided, consisting of a 110g portion of haluwa, a hot fortified porridge made up of 90g CSB+, 10g sugar and 10g vegetable oil.
- b) In addition, a range of supplementary non-food interventions are implemented by WFP's cooperating partners, which aim to reduce health-related absences, promote literacy and raise community and parent awareness of good health and hygiene practices and the importance of education.

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<sup>24</sup> The ten districts are Doti, Dadeldhura, Bajhang, Baitadi, Achham, Bajura, Darchula, Dailekh, Rukum and Jajarkot. (Map 1 also shows the two Government of Nepal pilot districts.)

- c) It also includes activities to build the capacity of the Government to implement and innovate the NSFP through the development of a national school feeding strategy, which will incorporate a plan for progressive national ownership of the WFP SFP as well as support potential public and private sector partnerships to support the NSFP and SSDP educational objectives.

5. WFP and the Government (Government of Nepal & WFP, 2016) are also implementing two pilot studies funded by the MGD grant. One is a study into the efficiency and effectiveness of various school meals modalities, and another on nutrition-sensitive literacy materials that aims to develop an “Integrated Literacy Approach” to education that links literacy skills with nutrition and health education (Government of Nepal, 2016d). These pilot studies are aimed to feed into the wider goal of establishing a sustainable, national owned school meals programme.

### **Objectives and activities**

6. As set out in the MGD grant proposal, the MGD SFP specifically aims to:

- provide 190,000 school-age children in 1,800 schools with literacy, health, and dietary interventions for each year of the proposed programme (FY 14-16);
- provide school meals to 190,000 school-age children in 1,800 schools for the first two years and school meals to 160,000 school-age children in 1,600 schools in the third year of the proposed program;
- build on ongoing activities aimed at strengthening the Government’s financial and institutional capacity to effectively manage and sustain its national school feeding programme (NSFP); and
- include a plan to graduate two districts to the Government’s NSFP at the end of the FY 14-16 MGD programme and prepare an additional two districts for graduation in FY 2017 (WFP, nd (a)).

7. The objectives of the MGD-supported SFP are aligned to MGD Strategic Objectives (SOs) 1 and 2. The Budget Revision (BR) updated the SFP’s alignment with SO4 under WFP’s Corporate Strategic Results Framework 2014-2017 (WFP, 2013b: 2). The objectives and corresponding activities are summarised in Table 19 and detailed fully in the MGD results framework at the end of this annex.

8. WFP works in partnership with the Government to implement the school feeding element of the MGD school feeding programme. The key counterpart ministry is the MoE. The non-food activities that contribute to literacy, water, sanitation and hygiene (WASH), health and dietary objectives are implemented by WFP’s cooperating partners. A detailed list of activities planned under the MGD school feeding programme is reproduced below in Table 19 along with the planned cooperating partners for each activity. In WFP’s proposal to USDA GIZ was planned as a partner for school infrastructure work, but GIZ then withdrew from that sector and alternative partners were identified.

**Table 19 MGD planned school feeding activities**

Activity	What/who	Partner
Distribution: School Supplies and Materials	Laptops, digital and printed materials	MoE, OLE Nepal, WE Nepal
Establish Libraries	E-libraries (digital libraries) for use with laptops.	MoE, OLE Nepal, WE Nepal
Training: Teachers	Instruction on the on the use of printed and digital instructional materials	MoE and OLE Nepal, WE Nepal
Training: School Administrators	Instruction on the on the use of printed and digital instructional materials	MoE, OLE Nepal, WE Nepal
Provide School Meals	Mid-day haluwa	MOE
Training: Good Health and Nutrition Practices	Teacher and parent training (food safety, nutrition awareness including of locally available nutritious foods, child health, WASH)	MoE, UNICEF, NRCS, NCE Nepal, CDM, IDS
Training: Food Preparation and Storage Practices	Cook training (food safety)	MoE, UNICEF, NRCS
Training: Commodity Management	Government storekeepers	MoE
Building/Rehabilitation: Kitchens	Local labourers are largely disadvantaged parents of school-age children who receive five kg of rice per day for their work.	MoE, GIZ
Provide Energy -Saving Stoves	School kitchen improvement	MoE, Government of Nepal's AEPC
Building/Rehabilitation: Latrines	Local labourers are largely disadvantaged parents of school-age children who receive five kg of rice per day for their work.	MoE, GIZ, District WASH committees, UNICEF, NRCS and NCE Nepal
Building/Rehabilitation: Wells and Water Stations/Systems	Along with complementary WASH activities	MoE, District WASH committees, UNICEF, NRCS
Building/Rehabilitation: Schools	Local labourers are largely disadvantaged parents of school-age children who receive five kg of rice per day for their work.	MoE, GIZ
Distribution: School Furniture and Equipment		MoE
Enrolment Campaigns	Support to MoE's national "Welcome to Schools" annual campaign	MoE, WE Nepal, NCE Nepal, UNICEF
Raising Awareness on the Importance of Education	Awareness campaigns, theatre events and food fairs, reading circles	MoE, WE Nepal, NCE Nepal
Pilot Distribution of Lunch Boxes	With complementary parent training on nutrition and the use of local foods	MoE and other donors
Capacity Building: Local, Regional, National Level	eSPR training, MoE regional SFP lesson-learning trips, NSFP implementation guidelines, support to menus and annual funding strategies	MoE

Source: WFP, nd (a).

## Planned outputs and outcomes

9. Table 20 and Table 21 below show the planned beneficiaries and food requirements for the MGD school meals component at design stage. Equal numbers of male and female beneficiaries were planned.

**Table 20 Planned beneficiaries for the MGD programme**

	Male	Female	Total
2015	95,000	95,000	190,000
2016	135,000	135,000	270,000
2017	135,000	135,000	270,000

Source: TOR

**Table 21 Planned food requirements for the MGD programme**

	Planned food requirements (mt)
Rice	390
Vegetable Oil	1,080
CSB+	10,500

Source: TOR

## Monitoring and Evaluation

### *Past reviews and evaluations*

10. Table 22 below lists previous studies and evaluations relevant to the MGD school feeding programme in Nepal.

**Table 22 Overview of previous studies and evaluations**

Evaluation	Summary
Baseline Survey Report: USDA MGD FFE Nepal country programme. Kimetrica, 2016.	<p>The objective of the baseline survey of the Nepal SFP was to collect baseline data on all of the approved key performance indicators in the Programme Monitoring Plan. The baseline survey collected data on education, food security, nutrition and other indicators at the individual, household and school levels. It also collected data on a range of other variables including school infrastructure, school location, teacher attendance, etc. that could potentially affect or explain programme outcomes. Data were collected from 112 schools in six districts (out of 10 operational districts).</p> <p>Key findings:</p> <ul style="list-style-type: none"> <li>• Regular teacher attendance an area of concern.</li> <li>• Particularly low indicators are diet diversity scores, the literacy skills of students, regular student attendance and attentiveness, as well as a lack of teacher training and a low pass rate by cooks on the food preparation and storage test. In terms of infrastructure, less than half of the schools had separate toilets for boys and girls.</li> <li>• There were marked different in scores across regions between indicators. Attendance is seen to be affected by seasonality.</li> </ul> <p>Recommendations:</p> <ol style="list-style-type: none"> <li>1. Revise down final target for SO 1: Improved literacy of school-aged children to be more realistic given the low baseline status.</li> <li>2. Define the final target for SO 2: Increased use of health and dietary</li> </ol>

Evaluation	Summary
	<p>practices, currently undefined.</p> <ol style="list-style-type: none"> <li>3. Address teacher absenteeism</li> <li>4. Invest in school infrastructure</li> <li>5. Scale up training for cooks on safe food preparation and storage techniques</li> <li>6. Ensure proper record keeping at the school level</li> <li>7. For the next survey round, recommend that the evaluation team collect detailed qualitative data using FGDs and stakeholder interviews in order to supplement the findings from the quantitative survey.</li> </ol>
<p>Nepal: An Evaluation of WFP's Portfolio. Tango, 2010. in Synthesis of School Feeding evaluations, vol. 2- 16. Evaluation of WFP School Feeding Policy, Mokoro, 2011.</p>	<p>The CPE looked at the school feeding component of the portfolio over 2002-2009. The CP included a school meals programmes supported partially through the Global Food for Education Initiative. A later Girls Incentive Programme encouraged attendance through the distribution of a monthly Take Home Ration (THR) of cooking oil. The stated objective was to increase access to education, and improve the nutritional status of targeted women and children.</p> <p><b>Key SF findings:</b></p> <ul style="list-style-type: none"> <li>• Successful increase in attendance and enrolment of boys and girls and THR led to growth in girls' enrolment in educationally disadvantaged communities.</li> <li>• Area of concern is the quality of education due to overcrowded classrooms</li> </ul> <p><b>Key SF recommendations:</b></p> <ol style="list-style-type: none"> <li>1. Re-introduce local level procurement of traditional staples combined with adoption of the Purchase for Progress (P4P) approach, and pilot a home-grown school feeding in suitable areas.</li> <li>2. SF activities need to be combined with other education improvement activities being implemented by the government, UNICEF and NGOs to ensure that the quality of education does not deteriorate with increased enrolment and retention. WFP should play a more active role in integrating its activities within the Education for All Framework and the School Sector Reform plan, such as linking FFA/FFW with the development of school infrastructure and water and sanitation.</li> <li>3. Strengthen M&amp;E of programme activities to more accurately measure impact.</li> </ol>
<p>Joint Evaluation of Renewed Efforts Against Child Hunger and Under-Nutrition (REACH) 2011-2015: Nepal country case study summary report</p>	<p>REACH established the National Nutrition and Food Security Secretariat (NNFSS) under the National Planning Commission (NPC) in 2012 with the role of supporting the High Level Nutrition and Food Security Steering Committee (HLNFSSC), an inter-ministerial, policy-making body. REACH Nepal's work has focused mainly on nutrition governance rather than intra-UN coordination. A key finding was that REACH has contributed to government ownership and leadership through the NNFSS and there is overall convergence between national priorities and those of REACH.</p>
<p>Evaluation of Finland's Development Cooperation Country Strategies and</p>	<p>The evaluation of Finland's Country Strategy for Nepal 2013–2015 was part of an overall evaluation of Finland's Country Strategy Modality. Finland's country strategy is arranged around four focal sectors: education,</p>

Evaluation	Summary
Country Strategy Modality: Nepal Country Report, Mokoro, 2016.	environment, water and sanitation and forestry. Finland support to education is mainly through the SWAp supporting the SSRP as well as a technical education and vocational training project.
WFP Evaluation of the Impact of Food for Assets on Livelihood Resilience in Nepal. IOD PARC, 2013.	The evaluation looked at FFA components in the CP 2002-2007 and the PRRO 2007-2010 and was one in a series on the impact of FFA. Both programmes provided food rations to vulnerable families during the lean season in highly food0insecure areas. Activities included road construction in the CP and, in the PRRO, essential infrastructure on post-conflict communities, including schools. The evaluation found that asset construction of community infrastructure made a significant contribution to enhancing economic and social capital during and after the conflict, though FFA activities were less successful in reducing chronic structural food insecurity in the long-term.
WFP Nepal Country Programme 2013-2017 Operation Evaluation. Konterra Group, 2016.	The ET has not yet been given the report of this evaluation.

*M&E planned for this operation*

11. The Evaluation Plan (EP, WFP, nd (c)) for the WFP Nepal MGD programme is designed to assess the effects of both the school meals component and the literacy, health and dietary interventions of the programme, as well as the Government's financial and institutional capacity to manage the NSFP in an effective and sustainable manner. The proposed M&E budget for the 2014-2016 MGD programme is US\$921,000.

12. The EP is composed of a baseline, mid-term and final evaluation. The baseline results were to be used to establish the performance indicator targets and would be further complemented by data collected through WFP and MoE's regular monitoring mechanisms. This mid-term evaluation is designed to provide an evidence-based, independent assessment of the program's performance and associated interventions to allow WFP-Nepal and its programme partners to adjust course in a flexible and efficient manner throughout the programme period. The final evaluation of the programme is planned for the last year of USDA's support and will include a follow-up to the baseline survey. Built into the plan are mechanisms for dissemination of evaluation findings, and both the mid-term and final evaluations were planned to culminate with an educational partners' forum hosted by WFP Nepal and in coordination with MoE and USDA, in order to discuss how lessons learnt from this programme can inform future interventions and strategies in Nepal.

13. Four special cases are also identified in the EP for assessment; the impact of the lunch box distribution on health and dietary practices; the long-term effects and sustainability of the take-home ration intervention, the Girls' Incentive Programme; the capacity of the Government to manage and sustain the NSFP; and a special study on the evidence for expanding cooperation with OLE Nepal and WE Nepal, and the impact of these digital and print literacy interventions on the programme beneficiaries.

*The baseline study and follow-up*

14. The baseline study (Kimetrica, 2016)<sup>25</sup> was initially planned to take place before the end of 2014, but was conducted in June 2015. The survey was undertaken by a contracted consulting firm. Data were collected on education, food security, nutrition and other indicators at the individual, household and school levels. It also collected data on a range of other variables such as school infrastructure, school location and teacher attendance that could potentially affect or explain programme outcomes. Data were collected from 112 schools in six districts (out of ten operational districts).

15. According to CO informants, the baseline process was difficult. Like this MTE, it was an integrated exercise across three countries, which proved challenging in practice due to differences in operational and socio-economic conditions. The Nepal inception mission for the baseline survey began one day after the April 2015 earthquake, which not surprisingly complicated matters. CO informants report weaknesses in sampling, survey instruments, staffing and literacy testing expertise, with results in the latter area also questioned by other informants.

**Table 23      Status of baseline survey recommendations**

<b>Recommendation</b>	<b>Status</b>
1. Revise final target for Strategic Objective 1: Improved literacy of school-aged children, measured as: Percentage of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade-level text. Considering a very low baseline status (0.5 percent), the 30 percent final target of the outcome indicator for SO1 appears to be highly ambitious and is unlikely to be achievable with the existing project activities and resources. We recommend that WFP approach USDA to revise the final target downward. We also suggest that WFP raise this issue with the Ministry of Education and look for a strategic partnerships by which to improve the literacy status of early grade students through interventions beyond the SFP scope, such as increasing and improving teacher training and expanding EGRA (or similar intervention) coverage in program areas.	Target revised to 20 percent in 2016.
2. Agree on final target for Strategic Objective 2: Increased use of health and dietary practices, measured as Average Dietary Diversity Score of school aged children. This indicator was updated during the design stage and, as such, does not have a target defined. We recommend that WFP Nepal approach USDA to agree on a reasonable final target.	WFP six-monthly progress reports do not show a revised target: see Table 31, Annex D.
3. Address teacher absenteeism: With less than half of the teachers attending regularly (90 percent of school days), teacher absenteeism needs to be reduced in order to increase student attendance and literacy. We recommend that WFP raise this issue at the senior MoE level.	While this issue may have been raised by WFP, the MTE has seen no written evidence of any such discussion.
4. Invest in school infrastructure: More resources should be channelled toward improving school facilities. In particular, investment in the repair and construction of kitchens and in setting up libraries and e-libraries with sufficient reading materials should be prioritized.	Not implemented by this operation, which has only budgeted to build/rehabilitate school infrastructure at 60 schools and is running behind schedule with this activity.

<sup>25</sup> Given the date of the fieldwork, the ‘January 02, 2015’ date on the cover of the Kimetrica report is obviously an error.

<b>Recommendation</b>	<b>Status</b>
5. Scale up training for cooks on safe food preparation and storage techniques. With only 20 percent of the cooks passing the food preparation and storage test (80% threshold) it is recommended to increase the coverage and effectiveness of these trainings.	According to WFP progress reports, the total number of cooks trained to September 2016 was 84 percent of the total target for the operation. Scaling up of cooks' training does not appear to have been achieved.
6. Ensure proper record keeping at the school level: School level record keeping, especially tracking of food distribution, utilization, and stock management must improve in order to allow for monitoring, evaluation, and impact attribution. Current data availability is not sufficient enough to be used for rigorous impact analysis without resulting in misleading interpretations. However, the GoN and WFP have recently put a system in place for schools to maintain a proper record keeping system. If implemented properly, the available tools can capture the food utilization information required for evaluation and regular monitoring of the program. WFP should continue to work with the FFEP, MoE, DoE, and other necessary stakeholders to ensure that every school can maintain proper records.	While there has been some progress in improving school record keeping, much remains to be done. According to informants, there are still many weaknesses in the data chain from school record keeping to WFP and GoN monitoring and reporting systems.
7. Mid-term evaluation: For the next survey round, we recommend that the evaluation team collect detailed qualitative data using Focus Group Discussions (FGDs) and stakeholder interviews in order to supplement the findings from the quantitative survey (i.e. the low literacy rates). Qualitative information can provide additional context and enable the evaluators to understand and dissect the factors that underpin the differences between many of the WFP SFP indicators. All mid-term data collection should be scheduled to be completed before May 2016, when the schools close for holidays and monsoons.	It was agreed at the inception stage that the MTE would not carry out a quantitative field survey in any way analogous to that of the baseline study. The MTE did carry out the recommended qualitative data collection.

Source: Kimetrica, 2016: 27-28.

#### *Other available M&E sources*

16. **The Country Programme.** The CP SPRs do not disaggregate between MGD-funded activities (and beneficiaries) and activities which are not funded through the MGD grant. However, as the MGD grant funds 92 percent of all WFP's school feeding activities in Nepal, it is expected that the monitoring and reporting on the education component of the CP will be of interest. Table 24 shows a summary of SPR data relevant to the education component.

17. Furthermore the objectives of the MGD programme as set out in the MGD results framework are well aligned with activities outlined in the CP programming documents. For example, the BR signalled a scale-up of partnerships with NGOs to deliver literacy and hygiene objectives, in line with the MGD school feeding programme's non-food activities:

*The Country Programme will focus more and more on improving literacy and knowledge. It strongly advocates and supports education campaigns in line with government plans, while also advocating to instil health, hygiene and nutrition values in teachers and students, and building infrastructure in and around schools to support school feeding (WFP, nd (a)).*

18. The BR also increased the number of planned beneficiaries under the education component by 5,000 to include a productive safety net activity that targets the disadvantaged parents of school-age children, building school kitchens. Sustainability is highlighted as an important element of both the MGD and WFP school feeding programme with the aim of graduating two MFWR districts<sup>26</sup> to the Government by the end of FY 2016, with plans for further handover in FY 2017.

**Table 24 Summary of WFP assistance under the CP education component**

	2014				2015			
	Planned		Actual		Planned		Actual	
	M	F	M	F	M	F	M	F
Children receiving school meals	166,500	166,500	84,169	96,114	166,500	166,500	81,714	92,503
	333,000		180,283		333,000		174,217	
Participants in Food For Assets	-	-	-	-	2,500	2,500	0	0
	-		-		5,000		0	
Total number of beneficiaries	179,000	179,000	84,169	96,114	169,000	169,000	81,714	92,503
	358,000		180,283		338,000		174,217	
Commodity distribution (mt)	7,326		3,952		7,451		2,838	

Source: CP SPRs. Note that in 2014 planned FFA projects to construct 75 school kitchens did not begin as planned due to late arrival of the rice consignment to Nepal.

19. **Food for Education Project monitoring.** Under the operational agreement with the WFP, the Government is responsible for regular monitoring and evaluation of the school feeding programme including reporting on the utilisation of food commodities, and the number of beneficiaries (Government of Nepal & WFP, 2015:12-13). The Government submits monthly monitoring reports to WFP of its FfEP project as well as four-monthly progress reports that include a break-down of commodities received and distributed by district as well as a stocktake of warehouse supplies. The reports include gender disaggregated monitoring of school enrolment, and pupil attendance over the period as well as the total number of feeding days. Table 28 below gives a summary of these reports.

20. WFP's IPs for the non-food component of the MGD school feeding programme provide monitoring data to WFP on a quarterly basis, often using a standardized template. The table below provides an overview of the data available.

<sup>26</sup> Dadeldhura and Baitadi

**Table 25 Overview of monitoring data available**

Partner	Project /activity	Frequency of monitoring / what is available	What is recorded
Centre for Development and Disaster Management (CDM)	<p>Project: ‘Improving knowledge, attitudes and practices for WASH under the SMP’</p> <p>Scope: 640 schools in 4 MFWR districts</p> <p>Main activities: WASH awareness through Education and Communication (IEC) materials, public service announcements, children’s clubs. WASH trainings and orientations for teachers, students. District-level policy dialogue. Handwashing activities.</p>	<p>2 quarterly reports</p> <p>March – June 2016</p> <p>July – September 2016</p>	<p>Narrative summary of activities and achievements.</p> <p>eSPR indicators under headings of WASH awareness, child clubs &amp; WASH trainings/Orientations</p> <p>Budget detail.</p> <p>Case profile.</p>
Integrated Development Society (IDS) Nepal	<p>Project: ‘Improving knowledge, attitudes and practices for WASH under the SMP’</p> <p>Scope: 6 MFWR districts</p> <p>Main activities: WASH awareness events, children’s clubs, WASH trainings and orientations, construction of waste disposal pits.</p>	<p>2 quarterly reports</p> <p>No date given and September 2016.</p>	<p>Narrative summary and data available as graphs per district.</p> <p>Case profile and photographs.</p> <p>Budget detail.</p>
Open Learning Exchange (OLE) Nepal	<p>Project: One Laptop Per Child (OLPC) in Bajhang, Dadeldhura and Doti (2015)</p> <p>Project: Digital Literacy programme in Baitadi, Bajhang, Dadeldhura and Doti (2016)</p> <p>Activities involve school survey and selection, solar installation, furniture setup, school network installation, teacher training and laptop deployment.</p>	<p>Quarterly reports 2015-2016</p>	<p>Narrative and brief numerical overview of accomplishments . List of schools involved and images.</p>
Rural Reconstruction Nepal (RRN)	<p>Project: School Infrastructure Development Project (SIDP) under the WFP School Meals Programme</p> <p>Activities: Construction of</p>	<p>Project Completion Report (Phase-I)</p> <p>March – September 2016</p>	<p>Narrative and monitoring logframe. Photos and case studies.</p>

Partner	Project /activity	Frequency of monitoring / what is available	What is recorded
	School Infrastructure (Kitchen Block with Energy Saving Stoves, Drinking Water Management and Latrines rehabilitation. Including a FFW component for the parents involved in construction work.		
World Education Inc.	<p>Project: Early Grade Reading (EGR) under the School Feeding Programme</p> <p>Scope: 1040 schools in six MFW districts.</p> <p>Activities: Teacher training and mentoring, learning materials, community mobilisation/awareness</p>	<p>Quarterly reports: March 2016, April-June 2016, July-September 2016</p> <p>Annual Results Reports – 2016</p> <p>Report on Capacity Building Training of District EGR/EGM Trainers</p>	<p>Quarterly reports in WFP standard format.</p> <p>Annual report has results of EGR scores.</p>

## **Implementation**

### *Key events*

21. Implementation of the MGD funded programme began in January 2015. In July 2016, coverage was extended to 270,000 children in 2,445 schools in including Early Childhood Development Centres.<sup>27</sup> A Budget Revision (BR) to the CP scaled up partnerships with NGOs to deliver literacy and hygiene objectives and increased the number of planned beneficiaries by 5,000 to include a productive safety net activity (WFP, 2013d). An amendment to introduce an alternative commodity of fortified rice and lentil as a pilot in one district (Dailekh) instead of corn-soya blend plus (CSB+) for the third year of the current programme cycle has been approved (WFP, 2016o). Another amendment enabled the MGD programme to loan 21 mt of vegetable oil to WFP's Nepal refugee operations in order to achieve timely usage within the commodity's expiry date (WFP, 2016p).

22. An operational agreement between the Government and WFP sets out each party's responsibilities in implementing the education component of the CP (Government of Nepal & WFP, 2015). The Government provides resources to support a portion of the commodity transportation costs and M&E assistance. Commodities are transported by road from Kolkata port to the WFP logistics hub in Nepalgunj (see Map 2 above). They are then trucked and handed over to the Government at 17 Extended Delivery Points (EDPs). The FfEP is responsible for transport from EDPs to 81 Final Delivery Points (FDPs). The school Food Management Committees (FMCs), which are sub-committees of the School Management Committees (SMCs), oversee the logistical management of the SFP at community level and voluntarily transport the USDA- and WFP-provided commodities from the FDPs to the schools. SMCs are made up of parents, teachers and school principals.

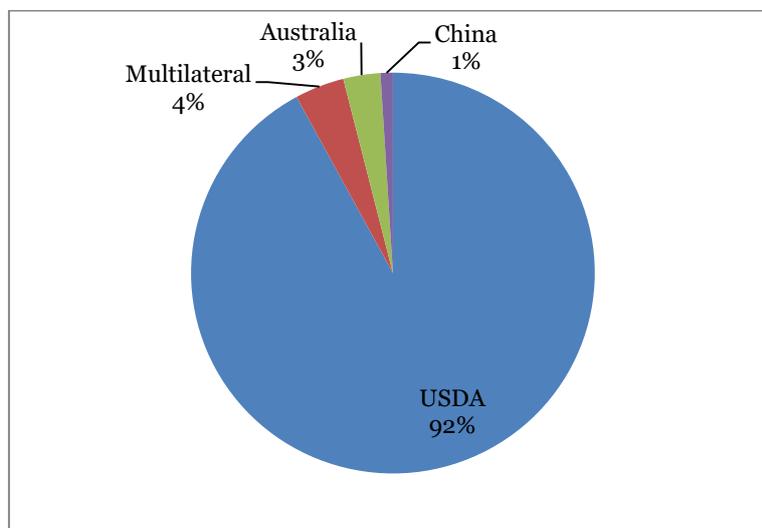
<sup>27</sup> Information from CO.

23. **Gender dimensions.** The MGD SFP seeks to build on earlier achievements made under the grant, such as the Girls’ Incentive Programme that resulted in gender parity in school enrolment in the target area. Programme activities include gender sensitive interventions, such as separate latrines for boys and girls. The MGD programme’s results framework was designed to measure access using net enrolment rates by gender, and since the design phase there has been a move towards further sensitising gender monitoring across all the indicators.

*Performance data*

24. **Resources.** The MGD grant accounts for 12 percent of the total CP budget<sup>28</sup> and 92 percent of the SFP funding. Overall, the US has provided 51 percent of total funding for the CP. Figure 1 below shows the top donors to WFP’s school feeding programme. As of May 2016, US\$9,008,500 of the MGD grant had been received, 33 percent of the total allocation. So far there have been no budget revisions to the MGD grant. Australian funding is used for procurement of locally produced sugar for the haluwa porridge.

**Figure 1 Top four donors to the WFP CP school feeding programme**



Source: TOR

25. The budget for the MGD FY14-16 programme is summarised below in Table 26. Non-food activities are included under the Other Direct Operational Cost (ODOC) and Capacity, Development & Augmentation budget lines. A total of US\$2,782,413 has been disbursed to WFP’s NGO partners to implement WASH, digital literacy and Early Grade Reading activities. See Table 27 for an overview of the Field Level Agreements (FLAs).

<sup>28</sup> Total CP budget is US\$215,328,450 (WFP, 2012a).

**Table 26 MGD total budget**

<b>Commitment Item</b>	<b>Total MGD funding (USD)</b>
Commodity	7,633,099
External Transport	2,855,000
Land Transport Storage & Handling	3,806,400
Other Direct Operational Cost	1,436,500
Capacity, Development & Augmentation	5,523,000
Direct Support Cost	4,002,300
Indirect Support Cost	1,744,000
<b>Total:</b>	<b>27,000,299</b>

Source: Nepal CO

**Table 27 Summary of WFP Partner FLAs**

<b>Partner</b>	<b>FLA date</b>	<b>Activity</b>	<b>Cost attributable to WFP (NPR)</b>	<b>Cost attributable to WFP (USD)</b>	<b>Project name</b>
IDS	Mar - Oct-16	WASH	8,991,852	82,385	Technical Assistance for Improving Knowledge, Attitudes and Practices (KAP) for water, sanitation and hygiene (WASH)
IDS	Nov-16 - Oct-17	WASH	36,482,687.31	344,176.70	Technical Assistance for Improving Knowledge, Attitudes and Practices (KAP) for water, sanitation and hygiene (WASH)
NRCS	June-14 -Apr-15	WASH	4,219,278	45,078	Technical support for water, sanitation and hygiene (WASH) promotion in pre-primary and primary schools
NRCS	Mar-Dec-15	WASH	16,234,736	163,904	Technical Assistance for Improving Knowledge, Attitude and Practice for WASH
CDM	Mar-Oct-16	WASH	6,117,190	57,709	Technical Assistance for Improving Knowledge, Attitudes and Practices (KAP) for water, sanitation and hygiene (WASH)
<b>Total WASH:</b>				<b>693,253</b>	
OLE	Jan-Dec-15	Digital learning	27,928,642	263,155	Technical Services for the implementation of the laptop programme
OLE	Jan-Dec-16	Digital learning	21,694,163	203,129	Technical services for the implementation of the digital literacy programme
<b>Total digital learning:</b>				<b>466,284</b>	

Partner	FLA date	Activity	Cost attributable to WFP (NPR)	Cost attributable to WFP (USD)	Project name
WE	Jan-Dec-15	EGR	91,089,545	858,284	Technical Assistance for Early Grade Reading
WE	Jan-Dec-2016	EGR	84,787,758	764,592	Technical Assistance for Early Grade Reading
<b>Total Early Grade Learning:</b>				<b>1,622,876</b>	
<b>TOTAL:</b>				<b>2,782,413</b>	

Source: FLAs supplied by the CO. Where NPR-US\$ conversions are not given in FLAs the exchange rate of the first day of the contract start month has been used.

26. An overview of the DoE FfEP quarterly monitoring data of schools receiving WFP school meals is shown in Table 28 on page 92 below. Overall there are more girls enrolled at school than boys, although there is parity amongst average attendance rates over the period. In 2015 between July and November there is a drop in attendance recorded; this is the period in which the monsoon falls. Unfortunately the FfEP reporting periods do not coincide with those of WFP’s six-monthly progress reports to USDA.

27. **Beneficiaries.** WFP’s CP proposal planned to benefit an annual maximum of 166,500 men/boys and 166,500 women/girls between 2013 and 2015 (total 333,000), and annual maxima of 125,000 boys and girls (total 250,000) in 2016 and 2017 (WFP, nd (a): 11).

28. WFP’s proposal to MGD for the school feeding programme reviewed here planned to provide school meals to 95,000 boys and 95,000 girls (total 190,000) in FY 2014 and FY 2015, and 80,000 boys plus 80,00 girls (total 160,000) in FY 2016 (WFP, nd (a): 21). Informants state that these targets reflected the Government’s desire to focus school feeding on ECD plus Grades 1–5 only, and, possibly, the plan to hand two districts over to the Government school meals programme towards the end of the project period – although the proposal only refers to doing this at the end of FY 2016 (WFP, nd (a): 9). In fact, according to CO informants, the disruption caused by the 2015 earthquake led the Government to request deferment of this hand over. With USDA concurrence, WFP has therefore continued the programme in all ten districts.

29. The passing of the 2016 Education Act reconfigured basic education in Nepal to include Grades 6–8. According to CO informants, this led to a revised target of providing school meals to a total 270,000 children in FY 2016 and FY 2017; although this figure cannot directly be derived from the data shown in Table 29 on page 93 below, which shows all the beneficiaries of USDA assistance (excluding those benefiting from training, who are reported separately (Table 30).

30. Two issues complicate the counting of this programme’s beneficiaries. The first is the usual WFP challenge of double counting and determining whether targets are per reporting period or cumulative. Reporting on this programme is not completely clear on this, although the answers can usually be guessed intuitively for each indicator. The second is the extent to which beneficiaries include those not eating school meals: family members, for example, or those receiving food assistance while working on school infrastructure. This is complicated by references to an FTF indicator: “number of social assistance beneficiaries participating in productive

safety nets as a result of USDA assistance”. The WFP proposal to MGD set this at 540,000; the PMP said that “this indicator measures the number of beneficiaries receiving school meals” (WFP, nd (d): np). It is not clear how the target of 540,000 was calculated. Even if the beneficiaries were being double counted, the annual targets mentioned above total 560,000.

31. Beneficiary reporting has been further complicated by the apparent duplication of indicators and their separate presentation in recent reports as “continuing” (i.e. assistance given to ECD plus Grades 1–5) and “new” (Grades 6–8 in those schools where WFP now provides school meals to children in those additional years of basic education). This can be seen in Table 29. It should be noted that Modification I to the USDA’s commitment letter duplicated many of these indicators at what appear to be output and outcome levels (USDA, nd: 7-11) and that WFP’s six-monthly progress reports repeat this duplication in their “Performance Indicators - Activities” and “Performance Indicators – Results” sections (see Table 30 and Table 31).

32. A further challenge to understanding these results data is that a number of the targets were changed between the second reporting period (April-September 2015) and the third (October 2015- March 2016).

33. No data were reported on these beneficiary indicators for October 2014 – March 2015.

34. **Outputs.** Table 30 on page 96 below shows the targets set for each of the planned activities, and the outputs shown in WFP’s six-monthly progress reports to USDA. The sequence of activities in the table follows that in WFP’s proposal to USDA (WFP, nd (a): 18-32). Targets for FY 2014 – 2016 are those shown in the proposal. Targets for FY 2017 are taken from WFP’s six-monthly progress reports. As indicated in the comments on many of the output indicators, some indicators shown in the proposal were not used in subsequent monitoring, and USDA’s Modification I to its commitment letter introduced many new indicators. It can also be seen that some of these output indicators are repeated in outcome monitoring (Table 31 on page 102). In both tables, blank cells mean that the six-monthly reports show no data; zero means that zero was reported for that indicator in the period concerned.

35. **Outcomes.** Table 31 on page 102 shows the targets set at outcome level, and the corresponding results shown in WFP’s six-monthly progress reports to USDA. Like the previous table, it follows the sequence of results shown in WFP’s proposal to USDA (WFP, nd (a): 14-17). Targets are those shown in the proposal, unless otherwise indicated in the table. Results are drawn from WFP’s six-monthly progress reports. The comments on many of the indicators reveal a number of adjustments, inconsistencies, apparent errors and notable variations from one reporting period to the next. It is notable that some of the outcome indicators in fact show outputs, such as the number of textbooks and other materials provided (result MGD 1.1.2).

**Table 28 Summary of FfEP monitoring reports**

Report period:	Total food distributed (Mt)	Average attendance rate % (girls)	Average attendance rate % (boys)	Enrolment in FFE school			Total attendance during the period			Average total school days	Average total feeding days
				Boys	Girls	Total	Boys	Girls	Total		
<b>15/03/2015-15/07/2015</b>	1,120.05	89	89	81,318	91,623	172,941	1,516,324	1,687,888	3,204,212	21	20
<b>15/07/2015-14/11/2015</b>	804.843	78	78	90,519	101,558	192,077	1,576,921	1,770,615	3,347,536	22	21
<b>15/11/2015-14/03/2016</b>	1,373.56	93	92	74,768	82,660	157,428	1,492,498	1,655,071	3,147,569	22	20
<b>15/03/2016-14/07/2016</b>	1,583.388	93	92	81,745	91,118	172,863	1,636,047	1,838,280	3,474,327	22	21

Source: FfEP monitoring reports.

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**Table 29 Beneficiaries: targets and results**

Beneficiaries indicator	Targets <sup>29</sup>				Results <sup>30</sup>			
	FY 2014	FY 2015	FY 2016	FY 2017	10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016
Number of individuals benefiting directly from USDA-funded interventions (male)	0	0	0	11,763		85,756	84,682	121,423
<b>Comment</b>	<i>For the above indicator, WFP's two most recent six-monthly progress reports to USDA show the targets for FYs 2015, 2016 and 2017 as 195,905, 27,742 and 22,812 respectively. The April – September 2015 report showed the targets as 96,648, 97,874 and 82,224 respectively.</i>							
Number of individuals benefiting directly from USDA-funded interventions (continuing)	0	0	168,263	142,293			179,236	190,452
<b>Comment</b>	<i>For the above indicator, WFP's two most recent six-monthly progress reports to USDA show the targets for FYs 2015, 2016 and 2017 as 95,000 for each year.</i>							
Number of individuals benefiting directly from USDA-funded interventions (female)	0	97,257	97,096	81,826		92,247	94,554	132,513
<b>Comment</b>	<i>For the above indicator, WFP's two most recent six-monthly progress reports to USDA show the targets for FYs 2015, 2016 and 2017 as 76,000, 76,000 and 64,000 respectively.</i>							
Number of individuals benefiting directly from USDA-funded interventions (male)	0	98,648	97,874	82,244		85,756	84,682	121,423
<b>Comment</b>	<i>For the above indicator, WFP's two most recent six-monthly progress reports to USDA show the targets for FYs 2015, 2016 and 2017 as 195,905, 27,742 and 22,812 respectively.</i>							
Number of individuals benefiting directly from USDA-funded interventions (new)	0	195,905	27,742	22,812		192,077	24,605	71,004
<b>Comment</b>	<i>For the above indicator, WFP's two most recent six-monthly progress reports to USDA show the targets for FYs 2015, 2016 and 2017 as 76,000, 76,000 and 64,000 respectively.</i>							
Number of individuals benefiting indirectly from USDA-funded interventions	0	581,000	581,000	581,000		184,180	95,000	95,000
<b>Comment</b>	<i>WFP's two most recent six-monthly progress reports to USDA show the annual targets for this indicator as 95,000.</i>							

<sup>29</sup> Targets are as shown in Modification I to the USDA commitment letter (USDA, nd), unless otherwise stated.

<sup>30</sup> Results are taken from WFP's six-monthly progress reports to USDA.

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Beneficiaries indicator	Targets <sup>29</sup>				Results <sup>30</sup>			
	FY 2014	FY 2015	FY 2016	FY 2017	10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016
Number of school-aged children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (male)		95,000	95,000	95,000		79,142	79,729	121,423
Number of school-aged children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (female)		95,000	95,000	95,000		87,153	89,337	132,513
<b>Comment</b>	<i>The above two indicators are shown in the outcomes section of the USDA commitment letter, with a single target of 281,763 (male) and 282,982 (female). The targets for FYs 2015, 2016 and 2017 shown above are drawn from WFP's six-monthly progress reports to USDA.</i>							
Number of school-aged children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (continuing)	0	0	164,500	138,500			169,066	190,452
Number of school-aged children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (new)	0	190,000	25,500	21,500		166,295	24,605	63,484
Number of school-aged children receiving daily school meals with new commodity (rice and lentil) as a result of USDA assistance (female)	0	0	0	12,982				
Number of school-aged children receiving daily school meals with new commodity (rice and lentil) as a result of USDA assistance (male)	0	0	0	11,763				
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (continuing)	0	0	164,500	138,500			179,236	190,452
<b>Comment</b>	<i>For the above indicator, WFP's two most recent six-monthly progress reports to USDA show the targets for FYs 2015, 2016 and 2017 as 97,257, 97,096 and 81,826 respectively.</i>							

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Beneficiaries indicator	Targets <sup>29</sup>				Results <sup>30</sup>			
	FY 2014	FY 2015	FY 2016	FY 2017	10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (female)	0	95,000	95,000	80,000		101,558	94,554	132,513
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (male)	0	95,000	95,000	80,000		90,519		121,423
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (new)	0	190,000	25,500	21,500		192,077	24,605	71,004
<b>Comment</b>	<i>For the above indicator, WFP's two most recent six-monthly progress reports to USDA show the targets for FYs 2015, 2016 and 2017 as 98,648, 97,874 and 82,244 respectively.</i>							
Number of students enrolled in schools receiving USDA assistance (female)	0	95,000	95,000	95,000		101,558	94,554	141,318
Number of students enrolled in schools receiving USDA assistance (male)	0	95,000	95,000	95,000		90,519	84,682	128,682
Number of students regularly (80%) attending USDA supported classrooms/schools (female)	0	76,000	76,000	64,000		87,153	89,337	79,508
Number of students regularly (80%) attending USDA supported classrooms/schools (male)	0	76,000	76,000	64,000		79,142	79,729	72,854
<b>Comment</b>	<i>For the above two indicators, WFP's six-monthly progress reports to USDA show the attendance targets for FY 2015, FY 2016 and FY 2017 as 95,000 each year for boys plus 95,000 each year for girls.</i>							

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**Table 30 Outputs: targets and results**

Activity	Indicator	Targets				Results			
		Target FY 2014	Target FY 2015	Target for FY 2016	Target for FY 2017	10/2014 -03/2015	04/2015-09/2015	10/2015 - 03/2016	04/2016 - 09/2016
1. Distribution: School Supplies and Materials	Number of laptops deployed	500	500	500					
	Number of textbooks and other teaching and learning materials provided as a result of USDA assistance		277,350	270,350	270,350	0	2,468,426	3,222,570	105,000
<b>Comment</b>	<i>WFP has not reported on the distribution of laptops, as intended in its proposal to MGD. USDA Modification I letter to WFP (USDA, nd) and WFP's six-monthly progress reports have instead reported on the number of textbooks etc. (row 2 above), which during two reporting periods vastly exceeded the targets.</i>								
2. Establish libraries	Number of school-age children benefiting from the establishment of school libraries	125,000	125,000	125,000					
	Number of libraries established		1,540	1,540	1,540	0	2,572	1,685	1,685
<b>Comment</b>	<i>The WFP proposal to MGD showed a target number of beneficiaries from school libraries. USDA Modification I letter to WFP and WFP's six-monthly progress reports have shown the number of libraries established.</i>								
3. Training: Teachers	Number of teachers trained on the use of printed and digital instructional materials	1,200	1,200	1,200					
	Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance		2,645	2,745	2,745	64	2,784	2,549	408
	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		1,922	1,922	1,922		1,893	1,988	277
<b>Comment</b>	<i>USDA Modification I letter to WFP and WFP's six-monthly progress reports reworded the indicator used in the proposal to MGD, and adjusted the targets. They also added a second indicator (row 3 above), which duplicates an indicator used at outcome level – although with a single “final target” of 2,114 rather than the annual targets of 1,922 shown above.</i>								
4. Training: School Administrators	Number of school administrators trained on the use of printed and digital instructional materials	400	400	400					
	Number of school administrators and officials trained or certified as a result of USDA assistance		1,055	20	20		113	949	15

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Activity	Indicator	Targets				Results			
		Target FY 2014	Target FY 2015	Target for FY 2016	Target for FY 2017	10/2014 -03/2015	04/2015-09/2015	10/2015 - 03/2016	04/2016 - 09/2016
	Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance		633	12	12	4		569	11
<b>Comment</b>	<i>USDA Modification I letter to WFP and WFP's six-monthly progress reports reworded the indicator used in the proposal to MGD, and adjusted the targets. They also added a second indicator (row 3 above). The two new indicators are also reported at outcome level. Data on ability to demonstrate use of new techniques or tools presumably refer to the time of assessment. It is probably assumed that the 568 so assessed in the penultimate reporting period retained their ability in the final reporting period, when only 11 administrators and officials are shown.</i>								
5. Provide School Meals	Number of mid-day meals provided	38,000,000	38,000,000	38,000,000	32,000,000		34,589,360	32,262,480	34,281,360
<b>Comment</b>	<i>WFP's proposal to MGD showed a target for FY 2016 of 32m. Six-monthly reports show the target for that year as 38m, probably because of the extension of basic education up to Grade 8.</i>								
6. Training: Good health and nutrition practices	Number of teachers trained as ToT	600	600	600	600	0	0	0	5,354
	Number of parents trained as ToT	600	600	600	600	0	0	144	1,537
	Number of individuals trained in child health and nutrition as a result of USDA assistance (female)		549	549	549	0	0	113	3,061
	Number of individuals trained in child health and nutrition as a result of USDA assistance (male)		651	651	651	0	0	131	3,830
<b>Comment</b>	<i>USDA Modification I letter to WFP and WFP's six-monthly progress reports added the second two indicators shown above. The progress reports have reported on all four indicators. They suggest either that little work was done on this output until the final reporting period shown above, or that the data were not collected until then.</i>								
7. Training: Food preparation and storage practices	Number of cooks trained in the area of food preparation and storage practices	900	900	900	0	0	0	1605	663
<b>Comment</b>	<i>The target for FY 2016 was changed from 0 in the proposal to 900 in USDA Modification I letter to WFP and WFP's six-monthly progress reports.</i>								
8. Training: Commodity Management	Number of GoN storekeepers trained in the area of commodity management	20	20	20	20	0	0	0	30
	Number of transport company trainings held	1	1	1					
<b>Comment</b>	<i>USDA Modification I letter to WFP and WFP's six-monthly progress reports did not mention the second indicator above, which was included in WFP's proposal to USDA. Training for storekeepers appears not to have been done before the final reporting period shown above.</i>								

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Activity	Indicator	Targets				Results			
		Target FY 2014	Target FY 2015	Target for FY 2016	Target for FY 2017	10/2014 -03/2015	04/2015-09/2015	10/2015 - 03/2016	04/2016 - 09/2016
9. Building/Rehabilitation: Kitchens	Number of kitchens built	20	20	20	20	0	0	0	19
	Number of school-age children benefiting from the building of kitchens	1,500	1,500	1,500					
<b>Comment</b>	<i>The second indicator shown above was included in WFP's proposal to MGD, but has not been shown in USDA Modification I letter to WFP or WFP's six-monthly progress reports.</i>								
10. Provide Energy - Saving Stoves	Number of energy-saving stoves provided	20	20	20	20	0	0		20
	Number of school-age children benefiting from the building of energy-saving stoves	1,500	1,500	1,500					
<b>Comment</b>	<i>The second indicator shown above was included in WFP's proposal to MGD, but has not been shown in USDA Modification I letter to WFP or WFP's six-monthly progress reports.</i>								
11. Building/Rehabilitation: Latrines	Number of latrines built	20	20	20	20				
	Number of school-age children benefiting from the building of latrines	1,500	1,500	1,500					
	Number of educational facilities (i.e. school buildings, classrooms and latrines) rehabilitated/constructed as a result of USDA assistance (latrines)	0	20	20	20				12
	Number of schools with improved sanitary facilities	0	20	20	20				12
<b>Comment</b>	<i>The WFP proposal to USDA showed the first two indicators above. There has been no reporting on the second indicator. USDA Modification I letter to WFP and WFP's six-monthly progress reports show the second two indicators, which mean more or less the same and are roughly equivalent to the first indicator – if a "latrine" is taken to be a latrine unit or facility.</i>								
12. Building/Rehabilitation: Wells and Water Stations/ Systems	Number of water stations built	20	20	20	20				
	Number of school-age children benefiting from the building of water stations	1,500	1,500	1,500					
	Number of educational facilities (i.e. school buildings, classrooms and latrines) rehabilitated/constructed as a result of USDA assistance (wells and water stations/ systems)	0	20	20	20	25	25		19
	Number of schools using an improved water source		20	20	20				12

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Activity	Indicator	Targets				Results			
		Target FY 2014	Target FY 2015	Target for FY 2016	Target for FY 2017	10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016
<b>Comment</b>	<i>The WFP proposal to USDA showed the first two indicators above. There has been no reporting on the second indicator. USDA Modification I letter to WFP and WFP's six-monthly progress reports show the second two indicators. The 25 facilities referred to in the first and second reporting periods were tippy-tap systems, with the second six-monthly report referring to the same 25 systems that were installed during the first reporting period.</i>								
13. Building/Rehabilitation: Schools	Number of schools rehabilitated	20	20	20					
	Number of school-age children benefiting from the rehabilitation of schools	1,500	1,500	1,500					
<b>Comment</b>	<i>The WFP proposal to USDA showed the two indicators above. They did not appear in USDA Modification I letter to WFP or WFP's six-monthly progress reports show the second two indicators.</i>								
14. Distribution: School Furniture and Equipment	Number of kitchens equipped with cooking utensil package	900	900	0					
	Number of school-age children benefiting from the distribution of school furniture and equipment	190,000	190,000	190,000					
	Number of school children benefiting from the distribution of school equipment	0	57,000	57,000	57,000	6,251	9,047	10,197	1,592
<b>Comment</b>	<i>The WFP proposal to USDA showed the first two indicators, with the aim of supplying all the 1,800 target schools with a cooking utensil package over two years. USDA Modification I letter to WFP and WFP's six-monthly progress reports show the third indicator above: similarly worded to the second, but with different targets.</i>								
15. Enrolment Campaigns	Number of enrolment campaigns held	1	1	1					
	Number of school-age children benefiting from enrolment campaigns	190,000	190,000	190,000					
<b>Comment</b>	<i>The WFP proposal to MGD showed these two indicators, but USDA Modification I letter to WFP and WFP's six-monthly progress reports have not referred to them.</i>								
16. Raising Awareness on the Importance of Education	Number of awareness campaigns held	20	20	20					
	Number of parents participating in education awareness events	190,000	190,000	190,000					
	Number of education awareness events organized in programme schools		600	600	600	0	0	651	1,935
<b>Comment</b>	<i>The WFP proposal to MGD showed the first two indicators above. The target seems to have been that one parent for each of the target 190,000 school children would participate in an awareness event. USDA Modification I letter to WFP and WFP's six-monthly progress reports show the third indicator.</i>								
17. Pilot Distribution of Lunch Boxes	Number of school-age children receiving lunch boxes	0	35,000	65,000					
<b>Comment</b>	<i>The WFP proposal to MGD showed this activity, indicator and targets but they were not included in USDA Modification I letter to WFP or WFP's six-monthly progress reports.</i>								

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Activity	Indicator	Targets				Results			
		Target FY 2014	Target FY 2015	Target for FY 2016	Target for FY 2017	10/2014 -03/2015	04/2015-09/2015	10/2015 - 03/2016	04/2016 - 09/2016
18. Capacity Building: Local, Regional, National Level	Number of MoE NSFP M&E staff receiving trainings on the use of the electronic monitoring system eSPR	80	80	80					
	Number of MoE staff receiving refresher trainings on the use of the electronic monitoring system eSPR		80	80	80	0	60	80	80
<b>Comment</b>	<i>USDA Modification I letter to WFP and WFP's six-monthly progress reports slightly reworded this indicator (row 2 above) from that shown in the WFP proposal to MGD (row 1).</i>								
	Number of MoE NSFP officials (with policy responsibilities) benefiting from visits to other regional SFP visits	5	5	5	5	0	3	5	5
	Number of national school feeding implementation guidelines drafted	0	0	1	0	0	0	0	0
<b>Comment</b>	<i>The WFP proposal to USDA showed that the guidelines should be drafted in FY 2015. USDA Modification I letter to WFP and WFP's six-monthly progress reports shifted this to FY 2016.</i>								
	Number of regional school meals menus incorporated into national school feeding implementation guidelines	0	0	0	5	0	0	0	0
<b>Comment</b>	<i>The WFP proposal to USDA showed that the guidelines should be drafted in FY 2015. USDA Modification I letter to WFP and WFP's six-monthly progress reports shifted this to FY 2016.</i>								
	Number of annual funding strategies developed by the MoE to fund SFP	0	0	1	1			0	0
<b>Comment</b>	<i>The WFP proposal to USDA showed that the funding strategies should be drafted in FYs 2015 and 2016. USDA Modification I letter to WFP and WFP's six-monthly progress reports shifted this to FYs 2016 and 2017.</i>								
	Number of Parent-Teacher Associations (PTAs) or similar "school" governance structures supported as a result of USDA assistance		1,800	1,800	1,800		63	24,605	768
<b>Comment</b>	<i>The result shown for October 2015 – March 2016 is presumably an error.</i>								
	Number of public-private partnerships formed as a result of USDA assistance		0	1	1	0	0	0	2
<b>Comment</b>	<i>This indicator was not shown in the USDA proposal to MGD but is included in USDA Modification I letter to WFP and WFP's six-monthly progress reports.</i>								

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Activity	Indicator	Targets				Results			
		Target FY 2014	Target FY 2015	Target for FY 2016	Target for FY 2017	10/2014 -03/2015	04/2015-09/2015	10/2015 - 03/2016	04/2016 - 09/2016
	Number of child health and nutrition policies, regulations, or administrative procedures in the following stages of development as a result of USDA assistance (stage 1, stage 2)		0	1	0	1	1	1	1
<b>Comment</b>	<i>These two indicators were not shown in the USDA proposal to MGD but are included in USDA Modification I letter to WFP and WFP's six-monthly progress reports.</i>								
	Number of child health and nutrition policies, regulations, or administrative procedures in the following stages of development as a result of USDA assistance (stage 2)		0	1	0	0	0	0	0
<b>Comment</b>	<i>This indicator was not shown in the USDA proposal to MGD but is included in USDA Modification I letter to WFP and WFP's six-monthly progress reports.</i>								

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**Table 31 Outcomes: targets and results**

Result Title & Description		Performance Indicator	Performance Indicator Target <sup>31</sup>	Baseline survey (06/2015)	Performance indicator results <sup>32</sup>			
					10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016
<b>MGD SO1</b>	Improved Literacy of School-Aged Children	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	Girls – 30%	Girls – 0.5%	0.5%	1%	22%	22%
			Boys – 30%	Boys – 0.5%	0.5%	1%		
								<b>12/2016</b>
						Girls	83.3%	
						Boys	88.6%	
<b>Comment</b>	<p>“Considering a very low baseline status (0.5 percent), the 30 percent final target of the outcome indicator for SO1 appears to be highly ambitious and is unlikely to be achievable with the existing project activities and resources. We recommend that WFP approach USDA to revise the final target downward” (Kimetrica, 2016: 27). In 2016 WFP agreed with USDA to revise the target to 20% (see USDA Modification I letter to WFP (USDA, nd)).</p> <p>WE data from February – March 2016 show 20.6% of Grade II children in the top two EGR categories: “children who read fluently with full comprehension; children who read with increasing fluency and comprehensions” (World Education, 2016: 6).</p> <p>Remarkable change in WFP monitoring data between 10/2015-03/2016 and 04/2016-09/2016.</p> <p>Data for 12/2016 come from the WFP outcome survey carried out then, showing pupils who scored 40% or more. See more detailed tabulation in Table 37 and Table 38, Annex H below.</p>							
<b>MGD 1.1</b>	Improved Quality of Literacy Instruction	Percent of teachers in target schools who demonstrate use of new and quality teaching techniques or tools	80%	20%		1,893	94%	277
			2,114				1,988	<b>12/2016</b>
								39.5%
<b>Comment</b>	<p>The apparent collapse in numbers between the penultimate and the most recent reporting period is not explained. (A comment in the April-October 2016 spreadsheet against this indicator says “68 percent of teachers trained demonstrate use of at least two third of the new teaching techniques”.)</p> <p>Note that this is also a target at output level, although the target shown there is 1,922 teachers per year, whereas at outcome level the “final target” is 2,114.</p> <p>Data for 12/2016 come from the WFP outcome survey carried out then. See more detailed tabulation in Table 39, Annex H below.</p>							
<b>MGD 1.2</b>	Improved Attentiveness	Percent of students in classrooms identified as inattentive by their teachers	0	12%		12%	12%	12%
								<b>12/2016</b>
								9.88%
<b>Comment</b>	<p>The proposal showed the target as 0%. WFP six-monthly monitoring reports, and the USDA Modification I Letter (USDA, nd) show the target as 30%.</p> <p>Data for 12/2016 come from the WFP outcome survey carried out then. See more detailed tabulation in Table 40, Annex H below.</p>							
<b>MGD 1.3</b>	Improved Student Attendance	Percent of students (girls/boys) regularly (80%) attending USDA supported schools	Girls - 96%	90%		87,153	81%	83%
			216,000					79,508
			Boys - 96%	92%		79,142	81%	81%
			216,000					72,854
								<b>06-07/2016</b>
						Girls	52.1%	
						Boys	51.9%	

<sup>31</sup> As shown in the WFP project proposal to USDA (WFP, nd (a)), unless otherwise stated.

<sup>32</sup> Drawn from WFP’s six-monthly monitoring reports to USDA.

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Result Title & Description		Performance Indicator	Performance Indicator Target <sup>31</sup>	Baseline survey (06/2015)	Performance indicator results <sup>32</sup>			
					10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016
<b>Comment</b>	<i>Targets shown in proposal as percentages. USDA Modification I Letter, and WFP six-monthly monitoring reports, also show numerical targets: 216,000 boys and 216,000 girls. In fact 216,000 is 80% of the revised total number of target children, 270,000. Assuming equal numbers of boys and girls, the targets should therefore be 108,000 each. WFP's April – September 2016 monitoring report says, for boys: "Based on school records, average school attendance 81 percent. Calculated on total male students (75,381) enrolled." For girls: "Based on school records, average school attendance is 83 percent. Calculated on total female students (84,177) enrolled". Data for 12/2016 come from the WFP outcome survey carried out then and refer to Ashar 2073 (mid-June 2016 – mid-July 2016). See more detailed tabulation in Table 41, Annex H below.</i>							
<b>MGD 1.1.2</b>	Better Access to School Supplies & Materials	Number of textbooks and other teaching and learning materials provided as a result of USDA assistance	818,050	0		2,468,426	3,222,570	105,000
<b>Comment</b>	<i>This indicator was changed: proposal showed 375,000 school-age children benefiting from the provision of school supplies as a result of USDA assistance. USDA Modification I Letter and WFP six-monthly reports show a target of 818,050 "textbooks and other teaching and learning materials provided as a result of USDA assistance". Not clear whether the target was supposed to be cumulative; nor why two reporting periods show vastly higher numbers than the (cumulative?) target. The much lower figure April-September 2016 may be because most materials had by then been distributed.</i>							
<b>MGD 1.1.3</b>	Improved Literacy Instructional Materials	Number of target schools with supplemental reading materials available to students	1,045	18	18	1,059	1,040	1,040
<b>Comment</b>	<i>The proposal showed a target of 1,200 schools. The USDA Modification I Letter and WFP six-monthly reports show a target of 1,045.</i>							
<b>MGD 1.1.4</b>	Increased Skills and Knowledge of Teachers	No. of teachers	3,020		0	2,527	2,549	
		% of teachers	80%	47%				69
		- see below.						
<b>Comment</b>	<i>The proposal showed as indicator: "percent of teachers in target schools who demonstrate use of new and quality teaching techniques or tools" and a target of 80%. The USDA Modification I Letter and WFP six-monthly reports show as indicator: "number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance" and a target of 3,020. WFP's April – September monitoring report, while showing the target of 3,020, reports performance as 69 (presumably percent).</i>							
<b>MGD 1.1.5</b>	Increased Skills and Knowledge of School Administrators	Percent of school administrators in targeted schools who demonstrate use of new techniques or tools	80%					
		Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance	670		0	0	569	11
		Number of school administrators and officials trained or certified as a result of USDA assistance	1,055		0	113	949	15
		- see below.						
<b>Comment</b>	<i>The proposal showed as indicator "percent of school administrators in targeted schools who demonstrate use of new techniques or tools" and a target of 80%. The USDA Modification I Letter and WFP six-monthly reports show two indicators: "number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance" (target: 670); and "number of school administrators and officials trained or certified as a result of USDA assistance" (target: 1,055).</i>							

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Result Title & Description		Performance Indicator	Performance Indicator Target <sup>31</sup>	Baseline survey (06/2015)	Performance indicator results <sup>32</sup>			
					10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016
<b>MGD 1.2.1</b>	Reduced Short-Term Hunger	<b>FTF4</b> Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (male)	270,000	86,450		90,519	94,554	77,977
		<b>FTF4</b> Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (female)	270,000	86,450		101,558	94,554	87,654
		Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (new)	237,000				24,605	63,484 <sup>33</sup>
		Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (continuing)	138,500			192,077	179,236	165,631
		Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance	108,000,000			34,589,360	32,262,480	34,281,360
		Number of school-aged children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (male)	270,000			90,519	79,729	87,654
		Number of school-aged children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (female)	270,000			101,558	89,337	77,977
		Number of school-aged children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (new)	237,000			192,077	24,605	63,484
		Number of school-aged children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (continuing)	138,500			-	169,066	165,631

<sup>33</sup> Result of programme expansion into grade 6-8

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Result Title & Description	Performance Indicator	Performance Indicator Target <sup>31</sup>	Baseline survey (06/2015)	Performance indicator results <sup>32</sup>				
				10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016	
<b>Comment</b>	<p>The CO informed the mission that the first indicator shown above (FTF 4) has been interpreted as meaning all the children receiving school meals plus all the parents and other community members benefiting from engagement in programme activities. It is not clear how the total target of 540,000 was calculated, but it is twice the revised (post 2016 Education Act) total number of children the project now aims to serve (270,000).</p> <p>References to “new” and “continuing” concern the expansion of basic education, in terms of the 2016 Education Act, up to Grade 8 (it previously ended at Grade 5). The “continuing” numbers are meant to refer to children (and related parents, community members etc.?) up to Grade 5; with “new” referring to the Grade 6 – 8 group now included. In the April – September 2016 column, the total in row 4 is the sum of the male and female figures in rows 1 and 2. However, the total in row 4 for October 2015 – March 2016 is not the sum of the corresponding numbers in rows 1 and 2. Whereas the rows 1, 2 and 4 numbers for April – September 2016 are repeated in rows 6, 7 and 9 (although the genders are transposed), the numbers do not correspond in the same way for October 2015 – March 2016.</p> <p>The other indicators shown above for MGD 1.2.1 are at output level.</p> <p>For the number of boys and girls receiving daily school meals (rows 6 and 7 above), the target appears to have been wrongly set as the total number of social assistance beneficiaries (as noted above, it is not clear how that number was calculated). The total number of children that WFP intended to feed, before the 2016 Act, was 190,000.</p>							
<b>MGD 1.3.1</b>	Increased Economic and Cultural Incentives or Decreased Disincentives	Number of target schools that have separate latrines for boys and girls	60 schools	45%	35	35%	45%	45%
<b>Comment</b>	The proposal set the target for this indicator as a number of schools. After the baseline survey found that 45% of schools have separate latrines for boys and girls, WFP has simply reported that percentage.							
<b>MGD 1.3.2</b>	Reduced Health and Related Absences	Average number of school days missed by students due to illness (for each school and in aggregate)	6					
<b>Comment</b>	This objective, indicator and target appeared in the WFP proposal to MGD but were not subsequently reported.							
<b>MGD 1.3.3</b>	Improved School Infrastructure	Number of (classrooms, wells, latrines, kitchens) constructed or rehabilitated as a result of USDA assistance	180				-	
		Number of kitchens constructed or rehabilitated as a result of USDA assistance	60		35	-	0	15 <sup>34</sup>
		Number of latrines constructed or rehabilitated as a result of USDA assistance	60		35	-	0	12
		Number of wells & water stations/systems constructed or rehabilitated as a result of USDA assistance	60		60	25	0	0
<b>Comment</b>	WFP specified a baseline number of 105 facilities already constructed or rehabilitated at the time it submitted its proposal to MGD. The USDA Modification I Letter and WFP six-monthly reports show three separate indicators (kitchens, latrines, classrooms) and not the aggregate one, and appear just to have divided the ‘baseline’ number of 105 equally among the three. The 2015 baseline survey did not record data on these indicators.							
<b>MGD 1.3.4</b>	Increased	Number of students enrolled in schools receiving USDA	Girls - 270,000			101,558	101,559	75,381

<sup>34</sup> The RRN October 2016 Project Completion Reports indicate that 20 kitchens and 20 energy saving stoves have been constructed, along with 19 water systems (tippy taps and pipeline connections).

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Result Title & Description		Performance Indicator	Performance Indicator Target <sup>31</sup>	Baseline survey (06/2015)	Performance indicator results <sup>32</sup>			
					10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016
	Student Enrolment	assistance	Boys - 270,000			90,519	90,518	81,177
<b>Comment</b>	<i>WFP's proposal to MGD proposed a 10% increase in the number of boys and girls enrolled. The USDA Modification I Letter and WFP six-monthly reports simply show a target number: 270,000 girls and 270,000 boys. This appears to repeat the confusion around total targets (see also MGD 1.2.1 above). CO informants state that the actual total being served since the expansion to Grade 8 is more like 240,000 than the formal total target of 270,000. Numbers reported over the last three six-monthly periods (note those for two of those periods are virtually identical) fall significantly short of 240,000. WFP's December 2016 outcome survey shows an overall 1.8% drop in enrolment between 2072 and 2073 (2015-16 and 2016-17). See detailed tabulation in Table 42, Annex H below.</i>							
<b>MGD 1.3.5</b>	Increased Community Understanding of Benefits of Education	Percentage of parents in target communities who are members of SMCs	90%					
		Percent of parents in programme schools who can name at least three benefits of primary education	60%			78%	97%	1,199
								<b>12/2016</b>
							51%	
<b>Comment</b>	<i>Row 1 above shows the indicator and target shown in WFP's proposal to MGD. Row 2 shows those used in the USDA Modification I Letter and WFP six-monthly reports. It is not clear why the most recent six-monthly report reverted to a number rather than a percentage. Data for 12/2016 come from the WFP outcome survey carried out then. See more detailed tabulation in Table 43, Annex H below.</i>							
<b>MGD 1.4.1</b>	Increased Capacity of Government Institutions	Number of government staff in relevant ministries/offices certified in eSPR	240		60	60	80	15
		Number of school feeding pilots conducted	1			0	1 (ongoing)	1 (ongoing)
		Number of literacy pilots conducted	1			0	1 (ongoing)	1 (ongoing)
<b>Comment</b>	<i>WFP's proposal to MGD included only the first of these three indicators, and showed a baseline of 60 staff certified in eSPR. The USDA Modification I Letter and WFP six-monthly reports added the two pilot indicators. Training in the April – September 2016 period was for staff of IPs but shown by WFP against this indicator.</i>							
<b>MGD 1.4.2</b>	Improved Policy or Regulatory Framework	<b>FTF2</b> Number of educational policies, regulations and/or administrative procedures in each of the following stages of development as a result of USDA assistance						
		Number of child health and nutrition policies, regulations or administrative procedures in the following stages of development as a result of USDA assistance (stage 1, stage 2)	1	0	0	0	1	1 (stage 1)
<b>Comment</b>	<i>WFP's proposal to MGD referred to educational policies etc. (row 1 above). The USDA Modification I Letter and WFP six-monthly reports refer instead to child health and nutrition policies, regulations or administrative procedures in stage 1 or stage 2 of development.</i>							
<b>MGD 1.4.3</b>	Increased Government Support	<b>FTF1</b> Number of public-private partnerships formed as a result of USDA assistance	2		0	0	-	2
<b>Comment</b>	<i>WFP's proposal to MGD showed a target of three public-private partnerships. The USDA Modification I Letter and WFP six-monthly reports show a revised target of two.</i>							
<b>MGD 1.4.4</b>	Increased engagement of local organizations and	Number of SMCs contributing to their schools as a result of USDA assistance	1,800	86%				

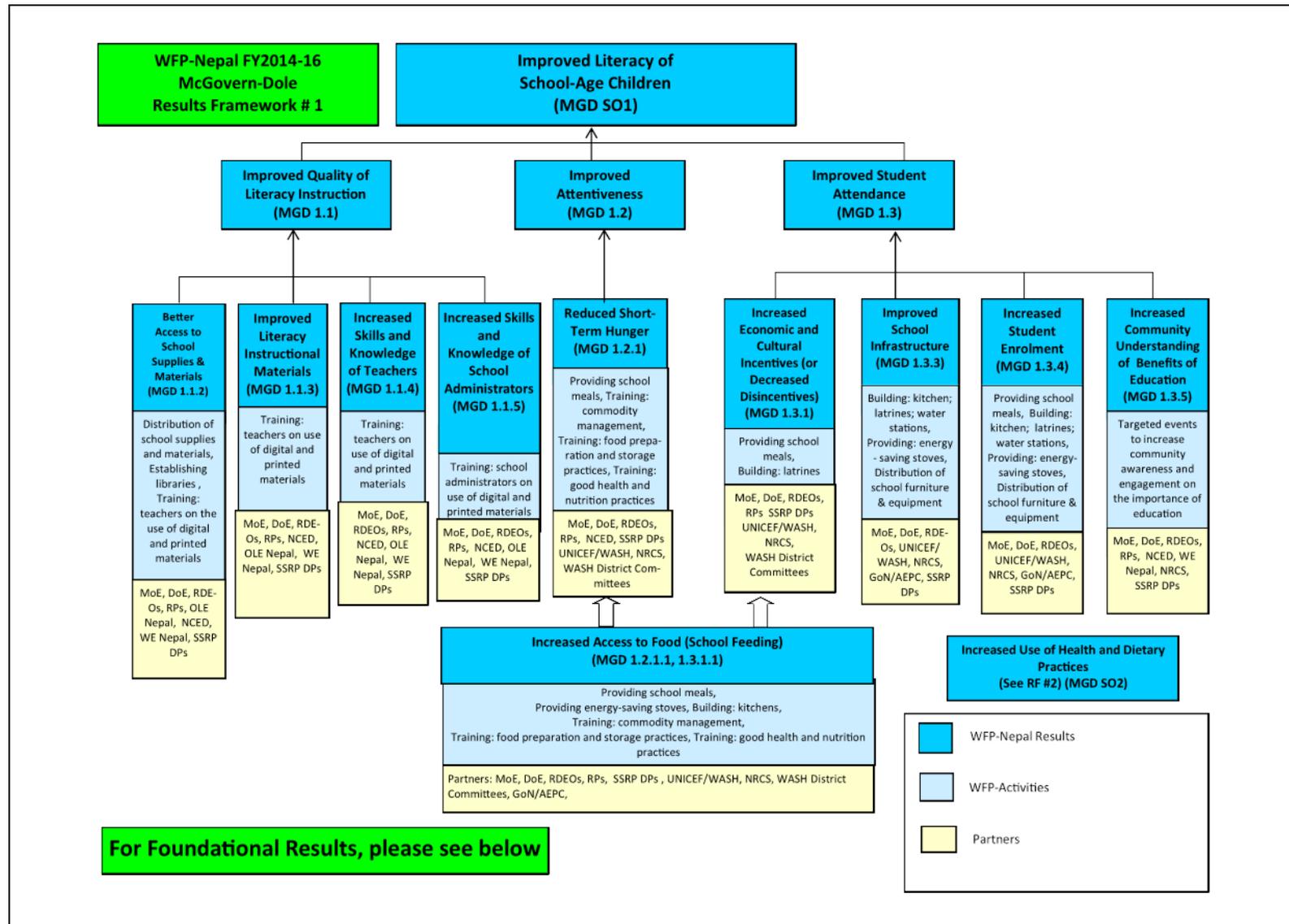
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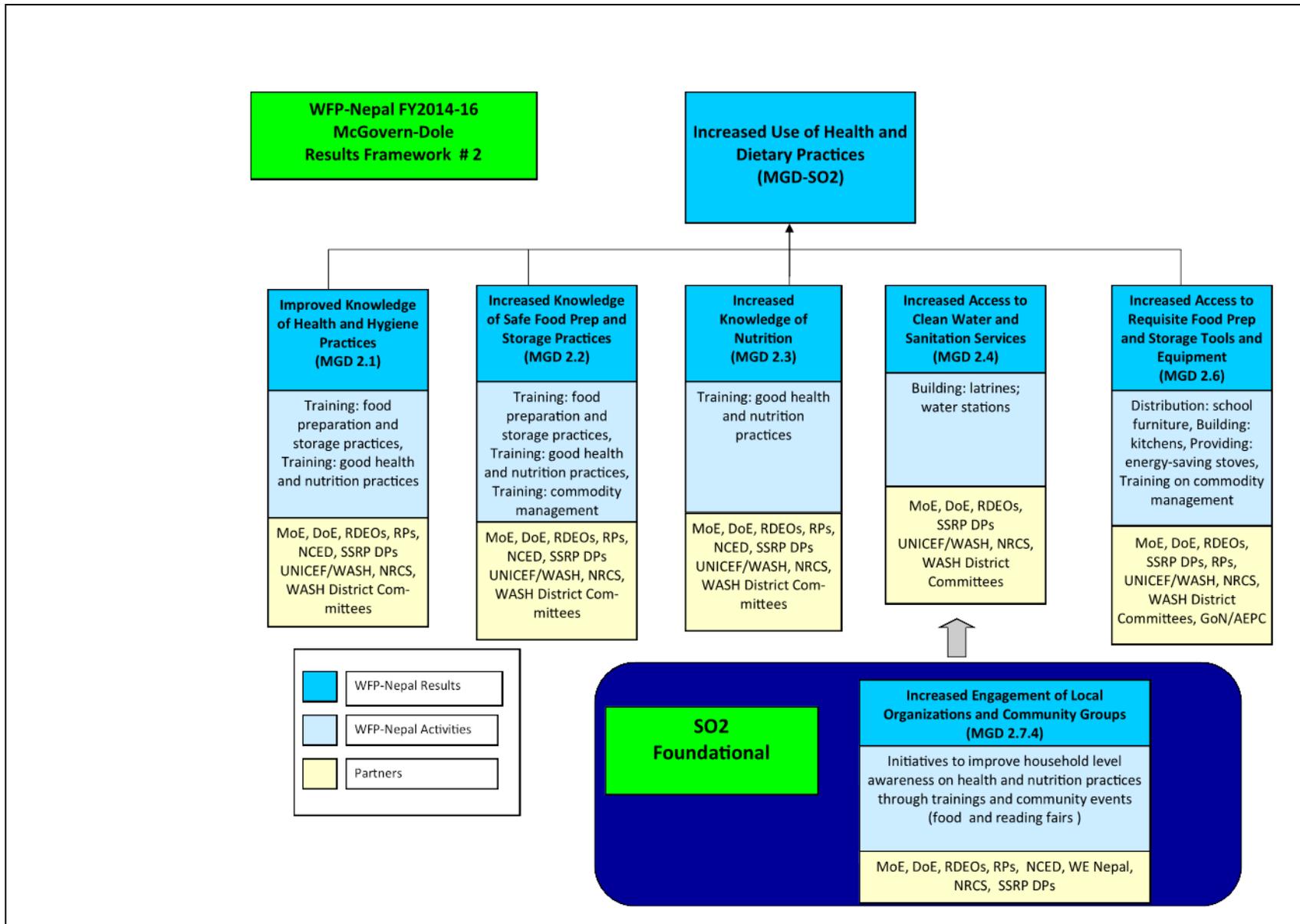
Result Title & Description		Performance Indicator	Performance Indicator Target <sup>31</sup>	Baseline survey (06/2015)	Performance indicator results <sup>32</sup>			
					10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016
	community groups	Number of events organised at the community level that focus on the importance of health, nutrition and education	60		2	2	651	1,935
		Number of Parent-Teacher Associations (PTAs) or similar "school" governance structures supported as a result of USDA assistance	1,800		0	63	24,605	768
<b>Comment</b>	<i>The proposal's indicator for this target was "number of SMCs [School Management Committees] contributing to their schools as a result of USDA assistance". The USDA Modification I Letter and WFP six-monthly reports presented the two indicators shown above. The 2015 baseline survey estimated that 86% of SMCs had met at least four times over the last year (Kimetrica, 2016: 19).</i>							
<b>MGD SO2</b>	Increased Use of Health and Dietary Practices	Percent of school-age children receiving a minimum acceptable diet (male)	50%			4.6%	4.6%	-
		Percent of school-age children receiving a minimum acceptable diet (female)	50%			4.6%	4.6%	-
		<b>2015 baseline survey indicator:</b> Average dietary diversity score of school aged children (both male and female)		4.6				
<b>Comment</b>	<i>WFP's proposal to MGD showed a single target of 575,460 "total individuals directly benefiting from USDA-funded interventions". The rationale for using this to reflect increased use of health and dietary practices is unclear. The USDA Modification I Letter and WFP six-monthly reports changed the indicator to the percentage of school-age children receiving a minimum acceptable diet, with a target of 50% for boys and 50% for girls. Following the baseline survey's assessment of a mean dietary diversity score of 4.6 (out of a total of 10), WFP progress reports have been repeating this number, but as a percentage. The most recent report acknowledges that no assessment was done and presents no data on the indicator.</i>							
<b>MGD 2.1</b>	Improved knowledge of health and hygiene	Percentage of parents in target communities who can identify at least three important health/hygiene practices. See below.						<b>12/2016</b>
								83%
<b>Comment</b>	<i>The WFP proposal to MGD proposed an indicator (referring to Feed the Future 5) of "number of people (parents) trained in child health and nutrition as a result of USDA assistance". The 2015 baseline survey proposed two indicators: "percentage of parents in target communities who can identify at least three important health/hygiene practices" (baseline score was 80%); and "percentage of students and parents in target communities who can identify at least one local source of information on good health practices" (baseline score was 100%). The USDA Modification I Letter and WFP six-monthly reports have not referred to this target at all, but the December 2016 outcome survey did report on the percentage of parents who can identify at least three important health/hygiene practices. See Table 44, Annex H for further detail.</i>							
<b>MGD 2.2</b>	Increased knowledge of Safe Food Preparation and Storage Practices	Percent of food preparers at target schools who achieve a passing score of a test of safe food preparation and storage	80%	≥60% score: 73%		20%	20%	-
								<b>12/2016</b>
								76%
<b>Comment</b>	<i>The most recent six-monthly report says that "baseline figures still stand since the midline evaluation hasn't been completed yet". Data for 12/2016 come from the WFP outcome survey carried out then. See Table 45, Annex H for further detail.</i>							

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Result Title & Description		Performance Indicator	Performance Indicator Target <sup>31</sup>	Baseline survey (06/2015)	Performance indicator results <sup>32</sup>			
					10/2014-03/2015	04/2015-09/2015	10/2015-03/2016	04/2016-09/2016
<b>MGD 2.3</b>	Increased knowledge on nutrition	<b>FTF5</b> Number of people (parents & teachers) trained in child health and nutrition as a result of USDA assistance (female)	3,600		0	0	244	3,083
		<b>FTF5</b> Number of people (parents & teachers) trained in child health and nutrition as a result of USDA assistance (male)			0	0		3,877
<b>Comment</b>	<i>WFP's proposal to MGD stated the target (referring to FTF 5) as "Number of people (parents and teachers) trained in child health and nutrition as a result of USDA assistance". The USDA Modification I Letter and WFP six-monthly reports revised this to "number of individuals trained in child health and nutrition as a result of USDA assistance", with a target of 1,647 for females and 1,953 for males.</i>							
<b>MGD 2.4</b>	Increased Access to Clean Water and Sanitation Services	Number of schools using an improved water source	60	35	29	25	0	19
		Number of schools with improved sanitary facilities	60	35	35	-	0	12
<b>Comment</b>	<i>The WFP proposal to MGD showed an indicator of "average ratio of latrines to students at target schools", with a target of 20:1 for girls and 25:1 for boys. The USDA Modification I Letter and WFP six-monthly reports revised the indicator and targets to those shown above. See also Table 46 and Table 47, Annex H on percentages of schools with toilet facilities for students and of schools with a source of drinking water at or near school – which are differently worded indicators.</i>							
<b>MGD 2.5</b>	Increased Access to Preventative Health Intervention	Number of target schools that have at least a one month supply of soap (hand and dish soap)	60					
<b>Comment</b>	<i>This target and indicator were shown in MGD's proposal to WFP but were not subsequently used.</i>							
<b>MGD 2.6</b>	Increased Access to Requisite Food Preparation and Storage Tools and Equipment	Number of target schools with improved food prep and storage equipment	540	180		180	1,800	0
<b>Comment</b>	<i>The WFP proposal defined the indicator as "percentage of target schools with improved food preparation and storage equipment", with a target of 100%. The USDA Modification I Letter and WFP six-monthly reports changed this to "number of target schools with improved food preparation and storage equipment", with a target of 540. The six-monthly reports appear to be treating this as the number of schools provided with this equipment in each reporting period, rather than a cumulative total – which would correspond better with the final target. The figure of 1,800 for October 2015 – March 2016 was probably a typing error.</i>							
<b>MGD 2.7.4</b>	Increased Engagement of Local Organizations and Community Groups	Number of public outreach events organized by community groups that focus on improved household level health practices	60		2	2	651	1,935
<b>Comment</b>	<i>This objective is worded the same as MGD 1.4.4 above, and the corresponding scores for the second target of MGD 1.4.4 are shown here.</i>							

Figure 2 The original results framework





**WFP-Nepal FY2014-16  
McGovern-Dole  
Results Framework # 1**

**SO1 Foundational Results**

<b>Increased Capacity of Government Institutions (MGD 1.4.1)</b>	<b>Improved Policy and Regulatory Framework (MGD 1.4.2)</b>	<b>Increased Government Support (MGD 1.4.3)</b>	<b>Increased Engagement of Local Organizations and Community Groups (MGD 1.4.4)</b>
<p>Regional visits for GoN education officials</p> <p>Strengthening of the MoE’s ability to use to the electronic Standard Project Report System (eSPR)</p>	<p>Develop implementation guidelines for Nepal’s national school feeding strategy</p> <p>Development of weekly school lunch menus for 5 different regions containing recipes to provide nutritious meals for school-age children</p>	<p>Assist the MoE and MoF in developing annual funding strategies for the NSFP including public-private partnerships and innovative government partnerships</p>	<p>Targeted events to increase community awareness and engagement on the importance of education</p>
<p>MoE, DoE, RDEOs, RPs, SSRP DPs</p>	<p>MoE, DoE, RDEOs, RPs, NCED, SSRP DPs</p>	<p>MoE, MoF, SSRP DPs</p>	<p>MoE, DoE, RDEOs, RPs, NCED, WE Nepal, NRCS, SSRP DPs</p>

■	WFP-Nepal Results
■	WFP-Nepal Activities
■	Partners

## Annex E Gender dimensions

### Status of gender in Nepal

1. Despite clear improvements, gender related inequalities remain. The 2015 Global Gender Gap Index - which measures the relative gaps between women and men across four key areas (health, education, economy and politics) - found that Nepal had achieved remarkable improvements between 2006 and 2015 in reducing the gender gap across all four areas. In addition, Nepal ranked as the second-most improved country in the world on educational attainment (World Economic Forum, 2015). However, the 2015 Human Development Report for Nepal reports that less than one fifth of adult women have reached at least a secondary level of education (17.7% of women compared to 38.2 percent for men). For every 100,000 live births, 190 women die from pregnancy related causes; while the adolescent birth rate is 73.7 births per 1,000 women of ages 15-19. Female participation in the labour market is 79.9 percent compared to 87.1 for men (UNDP, 2015a).

2. The Government of Nepal has made formal commitments towards gender equality. Efforts have been made to mainstream gender in national planning processes, incorporate gender issues in development programmes, and adopt gender responsive budgeting. Gender analysis and audits exist in some Ministries, and women's participation is mandatory in local development planning. In the Ministry of Finance, a gender responsive budget committee is looking into gender issues in development programmes, budgets and implementation. While a legal, political and institutional framework for gender equality is in place, implementation is often weak due to a lack of financial and human resources, and even where there are designated gender focal points within government entities, there is often no institutionalised linkage between their gender mandate and the main work of the concerned organization (Energia, 2015).

3. Government efforts to address gender inequalities have been implemented successfully in the education sector. The first SWAP for the education sector was designed to support Nepal's Education for All (EFA) Project, 2004-2009, and included a specific focus on gender mainstreaming and targeted measures for girls. The activities aimed at increasing the number of girls (from marginal groups in particular) and female teachers in schools, having more women in school committees, and integrating gender issues in curricula and in teacher training. Gender issues are also addressed in social mobilisation campaigns with civil society organisations. Prior to each academic year, the national campaign "Welcome to School" encourages girls and children from marginalised groups to enrol. Targeted measures to attract more girls included installation of separate toilet facilities for girls and boys. These activities are being further strengthened under the School Sector Reform Programme. By 2010, gender parity was achieved in primary education, while the enrolment of girls has increased substantially and the proportion of girls out of school decreased substantially between 2003 and 2010 (from 22 percent to 6 percent). During that same period the enrolment of boys stabilised or decreased slightly, although this might stem from already high rates of enrolment (World Bank, 2015). Recent UNICEF data report that the net attendance ratio for primary school boys is estimated at 96.2 percent by 2012 and of girls at 91.4 percent.<sup>35</sup> The July 2016 World Bank progress report on the School Sector

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<sup>35</sup> See [http://www.unicef.org/infobycountry/nepal\\_nepal\\_statistics.html#117](http://www.unicef.org/infobycountry/nepal_nepal_statistics.html#117)

Reform Program highlights that gender parity in the net enrolment rate has been achieved for all primary, basic and secondary (grades 9-12) education (World Bank, 2016b).

### **WFP corporate gender policy**

4. WFP's 2009 Gender Policy (WFP, 2009b) was in force for the majority of the evaluation review period. This policy sought to mainstream gender into WFP operations through the 2010–2011 Gender Policy Corporate Action Plan (WFP, 2009a) which specified commitment to gender across four dimensions: capacity development; accountability; partnerships, advocacy and research; and operational mainstreaming. While the Gender Policy of 2009 attempted to denote a shift from “commitments to women” to a more comprehensive understanding of gender with an examination of the interacting roles of both men and women, the subsequent Gender Policy Evaluation (WFP, 2014i) found that it failed to develop a clear, comprehensive and shared understanding of what gender means within WFP. It found that gender integration in WFP programmes had largely been a bottom-up, country-led process, rather than one influenced by a clear organisation-wide vision. While it found evidence of progress in identifying gender-based needs and priorities in many programme areas, including nutrition, it noted less evidence of WFP contributing to transformative changes in gender relations. Although it found some good examples of gender-sensitive programming, it also found that capacity development of WFP staff in gender had been inadequate and there was no shared definition of what gender means for WFP; there was still a strong focus on enhancing women's engagement in programmes or specifically targeting women, so that while it found strong evidence of increased inclusion of women and girls, this “results mainly from a vulnerability rather than a gender lens”.

5. WFP's latest Gender Policy 2015–2020 (WFP, 2015a) was adopted towards the end of the review period. The new policy addresses previous weaknesses by reinforcing a gender, rather than women-focused, approach, to establish four objectives: adapt food assistance to the different needs of men and women, pursue equal participation, empower women and girls in decision-making regarding their food security and nutrition and ensure the protection of men and women.

6. Both WFP's Strategic Plans, 2008–2013 (WFP, 2008) and 2014–2017 (WFP, 2013e) also include clear commitments to gender equality. At regional level, an Asia-Pacific Gender Implementation Strategy (WFP, 2016j) has been developed which outlines the regional strategy to operationalise the new gender policy within the specificities of the Asia-Pacific context. Gender is also mainstreamed in the Nepal UNDAF 2013-2017 (UNDP, 2013).

7. The Asia-Pacific gender implementation strategy outlines WFP's corporate strategy to operationalise the Gender Policy 2015-2020 in the Asia-Pacific region by focusing on six main areas: clarifying the new gender policy and organisational aspirations, developing institutional capacity and confidence, improving information provision and knowledge management, enhancing partnerships, mobilising resources and strengthening the profile of the Gender Results Network (GRN). It also identifies the most prominent gender issues in the region and priority actions to mainstream gender in WFP programming, as well as the respective roles of WFP COs, the RBB and HQ.

## **WFP Nepal approach to gender**

8. The Nepal CP document reflects the fact that women are particularly disadvantaged in Nepal, considering that the gender inequality index ranks Nepal 113th of 187 countries and that only 45 percent of women are literate. The document also includes some gender analysis related to enrolment, drop out and retention and repeat rates of boys and girls in pre-primary school and primary school.<sup>36</sup> The document also considered lessons learned from past experiences and specifically noted that WFP had been able to address some of these issues previously – notably by providing incentives of take-home rations for girls through the school feeding programme, which resulted in a reduction of the gender gap. The 2006 WFP global school feeding survey found enrolment had increased by 27.5 percent between 2001 and 2005, whereas WFP CO monitoring data found a further 9 percent increase between 2008 and 2011 in the intervention zones, and an increase of girls' attendance by 27 percent. Given the reduced gender gap and a new national government-funded scholarship programme for girls, WFP's incentive for girls' attendance was therefore discontinued under this CP, but it was anticipated that a one-year graduation plan for the girls' incentive programme would be jointly prepared by WFP and the Government. It was anticipated that this plan would include the provision of technical assistance, as needed. In addition, WFP would continue strengthening government capacity in monitoring, record-keeping and reporting through a web-based electronic standardized project reporting system.

9. To monitor further progress, the performance indicators of the school feeding interventions include a disaggregation by sex of the number of students and pre-school children assisted, the enrolment rate, attendance rate, the numbers of school days attended by girls and boys, and the survival rate (which reflects the proportion of children completing grade 8, of those who enrolled in grade 1).

10. The MGD programme design document refers to these earlier achievements and reiterates how the previous MGD-funded Girls Incentive Programme had successfully addressed gender inequality through the provision of a monthly take home ration for girls. This resulted in gender parity in the programme area and increased capacity to monitor these results by the Government. Anticipated activities under the upcoming MGD will further build on these interventions and continue to support the five key objectives of the SSRP to promote long-lasting improvements in the education sector, using the Government's SSRP as the coordinating framework. Gender considerations included targeting criteria. The design document proposes to continue working in districts which have high gender and social gaps in enrolment and poor retention of girls in schools, besides high levels of food insecurity, malnutrition and educational problems. Additional gender sensitive interventions will be implemented such as the rehabilitation and construction of latrines for boys and girls in 60 schools in four districts (Bajhang, Baitadi, Doti and Dadeldhura) and related WASH trainings. To measure results, the MGD programme's results

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<sup>36</sup> The enrolment rate for basic education has increased to 87 percent, with a ratio of 99 girls for every 100 boys, but access to quality education remains a challenge: 30 percent of children drop out before completing grade 8, 21 percent repeat grade 1 and 6 percent repeat grade 8. Disadvantaged and minority groups traditionally attain low educational levels; among Dalits, enrolment rates are only 22 percent at the primary level, 15 percent at lower secondary, 11 percent at secondary, and 7 percent at higher secondary. Pre-primary schooling enhances child development and the efficiency of basic education, but only 54 percent of children in grade 1 have attended pre-primary school.

framework was designed to measure access using net enrolment rates by gender. Some performance indicators are also disaggregated by gender.<sup>37</sup>

11. Whereas the results framework of the MGD design document does not require gender disaggregated data for all its indicators, this was introduced as part of the baseline and the Results Indicators Monitoring Report. Monitoring includes a more gender sensitive focus considering that these documents provide disaggregated data for some additional indicators as well, such as the number of female social assistance beneficiaries participating in productive safety nets as a result of USDA assistance and the number of men and women who have received training on child health and nutrition. The baseline survey also indicated that gender disparities were not significant for most of the WFP school performance indicators, though girls have lower access to toilet facilities than boys. It also showed that more girls were enrolled than boys with a gender ratio of  $1.18 \pm 0.04$  SE (118 girls for every 100 boys enrolled) (Kimetrica, 2016).

### **Gender issues and approach for this evaluation**

12. The TOR for this evaluation require that GEEW should be mainstreamed throughout. The evaluation matrix at Annex G responds to this requirement. It acknowledges the necessity of checking on the programme's coherence with national policy on gender (EQ 1). EQ 5 asks whether the operation's strategies were based on a sound gender analysis that considered the distinct needs and participation of boys and girls (and as appropriate within the context of the school meals programme, women and men), and whether they have continued on that basis. Answers to EQs 6 and 7 on the attainment of outputs and outcomes will be disaggregated by sex. EQ 8 asks how adequately the operation has addressed gender equality and protection issues. EQ 20 asks whether the operation has made any difference to gender relations at any level thus far, and whether any such change likely to be sustained after the programme is completed. Throughout its analysis, the ET looked at gender issues affecting boys and men, in the gendered context of ethnicity and livelihoods – for example social and household decision-making about boys' school attendance. In the course of these enquiries, the ET also explored the quality of women's involvement in local school feeding management and support committees; the continuing challenge of early marriage of girls, typically terminating their education; the effect of girls' burden of household labour on their regular attendance at school; the problems older girls face in reaching often remote secondary schools; and the status of women teachers, many of whom do not have permanent posts.

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<sup>37</sup> This includes the proportion of students (girls/boys) who, by the end of grade 1 and grade 3, demonstrate reading comprehension equivalent to their grade level as defined by national standards at USDA supported schools; Percent of students (girls/boys) regularly (80%) attending USDA supported schools; Number of target schools that have separate latrines for boys and girls; Percentage increase in girls, boys enrolled in school as a result of USDA assistance; Average ratio of latrines to students at target schools (disaggregate by male/female; Number of mid-day meals provided (boys and girls) ; Number of school-age children (boys/girls) receiving mid-day meals).

## **Annex F Methodology**

### **General approach**

1. This MTE's methodology adopted responds as closely as possible to the requirements of the TOR and also takes account of USDA guidance in respect of MTEs ("Interim Evaluations" in the terminology of the USDA M&E guidelines: USDA, 2013: 11). The Mokoro proposal did take issue with one proposed element of the TOR, which suggested that the MTE should replicate the methodology of the baseline survey. Mokoro argued, and WFP accepted, that this was not the best use of MTE effort: "The MTE has different and additional purposes compared with the baseline assessment, including the need to look at foundational results, capacity development and so forth, which, for the most part, the baseline study did not address; its main focus was on school and household indicators, not system ('foundational') indicators" (Mokoro, 2016a: 11). The MTE has thus sought to base empirical statements of performance against targets on existing monitoring data, while seeking and triangulating information, analysis and opinions from as many other sources as possible in order to offer a strategic assessment of the operation's overall progress towards its objectives. This more strategic approach to the MTE aims particularly to lead to conclusions and recommendations about the most sustainable ways forward for future WFP engagement in, and future USDA support for, school feeding in Nepal.

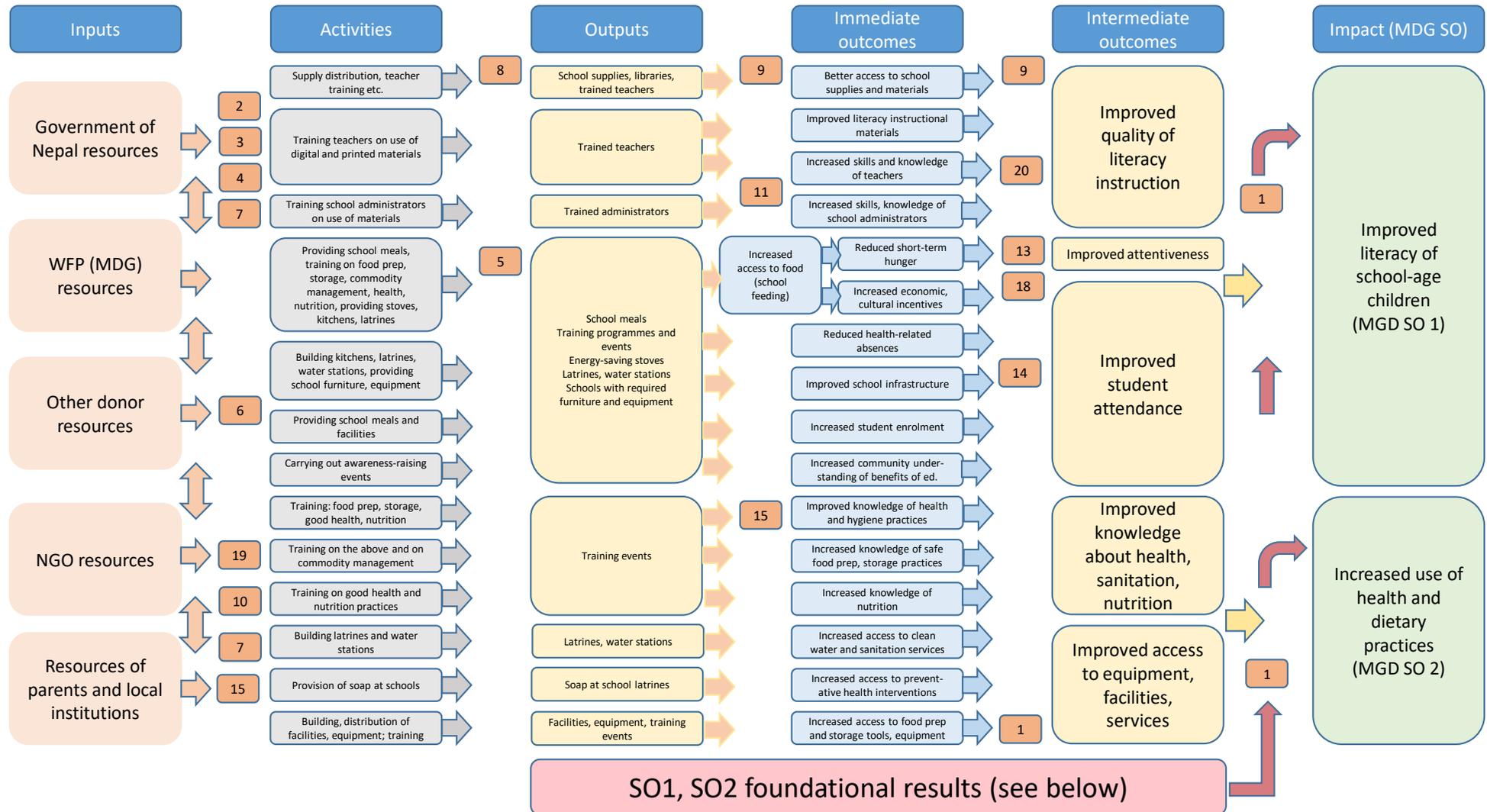
2. As envisaged in the TOR, the evaluation has adopted a mixed-methods approach (section 1.4 above), in a complementary combination of desk review and analysis of documents and data with semi-structured interviews and focus groups and observation during field visits. In principle, a contribution analysis approach would be relevant for a complex intervention where the MGD operation seeks to contribute to broad outcomes which depend also on other actors and interventions. However, this was not practical (a) because it is very early in the course of the intervention to assess the wider outcomes to which it may have contributed, and (b) because of limitations in the quality of performance data, as discussed in Annex D.

### **Theory of change**

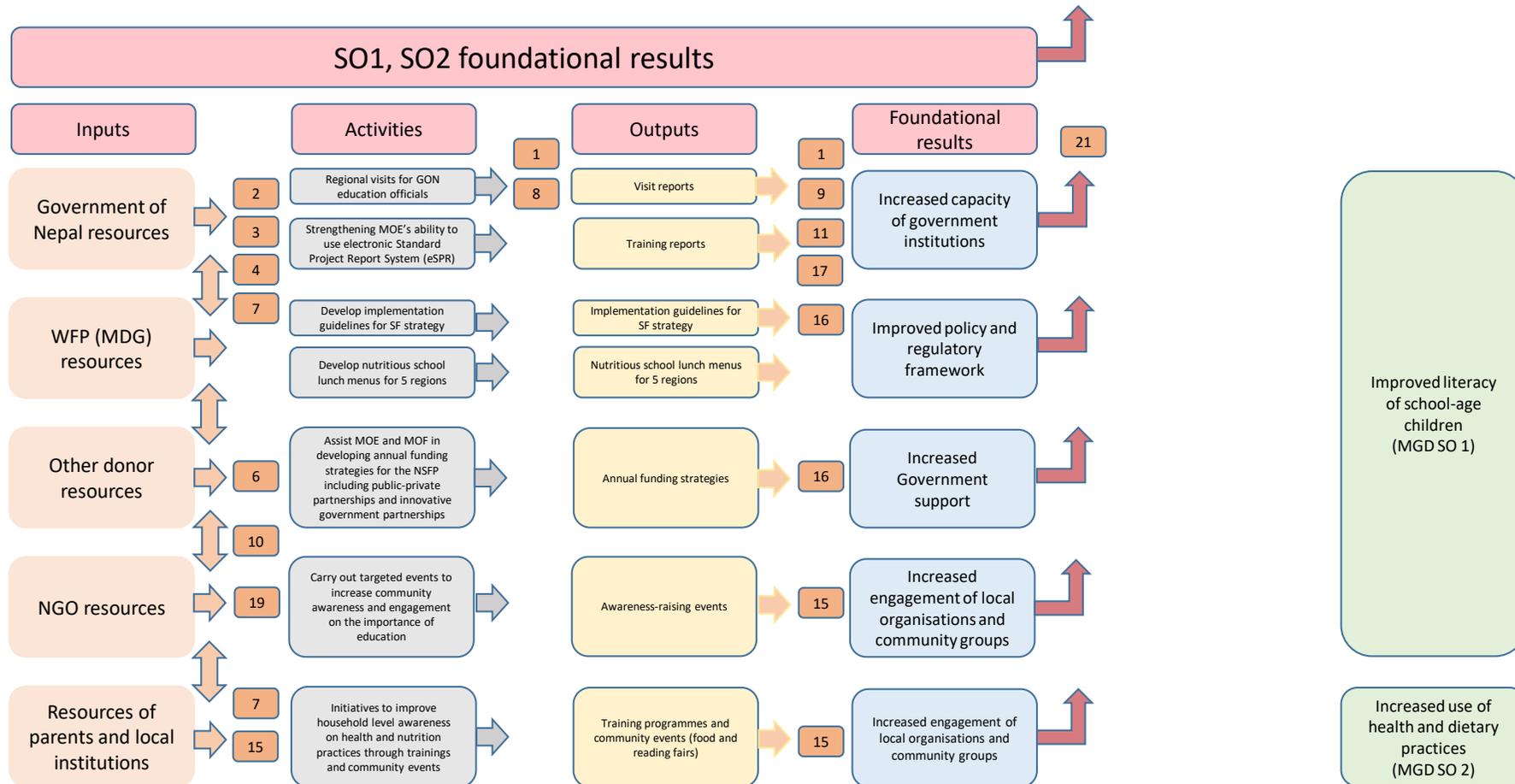
3. At the heart of the approach is an analysis of the theory of change underlying the design of the MGD programme. The principal purpose of this approach is to analyse the understanding of causality implied in programme design and, by identifying the assumptions underlying that understanding, to determine key factors or issues likely to explain the degree to which the programme is achieving (or likely to achieve) its objectives. Particularly through the assumptions identified in the ToC analysis, the ToC directly informs the full evaluation matrix presented in Table 33, Annex G. The listing of assumptions in ¶9 below includes cross references showing which EQ tests which assumption(s). The MTE found that some assumptions were misplaced or inaccurate, and that some assumptions about causality are proving correct, underscoring appropriate design.

4. It is immediately clear from the results framework that this Nepal SF programme has a broad remit. It is not concerned only with delivering meals to children at school. It works towards two overarching SOs, concerned with literacy and with health and dietary practices respectively, and requires WFP to undertake or coordinate activities in a variety of sectors and specialisms, ranging from government policy and funding strategies to the provision of water, sanitation, hygiene and education infrastructure.

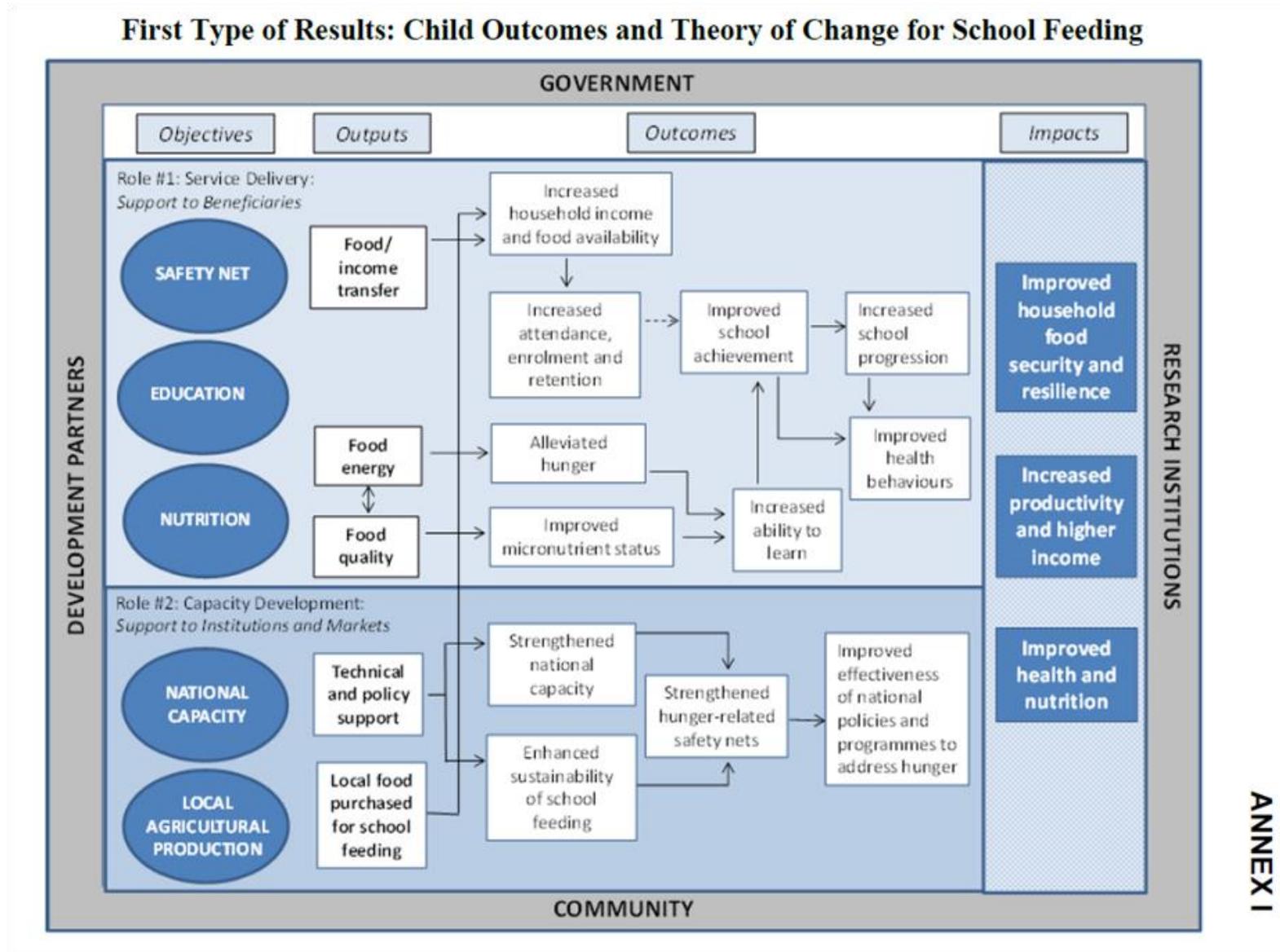
**Figure 3 Nepal school feeding programme theory of change (1)**



**Figure 4 Nepal school feeding programme theory of change (2)**



**Figure 5 Theory of change for school feeding (WFP School Feeding Policy, 2013)**



5. When inferring the ToC for a programme whose design did not explicitly specify one, evaluators pay particular attention to the assumptions that were (explicitly or implicitly) made in developing the intended causal sequence from inputs to impact. In doing so, they often identify conditions in the programme's broader policy, institutional, economic and social contexts that must be satisfied for the proposed results framework to be viable. The MGD programme, however, is explicitly framed in, and seeks to address, at least some of these broader contextual factors. For each of the SOs towards which the Nepal SF programme is intended to work, 'foundational results' (FRs) are specified, and activities planned to ensure that those results are achieved. Thus, it can be seen in Figure 2 in Annex D above that four FRs are identified in support of 'improved literacy of school-age children', and one for 'increased use of health and dietary practices'. For both sets of FRs, activities are proposed to ensure that the FRs are achieved and some key aspects of the broader context of the SF programme are adequately addressed. If this had not been done, our inferred ToC would mention many of these contextual issues as assumptions about conditions to be fulfilled for the results framework to be viable. As these FRs are explicitly addressed, we can include them in a larger ToC.

6. In preparing this ToC, we have taken into account WFP's own recent corporate efforts to develop generic ToCs for its different areas of work – one of which (seen in draft) is school feeding. In addition, we have considered the slightly earlier ToC for school feeding that was included in the organisation's revised 2013 school feeding policy (WFP, 2013g, see Figure 5 above). While the approaches differ, there is a basic shared understanding that, in addition to the core tasks around school feeding itself, broader challenges of capacity and institutional development must be addressed. The 2013 school feeding policy's ToC thus identifies two roles: "service delivery: support to beneficiaries" and "capacity development: support to institutions and markets".

7. The 2016 corporate draft ToC for school feeding (WFP, 2016a) identifies four pathways, of which the first two are particularly important for our purposes. Pathway 2, "effectiveness and accountability of Government/WFP operations" includes the delivery of school feeding, as well as a range of research and analysis; pathway 1 is concerned with "systems building/strengthening". (Pathway 3 deals with knowledge management; pathway 4 with emergencies.) Meanwhile, as shown above (Figure 2), the MGD results framework includes FRs that are also concerned with capacity and institutional development.

8. The 2016 corporate ToCs show a causal chain from inputs through activities to outputs, immediate outcomes, intermediate outcomes and impact. We have adopted the same format for the Nepal SF format, as it fits reasonably well with the hierarchical structure of the results framework shown in Figure 2. However, that framework does not specify outputs. We have inferred what those would be likely to be, given the specification of activities in the framework. We have renamed the MGD 'strategic objectives' as 'impacts'. Partly for ease of graphic layout, we have made some minor adjustments to the wording used in the results framework, have consolidated some activities into fewer groupings, and have shown the important FR components of the programme on a second page of the diagram. Many details of this ToC diagram could be debated or adjusted; for example, we have shown the FRs feeding in at the top (or right hand) end of the causal chain, between intermediate outcomes and impact. Arrows from the FRs could arguably be inserted too between outputs and immediate outcomes, and between immediate and intermediate

outcomes; since outcomes are unlikely to be fully achieved if the FRs are incomplete. Overall, however, we believe that this ToC usefully reinterprets the results framework and helps to clarify its expectations of causation, and the assumptions that underlie it.

9. Usefully for that purpose, WFP's MGD grant application specified a number of those assumptions (WFP, nd (a): 5). Shown as numbers 2 – 10 below, they mainly identify high-level issues that could either confound or facilitate the progress of the programme. To those nine assumptions we have added a number of others that must hold true if the programme is to achieve its intended efficiency, effectiveness and impact. The full list of assumptions is shown below. The EQs set out in the matrix in Annex G should test how valid these assumptions are. The relevant EQ numbers are shown in brackets after each assumption below.

1. The entire viability of the programme, as its design rightly acknowledged, depends on the assumption that work on the FRs receives sufficient attention and is implemented as thoroughly as the rest of the programme [EQ 6, 7, 9 10].
2. At the time of design, it had to be assumed that there would be a successful outcome to the 2013 election and adoption of a new constitution or continuation of the current interim constitution [EQ 16].
3. Another basic assumption was that there would be continued government support for a national school feeding programme [EQ 16].
4. Viability of the design also depended on the assumption that financial resources would be identified and available for funding of the NSFP [EQ 17].
5. As in many WFP operations an important assumption was that the food pipeline would be stable and the significant logistical challenges of working in the MFWR could be managed [EQ 11, 15].
6. The programme links at many points with the inputs and activities of other donors. It was assumed that these other donors would maintain a strong, cooperative, coordinated presence [EQ 2, 9, 14, 17].
7. At the macro level, programme design assumed that there would be adequate GDP growth, controlled inflation, currency stability and an adequate flow of remittances – all factors affecting beneficiary livelihoods as well as national fiscal health [EQ 15].
8. As ever in Nepal, it had to be assumed that there would be an adequate response to natural disasters [EQ 15].
9. Design assumed that the Government would be willing to strengthen governance at all levels of the NSFP, including tackling the issue of teacher absenteeism [EQ 16].
10. Given the various roles envisaged for the private sector in the programme, the grant application specified its assumption that business would indeed be engaged and supportive [EQ 14, 16].
11. Programme design noted the problems of staff turnover and (re)deployment. The ToC therefore notes the assumption that these

- personnel changes will not be at a level that diminishes the effectiveness of staff and institutional capacity development [EQ 16].
12. Given the importance of health and nutrition objectives for the programme, and the generally difficult sanitation and hygiene situation in many parts of the country, a clear implicit assumption was that sanitation and hygiene initiatives would be implemented sufficiently to prevent the health benefits of SF being diminished by poor sanitation and hygiene at schools [EQ 6].
  13. Much global debate about SF has concerned the causal links between school meals and enhanced academic performance, as well as actual attendance at school. For this programme, an obvious basic assumption was that its causal assumptions about the influence of SF and related measures on student attentiveness are correct in the local context.
  14. Similarly, it was assumed that the programme's causal assumptions about the influence of SF and related measures on student attendance are correct in the local context [EQ 4].
  15. An important assumption in the causal design of the programme is that parents and other local community members are available and willing to perform the roles that the programme envisages for them [EQ 4, 14].
  16. More at the level of the FRs, a basic assumption in this and many other such programmes is that policy, strategies and procedures are not only formulated but also meaningfully implemented [EQ 6, 7].
  17. Corresponding to the programme's design emphasis on upgrading monitoring and reporting systems associated with SF, the ToC notes the assumption that the improved systems are adopted and used efficiently [EQ 7, 9].
  18. The health and nutritional benefits of the programme are dependent in part on the assumption that deworming and other health related services are carried out as envisaged [EQ 16].
  19. With important roles assigned to NGOs in programme design, another notable assumption is that the NGOs in question, and by extension all relevant elements of the Nepal NGO sector, are adequately capacitated and institutionally stable [EQ 16].
  20. It had to be assumed that the various measures taken to upgrade the awareness and competence of teachers in participating schools would lead, as intended, to more consistent teacher attendance [EQ 7].
  21. Design envisaged that, by the end of the programme period, two districts could be handed over for future Government implementation of SF, with sufficient capacity developing to take over more districts soon thereafter. An important assumption is that the programme would indeed be able to achieve this degree of institutional competence and readiness [EQ 10, 18].
  22. More fundamentally, the concepts of handover and sustainability are founded in the assumption that the school feeding approaches developed with MGD support are the same as, or similar to, those that the Government is trying to build. If the two approaches are not compatible, these concepts clearly become problematic [EQ 10, 18].

10. All these assumptions are represented by the small numbered boxes in the ToC diagrams in Figure 3 and Figure 4 above. For reasons of graphical simplicity, they could not all be positioned optimally, and it could well be suggested that some of them could more meaningfully be placed elsewhere. In several cases, one assumption is shown at several places on one or both of the diagrams, indicating the multiple points in the results framework to which it is relevant. Arrows are intended as an approximate representation of causality, but this is only schematic. Arrows from the various ‘input’ boxes on the left show contributions to the programme overall, not just to the activities immediately to the right of each input category. The vertical, two-headed arrows next to the ‘input’ boxes are thus meant to show that resources will be variously pooled and complementary in their assorted contributions to different elements of the programme. There is some overlap between statements of activities and outcomes in the results framework, and we have conflated some of these in the ToC diagrams, making some boxes in those columns larger than others. Overall, there are two sets of activities, outputs, immediate and intermediate outcomes: the first contributes to MGD SO 1, and the second to SO 2. As already mentioned, the inputs shown on the left mostly contribute to both. Similarly, the box at the bottom of the first diagram, and the red arrows leading from it to the two impact boxes, show the various contributions that the FRs are expected to make.

11. The second ToC diagram in Figure 4 is a little simpler, as the results framework only shows one level of FR outcome (and, again, does not specify outputs, which we have inferred from the stated activities). The arrows on the right are intended to show how achievement of these FRs should help to make the outcomes on the first diagram achievable, thus facilitating attainment of the two SOs. The SO boxes are repeated on the second diagram to show that the first four FRs are all linked to SO1, while the fifth FR is meant to contribute to SO 2. Again, the representation of inputs from various sources on the left hand side of the diagram is meant to show that resourcing may be devoted to any or all of the FRs.

12. Overall, this derivation of the Nepal SF programme’s ToC helps to demonstrate the complexity of its interlocked activities and ambitions, and the many assumptions or conditions that would have to be fulfilled in order for it to contribute as intended to the two MGD SOs. (For MTE findings concerning each of the ToC assumptions, see Table 36 in Annex H.)

### **Data collection**

13. This section summarises all the methods and tools used to collect the information and ideas on which the MTE’s findings are based (¶1, page 116 above).

14. **Informant interviews.** Based on the detailed stakeholder analysis included in the inception report (IR: Mokoro, 2016b: 59-62), and with the support of WFP, the evaluation team (ET) drew up a schedule of appointments with informants in the WFP CO and Sub Offices, the Government (Kathmandu and districts), DPs (strategic partners) and IPs. At each interview or group discussion, informants were assured of strict confidentiality. The IR included a series of discussion guides, which it stressed were not questionnaires: just lists of points to assist the ET in seeking the most fruitful areas for discussion and enquiry in the limited time available while ensuring that the full TOR of the MTE were covered (Mokoro, 2016b: 83-94). Table 13 in Annex B below lists the people whom the ET met. Using the template shown in the IR (Mokoro, 2016b: 100), the ET made notes on each discussion. These were

compiled into a confidential compendium on which this report has drawn extensively in quoting ‘informants’ (without revealing the names of sources).

15. **Focus group discussions.** At district and school levels, the ET held focus group discussions (FGDs) with Government, IP and school staff, and with parents, community members and school children. The IR contained discussion guides for these meetings too (Mokoro, 2016b: 93-99).

16. **Site selection.** With the very limited time available for field visits, the ET consulted with the WFP CO about appropriate districts to select, on the basis that it would be able to split into two teams of two that would go to one district in the Far-Western Development Region and one in the Mid-Western Development Region. Bajhang was selected because it offers the fullest range of programme components (**Error! Reference source not found.** on page **Error! Bookmark not defined.** in Annex D). Jajarkot is considered not to be performing strongly, and was selected as being likely to be instructive in terms of efficiency and effectiveness. Within these two districts, time was allocated to meet Government and IP personnel and to go to as many schools as time permitted, which turned out to be three in Bajhang (one only briefly) and two in Jajarkot, where the team was required to travel further on foot (Table 14 and Table 15 in Annex B below). Due to weather problems, some adjustments had to be made to the schedule (§23, Annex B) which actually allowed the Bajhang team to make an opportunistic extra visit to a lower secondary school in Dadeldhura district as well. The main criteria for school selection within the chosen districts were accessibility and the availability of a range of activities in the operation that the ET could observe. Further details on the fieldwork are given in Annex E.

17. **Ethics.** The ET adopted a careful and thorough approach to the ethics of the evaluation, complying with standard 3.2 of the United Nations Evaluation Group (UNEG) Norms and Standards (UNEG, 2016). It complied fully with Government and WFP guidelines on contact with children (UNEG, 2008). While supportive and collegiate in its working relations with WFP, it has taken care to be strictly neutral and unbiased. It requested consent from all interviewees and focus groups before proceeding with discussions, and assured them of full confidentiality (§14 above). The team is confident that, on this basis, informants were frank and accurate in their assessments of programme performance.

## Gender

18. The TOR require that GEEW should be mainstreamed throughout. The evaluation matrix (Table 33, Annex G) responds to this requirement. It acknowledges the necessity of checking on the programme’s coherence with national policy on gender (EQ 1). EQ 5 asks whether the operation’s strategies were based on a sound gender analysis that considered the distinct needs and participation of boys and girls (and as appropriate within the context of the school meals programme, women and men), and whether they have continued on that basis. Answers to EQs 6 and 7 on the attainment of outputs and outcomes will be disaggregated by sex. EQ 8 asks how adequately the operation has addressed gender equality and protection issues. EQ 20 asks whether the operation has made any difference to gender relations at any level thus far, and whether any such change likely to be sustained after the programme is completed.

19. Throughout its analysis, the ET has looked at gender issues affecting boys and men, in the gendered context of ethnicity and livelihoods – for example social and

household decision-making about boys' school attendance. In the course of these enquiries, the ET has also explored the quality of women's involvement in local school feeding management and support committees; the continuing challenge of early marriage of girls, typically terminating their education; the effect of girls' burden of household labour on their regular attendance at school; the problems older girls face in reaching often remote secondary schools; and the status of women teachers, many of whom do not have permanent posts.

20. During school visits, to the extent that the limited time on site allowed, the ET held separate FGDs with women community members, mothers and girl pupils. In facilitating mixed-gender meetings, the team were proactive in seeking the views of women and girls.

### **Limitations and mitigation**

21. **Timing of the MTE in the programme cycle.** A fundamental design and/or scheduling weakness of the MTE was that it took place when USDA had already drawn up its plans for a further phase of MGD support for school feeding in Nepal and invited applications, and when WFP had already submitted its application in response. This weakened the value of analysis and recommendations applying to 2018 and beyond. However, it can be hoped that the Government, WFP and USDA will still be able to consider the MTE's longer-term ideas and potentially incorporate them into adjustments to the next MGD phase and/or enhanced implementation of what may be agreed. (At the time of writing it is not guaranteed that a further grant would be made to WFP rather than a different applicant.)

22. **Validity and reliability of available evidence.** The major challenge for the MTE was to identify clear performance data from the complex and sometimes inconsistent reports available (¶109-112 on pages 32-33 above). Although this report has been able to give a clear and comprehensive strategic analysis of the performance of the operation and the issues arising for the future, it has not been able to give the intended detailed and unambiguous empirical statement of performance towards planned outputs and outcomes. The MTE was also hampered by the fact that the first annual outcome survey (2015) took place at about the same time as the baseline survey, and the second outcome survey (2016) was in the field at the same time as the MTE. The first draft dataset from the second survey reached the ET on 10 January 2017, meaning that incorporation of its findings had to be done at the last minute. Therefore there are concerns as to the reliability, and in some cases the validity, of available data. Findings on EQs where quantitative data are most pertinent are therefore not as strong as for EQs where findings can rely on more qualitative sources, including project and policy documents, interviews and focus groups. The weakness of the evidence on outputs and outcomes is reflected in the scoring in Table 35, Annex H where we provide an assessment of the strength of evidence for the findings against each of the 20 EQs.<sup>38</sup>

23. **Logistical constraints on field work.** The MTE inception report noted that logistical difficulties are always a real possibility for field work in Nepal generally, and the MFWR specifically (Mokoro, 2016b: 17). Winter fog made the planned flight by two of the team members to Dhangadhi on 8 December, necessitating a day's wait in Kathmandu before road travel to Nepalgunj on 9

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<sup>38</sup> Based on a simple scale from 1 to 4: 1 (strong), 2 (more than satisfactory), 3 (indicative, not conclusive), and 4 (weak).

December (Table 12 above). After both teams' visits to MFWR districts, there was uncertainty as to whether fog would prevent flights from Nepalgunj to Kathmandu on 14 December. They eventually hedged their bets, with two people travelling by air (which worked) and two returning by road (which took many times longer). WFP was again flexible and supportive in making the necessary adjusted arrangements.

24. During the inception phase of the MTE, WFP expressed concern that the Nepal mission should be considerably longer than two weeks in order to allow time for the ET to reach the remote areas where the operation is implemented. In practice it is always necessary to balance the effort and expenditure on an evaluation with the level of detail desired or required: a balance that also applies to the operation's current monitoring and reporting. The ET believes that the two week mission was just about adequate for an MTE level of effort, although it would have been proved more adequate if it could have been supported by clearer monitoring data.

### **Quality assurance**

25. WFP has developed a Decentralised Evaluation Quality Assurance System (DEQAS – see WFP, 2016l), informed by the norms and standards for evaluations developed by UNEG. The DEQAS forms a specific set of guidance materials based on WFP's Evaluation Quality Assurance System (EQAS) and its Evaluation Policy. The guide sets out process maps with in-built steps for quality assurance and templates for evaluation products, as well as checklists for feedback on quality for evaluation products. DEQAS has been systematically applied during this evaluation, with relevant guideline documents having been provided to the ET. The ET expects that the DEQAS guidance material and related assessment criteria already provided will apply to this evaluation's products, and will not be amended in the course of this exercise.

26. In addition, Mokoro's internal Quality Support (QS) System has been integrated into the evaluation process in line with the company's commitment to delivering quality products and adherence to the principles of independence, credibility and utility. Both the draft Inception Report and the draft Evaluation Report were reviewed independently by the QS experts (Stephen Lister, the Technical Evaluation Manager, and Muriel Visser) and certified as meeting the DEQAS quality standards before being circulated for further comment. Both experts have deep familiarity with WFP and EQAS, making them well placed to review deliverables and advise on evaluation methodology, as well as to provide technical insights to complement the team's evaluation assessments.

## Annex G Evaluation questions and matrix

1. Table 32 below sets out the evaluation questions specified in the MTE inception report and answered in this evaluation report. The right-hand column shows the evaluation criteria to which each EQ links. The standard OECD DAC evaluation criteria are relevance, effectiveness, efficiency, sustainability and impact, for which we use the following definitions.

<i>Relevance</i>	<i>The extent to which the objectives of an intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.</i>
<i>Effectiveness</i>	<i>The extent to which the intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.</i>
<i>Efficiency</i>	<i>A measure of how economically resources/inputs (funds, expertise, etc.) are converted to results.</i>
<i>Sustainability</i>	<i>The continuation of benefits from an intervention after major assistance has been completed. The probability of long-term benefits. The resilience to risk of the net benefit flows over time.</i>
<i>Impact</i>	<i>Positive and negative, primary and secondary long-term effects produced by an intervention, directly or indirectly, intended or unintended.</i>

2. As regards “impact” and “results”, the evaluation follows the EQAS preferred usage in which:

- “result” and “effect” are practically synonyms, and results can be at the output, outcome and/or impact levels, while
- “impact” (as above) refers to lasting and significant effects at the goal and outcomes level of the logical framework (results-chain).

3. As regards efficiency and effectiveness the evaluation follows the technical guidance note (WFP, 2013h) which adopts the DAC definition of effectiveness as a measure of the extent to which an aid activity attains its objectives (the relationship between subsequent levels in the logical framework: activities, outputs, outcomes, and impact), and a broad definition of efficiency as a measure of the relationship between inputs and results (outputs, outcomes, and impact).

4. We employ the additional criterion of coherence as follows:

<i>Coherence</i>	<i>The consistency of policy/programme elements with each other (do they complement each other in a positive way?)</i>
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5. This can be applied as internal coherence to the different elements of a school feeding programme, and as external coherence to the consistency of the school feeding programme with other related programmes.

6. Table 33 below is the full evaluation matrix.

**Table 32 Evaluation questions**

<b>Key Question 1: How appropriate is the operation?</b>	<b>Evaluation criteria</b>
EQ1. How coherent are the operation's objectives, targeting and activities with relevant stated national policies and strategies on education, food security and nutrition, including gender?	relevance
EQ2. To what extent have the operation's objectives, targeting and activities sought complementarity with the interventions of relevant government and development partners?	relevance external coherence
EQ3. To what extent were the operation's objectives and targeting coherent at the design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including those on gender), and how far have they and the operation's activities remained coherent with them?	relevance external and internal coherence
EQ4. Were the operation's strategies appropriate to the needs of the food insecure population and community at design stage, and have they remained appropriate?	relevance
EQ5. Were the operation's strategies based on a sound gender analysis that considered the distinct needs and participation of boys and girls (and as appropriate within the context of the school meals programme, women and men), and have they continued on that basis?	relevance
<b>Key Question 2: What are the results of the operation?</b>	
EQ6. To what extent have planned outputs, including capacity development activities, been attained?	efficiency
EQ7. To what extent have planned outcomes been attained?	effectiveness sustainability
EQ8. How adequately has the operation addressed gender equality and protection issues?	effectiveness sustainability
EQ9. How fully are the operation's activities dovetailed with those of other donors and agencies in building GoN capacity to manage and implement school health and nutrition strategy?	external coherence efficiency effectiveness
EQ10. How efficiently has the operation worked with the GoN towards handover, and how likely is the GoN to continue to implement an effective SF programme after WFP has handed over?	efficiency sustainability
<b>Key Question 3: What factors have affected the results?</b>	
EQ11. How significant have internal WFP process, system and logistical factors been in enhancing or impairing the performance of the operation?	efficiency internal coherence
EQ12. How significant have WFP's monitoring and reporting arrangements (including the role of Government/NGO partners' involvement and support to M&E efforts) been in enhancing or impairing the performance of the operation?	efficiency effectiveness
EQ13. How significant have WFP's internal institutional and governance arrangements been in enhancing or impairing the performance of the operation?	efficiency effectiveness
EQ14. How significant have WFP's partnership and coordination arrangements been in enhancing or impairing the performance of the operation?	efficiency effectiveness
EQ15. How significant has the external operating environment, notably the April 2015 earthquake, been in enhancing or impairing the performance of the operation?	effectiveness external coherence
EQ16. How significant has the national political and policy environment been in enhancing or impairing the performance of the operation?	effectiveness external coherence
EQ17. How significant have domestic and external funding factors been in enhancing or impairing the performance of the operation?	efficiency effectiveness sustainability
<b>Key Question 4: To what extent does the intervention's implementation strategy include considerations for sustainability?</b>	
EQ18. To what extent has the operation made explicit efforts to promote sustainable SF after programme termination?	sustainability impact
EQ19. Are the benefits of the operation likely to continue after the programme is completed?	sustainability impact
EQ20. Has the operation made any difference to gender relations thus far, and is that change likely to be sustained after the programme is completed?	effectiveness sustainability impact

**Table 33 Full evaluation matrix**

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<b>Key question 1: How appropriate is the operation?</b>			
EQ 1. How coherent are the operation's objectives, targeting and activities with relevant stated national policies and strategies on education, food security and nutrition, including gender?	<ul style="list-style-type: none"> <li>• Check of alignment of operation's objectives, targeting and activities with those stated/ prioritised in national policies on education, food security and nutrition and gender (including gender elements of sector policies)</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documentation</li> <li>• National policy documentation</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Compare views of GoN, WFP, development partner (DP) and NGO informants</li> </ul>
EQ 2. To what extent have the operation's objectives, targeting and activities sought complementarity with the interventions of relevant government and development partners?	<ul style="list-style-type: none"> <li>• Check of alignment of operation's objectives, targeting and activities with those of GoN and DPs</li> <li>• Assessment of realism of design linkages between operation's FRs and the rest of its results framework</li> </ul>	<ul style="list-style-type: none"> <li>• WFP operation documentation</li> <li>• GoN operation documentation</li> <li>• DP operations documentation</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Compare views of GoN, WFP, DP and NGO informants</li> </ul>
EQ 3. To what extent were the operation's objectives and targeting coherent at design stage with relevant WFP and UN-wide system strategies, policies and normative guidance, and how far have they and the operation's activities remained coherent with them?	<ul style="list-style-type: none"> <li>• Check of alignment of operation's design objectives and targeting (and any subsequent revisions thereof) with corporate WFP and UN strategies, policies and standards: school feeding, resilience, nutrition, gender</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documentation</li> <li>• WFP and UN corporate documentation</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Compare views of informants in WFP, other UN agencies, DPs and INGOs.</li> </ul>
EQ 4. Were the operation's strategies appropriate to the needs of the food insecure population and community at design stage, and have they remained appropriate?	<ul style="list-style-type: none"> <li>• Assessment of needs of target population at design stage, and significant trends</li> <li>• Check of alignment of operation's strategies with those needs, at design and currently</li> </ul>	<ul style="list-style-type: none"> <li>• Analytical data (from baseline survey and other assessments) of needs of girls, boys, women and men in the target population</li> <li>• Expressed views of target population (girls, boys, women and men) as recorded at design stage, since, and during mission field work</li> <li>• Analytical opinions of expert informants (local and national government, (I)NGOs, DPs)</li> </ul>	<ul style="list-style-type: none"> <li>• Compare needs as summarised in formal documentation with those expressed by target group.</li> <li>• Compare needs as interpreted in the design and implementation of the operation with the interpretation of expert analytical informants</li> </ul>

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Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
EQ 5. Were the operation's strategies based on a sound gender analysis that considered the distinct needs and participation of boys and girls (and as appropriate within the context of the school meals programme, women and men), and have they continued on that basis?	<ul style="list-style-type: none"> <li>Analysis of operation's gender strategies and their implementation compared with national, WFP and other relevant policy and strategies</li> </ul>	<ul style="list-style-type: none"> <li>Programme documentation</li> <li>GoN, DP, WFP and UN corporate documentation</li> <li>Opinions of target group on relevant gender issues, as expressed at design, in subsequent consultations and/or during mission field work</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Compare issues as summarised in formal documentation with those expressed by target group.</li> <li>Compare views of GoN, WFP, other UN and DP informants</li> </ul>
<b>Key question 2: What are the results of the operation?</b>			
EQ 6. To what extent have planned outputs, including capacity development activities, been attained?	<ul style="list-style-type: none"> <li>Comparison of most recent output data with baseline and targets</li> </ul>	<ul style="list-style-type: none"> <li>WFP performance data</li> </ul>	<ul style="list-style-type: none"> <li>Cross-check recorded output data with informants in GoN and at schools visited in field</li> </ul>
EQ 7. To what extent have planned outcomes been attained?	<ul style="list-style-type: none"> <li>Comparison of most recent outcome data with baseline and targets</li> <li>Qualitative analysis by GoN, WFP, DP and NGO observers of outcome-level performance</li> </ul>	<ul style="list-style-type: none"> <li>WFP performance data</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Cross-check recorded outcome data with informants in GoN and at schools visited in field</li> </ul>
EQ 8. How adequately has the operation addressed gender equality and protection issues?	<ul style="list-style-type: none"> <li>Analysis of output- and outcome-level performance data compared with design targets</li> <li>Qualitative analysis by GoN, WFP, DP and NGO observers of programme's gender equality and protection performance against WFP and GoN criteria</li> </ul>	<ul style="list-style-type: none"> <li>WFP performance data</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Cross-check recorded performance data with informants in GoN and at schools visited in field</li> <li>Compare WFP perceptions of gender equality and protection performance with those of GoN and DP, NGO informants</li> </ul>

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Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
EQ 9. How fully are the operation's activities dovetailed with those of other donors and agencies in building GoN capacity to manage and implement school health and nutrition strategy?	<ul style="list-style-type: none"> <li>• Analysis of linkages and interactions specified in design and performance documentation of the WFP operation and of other donors' and agencies' activities in school feeding and related sectors – including assessment of causal relationship between progress towards FRs and the other objectives of the results framework</li> <li>• Qualitative analysis by GoN, WFP, DP and NGO observers of degree of formal linkage and of practical interaction</li> </ul>	<ul style="list-style-type: none"> <li>• Programme design and performance documentation</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Compare design with performance</li> <li>• Compare WFP perceptions of dovetailing with those of other informants</li> </ul>
EQ 10. How efficiently has the operation worked with the GoN towards handover, and how likely is the GoN to continue to implement an effective SF programme after WFP has handed over?	<ul style="list-style-type: none"> <li>• Analysis of programme reporting on steps towards handover and sustainability (with reference to five objectives specified in s. 5 of grant application)</li> <li>• Analysis of programme reporting on change in community and parent capacity and attitudes</li> <li>• Qualitative analysis by GoN, WFP, DP and NGO observers of extent and depth of progress towards handover and sustainability</li> </ul>	<ul style="list-style-type: none"> <li>• Programme performance documentation</li> <li>• Interviews</li> <li>• Focus group discussions during mission field work</li> </ul>	<ul style="list-style-type: none"> <li>• Compare views of WFP, GoN and other policy and programme observers</li> <li>• Compare assessment in Kathmandu with that in sample communities and schools</li> </ul>
<b>Key question 3: What factors have affected the results?</b>			
EQ 11. How significant have internal WFP process, system and logistical factors been in enhancing or impairing the performance of the operation?	<ul style="list-style-type: none"> <li>• Assessment of WFP SPRs and other reporting for commentary on internal factors positively or negatively affecting performance: including staffing levels, financial resources, pipeline issues</li> <li>• Qualitative assessment by GoN, WFP and community/school level informants of positive or negative influence of internal WFP factors</li> </ul>	<ul style="list-style-type: none"> <li>• Programme performance documentation and related WFP data</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Compare assessment of factors by WFP CO and field staff</li> <li>• Compare assessment of factors by WFP and GoN staff</li> <li>• Compare assessment of factors by WFP staff and community/school level informants</li> </ul>

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Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
EQ 12. How significant have WFP's monitoring and reporting arrangements been in enhancing or impairing the performance of the operation?	<ul style="list-style-type: none"> <li>• Analyse content, timeliness and external perceptions of monitoring and reporting arrangements</li> <li>• Determine whether monitoring reports are just a procedural statement of performance data or offer any analysis of issues affecting performance</li> </ul>	<ul style="list-style-type: none"> <li>• Programme performance reports and other relevant WFP reporting and data</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Compare assessment by responsible WFP personnel and views of external stakeholders and observers</li> </ul>
EQ 13. How significant have WFP's internal institutional and governance arrangements been in enhancing or impairing the performance of the operation?	<ul style="list-style-type: none"> <li>• Analyse WFP governance and management arrangements pertinent to this operation</li> <li>• Review programme performance reporting for commentary on these issues</li> <li>• Gather and analyse WFP, GoN, DP and NGO views of the significance, if any, of WFP institutional and governance arrangements for this operation</li> </ul>	<ul style="list-style-type: none"> <li>• Programme performance reports and other relevant WFP reporting</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Compare assessment by responsible WFP personnel and views of external stakeholders and observers</li> </ul>
EQ 14. How significant have WFP's partnership and coordination arrangements been in enhancing or impairing the performance of the operation?	<ul style="list-style-type: none"> <li>• Within context of national education sector and school feeding architecture, analyse partnership and coordination arrangements specified at design, and their performance to date – including possible termination or launch of linkages and collaborations, and the capacity in practice of NGOs and other partner agencies</li> <li>• Check on performance of key complementary activities, e.g. deworming programme</li> <li>• Gather and analyse WFP, GoN, DP and NGO views on design quality of partnership and coordination arrangements and their performance to date</li> </ul>	<ul style="list-style-type: none"> <li>• Programme design and performance documentation</li> <li>• Documentation on institutional arrangements in education and school feeding sector</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Compare assessment by responsible WFP personnel and views of external stakeholders and observers</li> </ul>

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Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
EQ 15. How significant has the external operating environment, notably the April 2015 earthquake, been in enhancing or impairing the performance of the operation?	<ul style="list-style-type: none"> <li>• Analyse programme performance and related reporting by WFP</li> <li>• Review other documentation on the earthquake and other significant contextual events, trends and issues (including macro-economic factors and the stance and performance of the private sector) during the review period</li> <li>• Gather and analyse WFP, GoN, DP and NGO views about influence of external environmental factors on performance of the operation</li> </ul>	<ul style="list-style-type: none"> <li>• Programme reporting and other relevant WFP documentation</li> <li>• Reports by GoN and other DPs on the earthquake and other events and trends during the review period</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Compare assessment by responsible WFP personnel and views of external stakeholders and observers</li> </ul>
EQ 16. How significant has the national political, policy and business environment been in enhancing or impairing the performance of the operation?	<ul style="list-style-type: none"> <li>• Analyse programme performance and related reporting by WFP</li> <li>• Review other documentation on key events and trends in the political and policy environment during the review period (including staff and institutional development and management by GoN)</li> <li>• Gather and analyse WFP, GoN, DP and NGO views about influence of these events and trends on performance of the operation</li> </ul>	<ul style="list-style-type: none"> <li>• Programme reporting and other relevant WFP documentation</li> <li>• Reports by GoN and other DPs on relevant political and policy events and trends during the review period</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Compare assessment by responsible GoN and WFP personnel and views of external stakeholders and observers</li> </ul>
EQ 17. How significant have domestic and external funding factors been in enhancing or impairing the performance of the operation?	<ul style="list-style-type: none"> <li>• Compare proposed budget and cash flow for the operation with the pattern of resource receipts to date</li> <li>• Review programme performance reports and other relevant WFP documentation for information on significant enhancements or constraints arising from domestic and external funding issues</li> <li>• Check whether GoN and third party resourcing has been provided as planned, and what the significance of any deviation is</li> </ul>	<ul style="list-style-type: none"> <li>• WFP SPRs and other reporting</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Compare views of WFP staff with those of GoN and DPs to assess consistency of opinions about significance and root causes of domestic and external funding factors</li> </ul>

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Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<b>Key question 4: To what extent does the intervention's implementation strategy include considerations for sustainability?</b>			
EQ 18. To what extent has the operation made explicit efforts to promote sustainable SF after programme termination?	<ul style="list-style-type: none"> <li>• Analysis of programme reporting on steps towards handover and sustainability (with reference to five objectives specified in s. 5 of grant application)</li> <li>• Analysis of stakeholder views: GoN, WFP, DPs, NGOs</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documentation</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Assess views of different stakeholder categories (notably GoN and WFP) for congruence/ divergence</li> </ul>
EQ 19. Are the benefits of the operation likely to continue after the programme is completed?	<ul style="list-style-type: none"> <li>• Qualitative assessment of progress achieved with planned steps towards handover and sustainability and of conditions of receiving environment (GoN resources, institutional capacity, readiness of schools, parents, communities)</li> <li>• Analysis of stakeholder views: GoN, WFP, DPs, NGOs, parents, school and local authorities</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documentation</li> <li>• Documentation on events and trends in education and school feeding sector</li> <li>• Interviews</li> <li>• Focus group discussions during mission field work</li> </ul>	<ul style="list-style-type: none"> <li>• Assess views of different stakeholder categories (notably GoN and WFP) for congruence/ divergence</li> </ul>
EQ 20. Has the operation made any difference to gender relations thus far, and is that change likely to be sustained after the programme is completed?	<ul style="list-style-type: none"> <li>• Qualitative assessment of progress achieved in national policy and performance, and in participating schools</li> <li>• Analysis of stakeholder views: GoN, WFP, DPs, NGOs, parents, school and local authorities</li> </ul>	<ul style="list-style-type: none"> <li>• Programme performance reports</li> <li>• Reports on GEEW in the Nepal education sector and more broadly</li> <li>• Interviews</li> <li>• Focus group discussions during mission field work</li> </ul>	<ul style="list-style-type: none"> <li>• Assess views of women and men in different stakeholder categories (GoN, WFP, DPs, NGOs) and in schools and communities visited during mission field work</li> </ul>

## Annex H Findings, conclusions and recommendations

1. Table 34 below shows the MTE’s recommendations and where the report discusses the issues to which each refers. In some cases, to save space, the recommendation is shown in abbreviated form.

**Table 34 Recommendations and the text that supports them**

Recommendation	Recommendation addressed to:	See main text paragraph number(s)
1. Future MTEs should be scheduled to report before potential further phases of an operation are designed, either by a funding agency calling for proposals or by implementing agencies preparing them.	WFP RB WFP CO USDA	2
2. The next phase of USDA support for school feeding in Nepal should be the last in which foodstuffs internationally procured by external agencies are used. It should be focused on transition by 2021 to a school feeding programme based entirely on locally procured foodstuffs.	WFP RB WFP CO Government USDA	148 159
3. While maintaining a school feeding activity in at least ten districts that is fully integrated in all schools for ECD and all basic education grades with literacy and WASH interventions in order to achieve the MGD SOs, WFP should intensify its strategic dialogue with the Government and DPs in support of further analysis and decision-making about the criteria for selecting specified in-kind and cash modalities. This dialogue should take into account lessons from other countries’ experience and the factors facilitating and impeding each modality, and identify measures to address constraints as appropriate.	WFP CO LEDPG Government of Nepal	146 156 159 160 163
4. WFP should thus support the preparation and approval of a national school feeding policy that spells out the agreed targets, criteria and modalities – including the interface and coordination with related literacy and WASH support.	WFP CO WFP RB LEDPG	146 156
5. WFP and USDA should undertake a detailed assessment, rationalisation and simplification of the performance indicators and targets used for monitoring and reporting of the current phase. The number of indicators should be reduced by at least 50%. The last two WFP six-monthly reports on the current operation should be based on the revised indicators and targets, which should also be used in an endline survey that serves as a baseline for the next phase.	WFP CO WFP RB USDA	145 152 155
6. WFP support for further development of school feeding policy and strategy should advocate closer integration with national social protection frameworks.	WFP CO	146 158
7. A further phase of WFP support for school feeding should align explicitly and proactively with the gender and social inclusion provisions of the SSDP. In particular, WFP should integrate menstrual health management in its WASH programme for Grades 5 to 8 (involving both boys and girls); ensure that women in leadership positions in the FMC have been adequately trained to perform their tasks authoritatively; assess the work burden that its SFP puts on women and take necessary remedial action; and adjust its targeting and/or district-specific efforts periodically in terms of the equity index developed under the Equity Strategy for the School Education Sector.	WFP CO WFP RB	151 153 158
8. WFP and USDA should review the adequacy of the WFP’s current and proposed school feeding rations as compared to international guidelines.	WFP RB WFP CP USDA	46

<b>Recommendation</b>	<b>Recommendation addressed to:</b>	<b>See main text paragraph number(s)</b>
9. WFP should assess what factors might induce behaviour change for nutrition in the MFWR; and consequently review whether the current nutrition and health training materials respond to these factors and needs. This would lead, if applicable, to a shift from ‘education and information’ to ‘changing behaviours’, and enhanced, coordinated behaviour change advocacy by WASH IPs for teachers, SMCs, FMCs, parents and all children in basic education, including a focus on menstrual hygiene management.	WFP CO WFP RB	98 127-128
10. WFP support for the necessary strategic development by the MoE should include advocacy of the merger of the FfEP and school feeding capacity in the DoE, creating a single school feeding agency in the Ministry.	WFP CO	39 100 103 117 142
11. WFP should advocate the closer integration of school feeding, literacy and WASH personnel and programmes in District Education Offices.	WFP CO	103

2. Table 35 presents a summary of MTE findings for each of the evaluation questions; shows where in the main report each EQ is addressed; and indicates the strength of the evidence that the ET has for each finding, based on a simple scale: 1 (strong); 2 (more than satisfactory); 3 (indicative, not conclusive); 4 (weak).

**Table 35 MTE responses to each evaluation question**

Key Question 1: How appropriate is the operation?	Summary of findings	Where addressed	Strength of evidence <sup>39</sup>
EQ1. How coherent are the operation’s objectives, targeting and activities with relevant stated national policies and strategies on education, food security and nutrition, including gender?	The programme is broadly coherent with national policies and strategies, except that it remains dependent on imported commodities while the GoN intends to build its school feeding strategy around local procurement and production.	¶32-38	1
EQ2. To what extent have the operation’s objectives, targeting and activities sought complementarity with the interventions of relevant government and development partners?	WFP has worked constructively with the GoN and the LEDPG to ensure complementarity between the various elements of its MGD SMP and the many other interventions supported by other agencies in these sectors.	¶39-42	1
EQ3. To what extent were the operation’s objectives and targeting coherent at design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including those on gender), and how far have they and the operation’s activities remained coherent with them?	At the design stage and since, the operation’s objectives and targeting have been largely coherent with relevant WFP and United Nations-wide system strategies, policies and normative guidance.	¶43-50	1
EQ4. Were the operation’s strategies appropriate to the needs of the food insecure population and community at design stage, and have they remained appropriate?	The SMP’s strategies were and remain appropriate to the needs of the food insecure population and community.	¶28-30	1
EQ5. Were the operation’s strategies based on a sound gender analysis that considered the distinct needs and participation of boys and girls (and as appropriate within the context of the school meals programme, women and men), and have they continued on that basis?	Programme design and implementation were not optimally aligned with past and current WFP gender policies and criteria. Gender analysis in the design document was partial.	¶51-56	1

<sup>39</sup> See ¶2 above.

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<b>Key Question 2: What are the results of the operation?</b>	<b>Summary of findings</b>	<b>Where addressed</b>	<b>Strength of evidence</b>
EQ6. To what extent have planned outputs, including capacity development activities, been attained?	The core business of providing school meals has been performed satisfactorily, at 85-90 percent of target levels. Overall, capacity development outputs have also been achieved as intended. Infrastructure outputs have fallen behind schedule.	¶Box 2-63	3
EQ7. To what extent have planned outcomes been attained?	There is some evidence that good improvements in literacy are emerging, although it is clouded by uncertainty about the value of baseline data. Reports against the weaker target indicators about improved use of health and dietary practices do not yield a conclusive picture of progress.	¶65-78	3
EQ8. How adequately has the operation addressed gender equality and protection issues?	Programme design was not strongly proactive on gender issues. Reducing gender differentials in enrolment, attendance and retention was not such a significant challenge as the continuing empowerment of women in school management structures and the employment of more women teachers. WFP was gender sensitive in programme implementation and took appropriate protection measures, although protection was not reported to be an important concern for pupils. At policy and management levels in national and local government, WFP missed opportunities to engage more proactively with gender initiatives and focal persons.	¶87-95	1
EQ9. How fully are the operation's activities dovetailed with those of other donors and agencies in building GoN capacity to manage and implement school health and nutrition strategy?	WFP has coordinated its work well with those of other agencies in cognate fields of school health and WASH, but has focused its capacity development efforts at school and community level rather than on GoN. In school feeding itself, its capacity development contribution is diluted by the division of roles between the FfEP, which WFP has helped to build over many years, and the DoE, with which WFP works to explore modalities rather than to build capacity.	¶96-101	1
EQ10. How efficiently has the operation worked with the GoN towards handover, and how likely is the GoN to continue to implement an effective SF programme after WFP has handed over?	The operation has not worked efficiently with the GoN towards handover, and the GoN is highly unlikely to continue the type of school feeding programme that the current operation is delivering – because of its central reliance on externally sourced foodstuffs. In these circumstances, it was not possible for WFP to work efficiently towards handover. Despite these constraints, WFP has worked constructively with the GoN to pilot alternative modalities.	¶102-105	1

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Key Question 3: What factors have affected the results?	Summary of findings	Where addressed	Strength of evidence
EQ11. How significant have internal WFP process, system and logistical factors been in enhancing or impairing the performance of the operation?	WFP systems coped well with the core tasks of the MGD programme. A new and much more complex challenge is to coordinate and ensure quality of the wider range of sectors, partners and activities involved in the current phase of the programme. This is a heavy burden for the CO, and not a practical proposition for the reduced number of field staff.	¶106-108	1
EQ12. How significant have WFP’s monitoring and reporting arrangements (including the role of Government/NGO partners’ involvement and support to M&E efforts) been in enhancing or impairing the performance of the operation?	Monitoring and reporting arrangements have significantly impaired the performance of the operation, and of this MTE.	¶109-112	1
EQ13. How significant have WFP’s internal institutional and governance arrangements been in enhancing or impairing the performance of the operation?	WFP’s institutional, governance, partnership and coordination arrangements have generally enhanced the performance of the operation. Its centralised structure is a legacy of its logistics-focused heritage and of current staff shortages, and means that the insights and experience of field staff cannot be exploited optimally in the strategic direction of the programme.	¶113-114	1
EQ14. How significant have WFP’s partnership and coordination arrangements been in enhancing or impairing the performance of the operation?	WFP has performed well in its implementation partnerships and sectoral collaboration with the GoN and development partners; but the performance of the operation is constrained by the current need to work with two school feeding agencies in the MoE, rather than one.	¶115-117	1
EQ15. How significant has the external operating environment, notably the April 2015 earthquake, been in enhancing or impairing the performance of the operation?	The normal difficulties of the Nepal operating environment were massively intensified by the April 2015 earthquake and aftershocks, which, although their worst effects were not in the MFWR, disrupted the MGD-supported SMP in many ways. Despite the delays and difficulties that were caused, WFP was able to maintain most of the operation, and the core elements of performance were not gravely impaired.	¶118-120	1
EQ16. How significant has the national political and policy environment been in enhancing or impairing the performance of the operation?	Ongoing political controversy around Nepal’s new constitution and the restructuring of local government has not been a major constraint on implementation of WFP’s SMP. The policy environment has been largely conducive to performance, although stronger action on school governance would enhance the prospects of sustainability and stronger commitment is needed on expanding WASH interventions and menstrual hygiene measures through the new upper grades of basic education.	¶121-128	1

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EQ17. How significant have domestic and external funding factors been in enhancing or impairing the performance of the operation?	WFP's SMP has not been impaired by any limitations on the agreed MGD funding for the operation; indeed, this is the only adequately funded component of the Nepal CP, which means that any intentions of integrating it with other CP interventions could not be fulfilled. While GoN funding for school feeding has been increasing, it remains inadequate for implementation of the integrated approach – which all stakeholders agree is preferable – in all the districts that need it.	¶129-131	1
<b>Key Question 4: To what extent does the intervention's implementation strategy include considerations for sustainability?</b>	<b>Summary of findings</b>	<b>Where addressed</b>	<b>Strength of evidence</b>
EQ18. To what extent has the operation made explicit efforts to promote sustainable SF after programme termination?	Constrained as it is to work mainly with a modality that all agree is unsustainable, WFP has nevertheless made explicit efforts to promote more sustainable approaches through its collaboration with the DoE in exploring enhanced approaches within the cash-based modality.	¶10-138	1
EQ19. Are the benefits of the operation likely to continue after the programme is completed?	Some of the benefits of the operation are likely to continue after the programme is completed – whenever that may be. Those benefits will be manifest in the healthier growth, better educational performance and stronger livelihood prospects of beneficiary school children; in greater awareness of appropriate school feeding and complementary strategies and institutional arrangements at community, district and national levels; and in a stronger commitment to reinforcing Nepal's future through a national school feeding programme that is integrated with complementary literacy, WASH and nutritional interventions in and around the school environment.	¶139-143	3
EQ20. Has the operation made any difference to gender relations thus far, and is that change likely to be sustained after the programme is completed?	The operation has made incremental contributions to positive changes in gender relations, rather than any major difference. But those incremental changes, like progress towards GEEW in many cultures, are unlikely to be reversed; they are part of national social trends in Nepal, and are likely to be sustained after the programme is completed.	¶144	3

3. Table 36 summarises the MTE's findings with regard to the theory of change posited for the operation in the inception report (see Annex F and Figure 3 and Figure 4 above).

**Table 36 Findings on theory of change assumptions**

Assumption	Relevant EQs	MTE Findings
1. The entire viability of the programme, as its design rightly acknowledged, depends on the assumption that work on the FRs [foundational results] receives sufficient attention and is implemented as thoroughly as the rest of the programme.	6, 7, 9 10	The assumption has largely been verified, although experience to date has also shown the major capacity gap that the GoN still needs to fill, especially at district level. Although officially reluctant to set out a formal school feeding policy, the GoN has engaged constructively with WFP (and vice versa) in developing approaches and systems, and is willing to increase its support for school feeding within realistic budgetary limits.
2. At the time of design, it had to be assumed that there would be a successful outcome to the 2013 election and adoption of a new constitution or continuation of the current interim constitution.	16	It is not for this MTE to judge how “successful” the outcome of the 2013 election was. National and local politics, although not fully stable, have not significantly affected the performance of the operation.
3. Another basic assumption was that there would be continued government support for a national school feeding programme.	16	The GoN has provided continued support.
4. Viability of the design also depended on the assumption that financial resources would be identified and available for funding of the NSFP.	17	While GoN funding for school feeding has been increasing, it remains inadequate for implementation of the integrated approach – which all stakeholders agree is preferable – in all the districts that need it.
5. As in many WFP operations an important assumption was that the food pipeline would be stable and the significant logistical challenges of working in the MFWR could be managed.	11, 15	The food pipeline was not fully stable, but disruptions to supply in early 2015 were competently managed, as were the general logistical challenges of the MFWR.
6. The programme links at many points with the inputs and activities of other donors. It was assumed that these other donors would maintain a strong, cooperative, coordinated presence.	2, 9, 14, 17	Through the LEDPG, the necessary coordination and collaboration were achieved.
7. At the macro level, programme design assumed that there would be adequate GDP growth, controlled inflation, currency stability and an adequate flow of remittances – all factors affecting beneficiary livelihoods as well as national fiscal health.	15	The 2015 earthquake exacerbated inflation, but other economic factors did not constrain the performance of the operation.
8. As ever in Nepal, it had to be assumed that there would be an adequate response to natural disasters.	15	Nepal and the international community responded resiliently and resourcefully to the 2015 earthquake. Although not centred in the MFWR, this event did delay and disrupt various aspects of WFP SFP implementation.
9. Design assumed that the GoN would be willing to strengthen governance at all levels of the NSFP, including tackling the issue of teacher absenteeism.	16	There is insufficient evidence of strong action on governance issues in the NSFP.

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<b>Assumption</b>	<b>Relevant EQs</b>	<b>MTE Findings</b>
10. Given the various roles envisaged for the private sector in the programme, the grant application specified its assumption that business would indeed be engaged and supportive.	14, 16	Private sector operators have played conventional logistical roles, but there has been no significant innovation or expansion in their contributions to the WFP SFP.
11. Programme design noted the problems of staff turnover and (re)deployment. The ToC therefore notes the assumption that these personnel changes will not be at a level that diminishes the effectiveness of staff and institutional capacity development.	16	These problems remain a significant constraint on the development of capacity for school feeding in Nepal. They are compounded by the incorrect assumption that capacity is only developed once, when in fact institutional maintenance is a continuous necessity.
12. Given the importance of health and nutrition objectives for the programme, and the generally difficult sanitation and hygiene situation in many parts of the country, a clear implicit assumption was that sanitation and hygiene initiatives would be implemented sufficiently to prevent the health benefits of SF being diminished by poor sanitation and hygiene at schools.	6	This assumption has not been proved fully correct. While WASH software activities have been implemented at scale across the ten districts, school infrastructure was planned only on a small scale and has fallen behind schedule. Furthermore, inadequate attention to menstrual hygiene makes it harder for girls to benefit fully from school feeding.
13. Much global debate about SF has concerned the causal links between school meals and enhanced academic performance, as well as actual attendance at school. For this programme, an obvious basic assumption was that its causal assumptions about the influence of SF and related measures on student attentiveness are correct in the local context.	7	There are not yet enough clear outcome monitoring data to test this assumption.
14. Similarly, it was assumed that the programme's causal assumptions about the influence of SF and related measures on student attendance are correct in the local context.	4	Monitoring data show a decline in attendance, calling this assumption into question.
15. An important assumption in the causal design of the programme is that parents and other local community members are available and willing to perform the roles that the programme envisages for them.	4, 14	Experience to date suggests that this assumption is broadly true, although the effectiveness of community members in their support for school feeding would be enhanced by stronger engagement and capacity development by the operation, and significant gender issues persist around meaningful women's participation in local management structures.
16. More at the level of the FRs, a basic assumption in this and many other such programmes is that policy, strategies and procedures are not only formulated but also meaningfully implemented.	6, 7	This assumption is proving broadly true, within limits of resourcing and capacity. WFP has contributed constructively to exploration of optimal approaches; the GoN has been reluctant to enact a formal school feeding policy.
17. Corresponding to the programme's design emphasis on upgrading monitoring and reporting systems associated with SF, the ToC notes the assumption that the improved systems are adopted and used efficiently.	7, 9	This assumption has proved far from correct so far. Monitoring and reporting systems are not performing as required, and are a constraint on the overall efficiency of the operation.

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<b>Assumption</b>	<b>Relevant EQs</b>	<b>MTE Findings</b>
18. The health and nutritional benefits of the programme are dependent in part on the assumption that deworming and other health related services are carried out as envisaged.	16	This assumption is largely correct, although informants report that remote schools may not receive GoN deworming and other health related services as regularly as they should.
19. With important roles assigned to NGOs in programme design, another notable assumption is that the NGOs in question, and by extension all relevant elements of the Nepal NGO sector, are adequately capacitated and institutionally stable.	16	This has proved mostly, but not completely correct. One NGO contracted by the operation did not perform satisfactorily. The others have demonstrated the required capacity and stability.
20. It had to be assumed that the various measures taken to upgrade the awareness and competence of teachers in participating schools would lead, as intended, to more consistent teacher attendance.	7	Monitoring reports on this issue are not available.
21. Design envisaged that, by the end of the programme period, two districts could be handed over for future GoN implementation of SF, with sufficient capacity developing to take over more districts soon thereafter. An important assumption is that the programme would indeed be able to achieve this degree of institutional competence and readiness.	10, 18	Although important progress was made towards the planned handover, the 2015 earthquake meant that the GoN had to request WFP to defer it.
22. More fundamentally, the concepts of handover and sustainability are founded in the assumption that the school feeding approaches developed with MGD support are the same as, or similar to, those that the GoN is trying to build. If the two approaches are not compatible, these concepts clearly become problematic.	10, 18	This assumption is not correct. Despite goodwill on both sides and constructive contributions by WFP to the GoN's enhancement of cash-based school feeding modalities, WFP's use of imported commodities for an in-kind modality is a fundamental constraint on handover and sustainability.

## Annex I Supplementary data

1. The tables below present preliminary data on education indicators that were collected by WFP's outcome survey in December 2016 and received by the ET on 10 January 2017. Some of the key information has been included in Table 31 in Annex D.

2. Notes in italics below the table title reproduce the indicator definition shown in the survey spreadsheets received by the ET.

**Table 37 Ability in reading and mathematics: boys and girls**

*Percentage of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of the grade-level text by gender.*

District	Boys				Girls			
	Mathematics		Nepali		Mathematics		Nepali	
	Got 40% and more marks	Got less than 40% marks	Got 40% and more marks	Got less than 40% marks	Got 40% and more marks	Got less than 40% marks	Got 40% and more marks	Got less than 40% marks
	%	%	%	%	%	%	%	%
Baitadi	70.0	30.0	85.0	15.0	75.0	25.0	95.0	5.0
Bajhang	95.8	4.2	100.0	0.0	70.8	29.2	79.2	20.8
Dadeldhura	93.8	6.3	93.8	6.3	93.8	6.3	93.8	6.3
Dailekh	70.0	30.0	80.0	20.0	45.0	55.0	60.0	40.0
Darchula	62.5	37.5	68.8	31.3	75.0	25.0	75.0	25.0
Jajarkot	100.0	0.0	100.0	0.0	94.4	5.6	100.0	0.0
<b>Total</b>	<b>82.5</b>	<b>17.5</b>	<b>88.6</b>	<b>11.4</b>	<b>74.6</b>	<b>25.4</b>	<b>83.3</b>	<b>16.7</b>

Source: WFP preliminary December 2016 outcome survey data.

**Table 38 Ability in reading and mathematics: total**

*Percentage of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of the grade-level text: total.*

District	Mathematics		Nepali		Total	
	Got 40% and more marks	Got less than 40% marks	Got 40% and more marks	Got less than 40% marks	Got 40% and more marks	Got less than 40% marks
	%	%	%	%	%	%
Baitadi	72.5	27.5	90.0	10.0	81.3	18.8
Bajhang	83.3	16.7	89.6	10.4	86.5	13.5
Dadeldhura	93.8	6.3	93.8	6.3	93.8	6.3
Dailekh	57.5	42.5	70.0	30.0	63.8	36.3
Darchula	68.8	31.3	71.9	28.1	70.3	29.7
Jajarkot	97.2	2.8	100.0	0.0	98.6	1.4
<b>Total</b>	<b>78.5</b>	<b>21.5</b>	<b>86.0</b>	<b>14.0</b>	<b>82.2</b>	<b>17.8</b>

Source: WFP preliminary December 2016 outcome survey data.

**Table 39 Use of new and quality teaching techniques and tools**

*Percentage of teachers observed in target schools who demonstrate use of new and quality teaching techniques or tools.*

District	Yes		No		Total	
	N	%	N	%	N	%
Accham	2	5.9	32	94.1	34	100.0
Baitadi	8	40.0	12	60.0	20	100.0
Bajhang	13	54.2	11	45.8	24	100.0
Bajura	3	15.0	17	85.0	20	100.0
Dadeldhura	16	100.0	0	0.0	16	100.0
Dailekh	6	30.0	14	70.0	20	100.0
Darchula	5	31.3	11	68.8	16	100.0
Doti	0	0.0	18	100.0	18	100.0
Jajarkot	12	66.7	6	33.3	18	100.0
Rukum	14	100.0	0	0.0	14	100.0
<b>Total</b>	<b>79</b>	<b>39.5</b>	<b>121</b>	<b>60.5</b>	<b>200</b>	<b>100.0</b>

*Source: WFP preliminary December 2016 outcome survey data.*

**Table 40 Students identified as inattentive by teachers**

*Percentages of students in their classrooms identified as inattentive by their teachers.*

District	Total students in class					Students inattentive					
	Boys		Girls		Total	Boys		Girls		Inattentive total	
	N	%	N	%		N	%	N	%	N	%
Accham	233	47.6	256	52.4	489	7	3.0	9	3.5	16	3.27
Baitadi	88	45.6	105	54.4	193	4	4.5	0	0.0	4	2.07
Bajhang	154	51.2	147	48.8	301	28	18.2	19	12.9	47	15.61
Bajura	144	44.2	182	55.8	326	2	1.4	7	3.8	9	2.76
Dadeldhura	87	44.8	107	55.2	194	4	4.6	4	3.7	8	4.12
Dailekh	143	51.3	136	48.7	279	7	4.9	10	7.4	17	6.09
Darchula	53	44.5	66	55.5	119	18	34.0	23	34.8	41	34.45
Doti	91	39.9	137	60.1	228	25	27.5	34	24.8	59	25.88
Jajarkot	108	49.8	109	50.2	217	8	7.4	5	4.6	13	5.99
Rukum	113	52.6	102	47.4	215	22	19.5	17	16.7	39	18.14
<b>Total</b>	<b>1,214</b>	<b>47.4</b>	<b>1,347</b>	<b>52.6</b>	<b>2,561</b>	<b>125</b>	<b>10.3</b>	<b>128</b>	<b>9.5</b>	<b>253</b>	<b>9.88</b>

*Source: WFP preliminary December 2016 outcome survey data.*

**Table 41 Regular student attendance**

Percentage of students regularly attending school (80 or more of the school days).

Note that the preliminary tabulations received say “80 or more of the school days”. The target originally identified (see Table 31 in Annex D was 80% of the school days. It is not clear which was actually recorded in the December 2016 survey.

District	Boys attending on 80 or more of the school days		Girls attending on 80 or more of the school days		Total students attending on 80 or more of the school days	
	N	%	N	%	N	%
Accham	1,209	56.7	1,450	55.7	2,659	56.1
Baitadi	415	50.5	471	49.0	886	49.7
Bajhang	886	58.4	923	57.0	1,809	57.7
Bajura	409	34.4	496	35.5	905	35.0
Dadeldhura	320	52.4	407	60.2	727	56.5
Dailekh	767	81.0	840	80.8	1,607	80.9
Darchula	353	61.1	411	60.8	764	60.9
Doti	472	46.0	549	47.3	1,021	46.7
Jajarkot	445	38.4	490	39.9	935	39.2
Rukum	288	39.1	291	36.9	579	38.0
<b>Total</b>	<b>5,564</b>	<b>51.9</b>	<b>6,328</b>	<b>52.1</b>	<b>11,892</b>	<b>52.0</b>

Source: WFP preliminary December 2016 outcome survey data.

**Table 42 Student enrolment**

Changes in student enrolment between 2072 (mid-2015 – mid-2016) and 2073 (mid-2016 – mid-2017, surveyed December 2016).

District	Enrolment in 2072				Enrolment in 2073				Percentage change 2072 - 2073		
	Boys	Girls	Total	Ratio Girls/Boys	Boys	Girls	Total	Ratio Girls/Boys	Boys	Girls	Total
Accham	2,084	2,577	4,661	1.2	2,143	2,633	4,776	1.2	2.8	2.2	2.5
Baitadi	823	946	1,769	1.1	821	960	1,781	1.2	-0.2	1.5	0.7
Bajhang	1,600	1,738	3,338	1.1	1,538	1,662	3,200	1.1	-3.9	-4.4	-4.1
Bajura	1,233	1,430	2,663	1.2	1,183	1,388	2,571	1.2	-4.1	-2.9	-3.5
Dadeldhura	652	778	1,430	1.2	640	710	1,350	1.1	-1.8	-8.7	-5.6
Dailekh	1,104	1,213	2,317	1.1	1,025	1,105	2,130	1.1	-7.2	-8.9	-8.1
Darchula	628	697	1,325	1.1	579	675	1,254	1.2	-7.8	-3.2	-5.4
Doti	1,045	1,210	2,255	1.2	1,012	1,151	2,163	1.1	-3.2	-4.9	-4.1
Jajarkot	1,141	1,166	2,307	1.0	1,166	1,224	2,390	1.0	2.2	5.0	3.6
Rukum	741	813	1,554	1.1	769	808	1,577	1.1	3.8	-0.6	1.5
<b>Total</b>	<b>11,051</b>	<b>12,568</b>	<b>23,619</b>	<b>1.1</b>	<b>10,876</b>	<b>12,316</b>	<b>23,192</b>	<b>1.1</b>	<b>-1.6</b>	<b>-2.0</b>	<b>-1.8</b>

Source: WFP preliminary December 2016 outcome survey data.

**Table 43 Parents who can name benefits of primary education**

Percentage of parents in programme schools who can name at least three benefits of primary education.

District	Know at least 3 benefits		Know less than 3 benefits		Total	
	N	%	N	%	N	%
Accham	19	55.9	15	44.1	34	100.0
Baitadi	11	55.0	9	45.0	20	100.0
Bajhang	12	50.0	12	50.0	24	100.0
Bajura	12	60.0	8	40.0	20	100.0
Dadeldhura	16	100.0	0	0.0	16	100.0
Dailekh	4	20.0	16	80.0	20	100.0
Darchula	6	37.5	10	62.5	16	100.0
Doti	5	27.8	13	72.2	18	100.0
Jajarkot	8	44.4	10	55.6	18	100.0
Rukum	9	64.3	5	35.7	14	100.0
<b>Total</b>	<b>102</b>	<b>51.0</b>	<b>98</b>	<b>49.0</b>	<b>200</b>	<b>100.0</b>

Source: WFP preliminary December 2016 outcome survey data.

**Table 44 Parents who can name health/hygiene practices**

Percentage of parents in programme schools who can name at least three health or hygiene practices.

District	Know at least three health/hygiene practices		Know less than three practices		Total	
	N	%	N	%	N	%
Accham	31	91.2	3	8.8	34	100.0
Baitadi	20	100.0	0	0.0	20	100.0
Bajhang	19	79.2	5	20.8	24	100.0
Bajura	19	95.0	1	5.0	20	100.0
Dadeldhura	16	100.0	0	0.0	16	100.0
Dailekh	16	80.0	4	20.0	20	100.0
Darchula	9	56.3	7	43.8	16	100.0
Doti	6	33.3	12	66.7	18	100.0
Jajarkot	17	94.4	1	5.6	18	100.0
Rukum	13	92.9	1	7.1	14	100.0
<b>Total</b>	<b>166</b>	<b>83.0</b>	<b>34</b>	<b>17.0</b>	<b>200</b>	<b>100.0</b>

Source: WFP preliminary December 2016 outcome survey data.

**Table 45 Food preparers' knowledge**

Percentage of food preparers at target schools who achieve a passing score in a test of safe food preparation and storage.

District	Passing score or more		Below passing score		Total	
	N	%	N	%	N	%
Accham	23	67.6	11	32.4	34	100.0
Baitadi	16	80.0	4	20.0	20	100.0
Bajhang	15	62.5	9	37.5	24	100.0
Bajura	18	90.0	2	10.0	20	100.0
Dadeldhura	16	100.0	0	0.0	16	100.0
Dailekh	17	85.0	3	15.0	20	100.0
Darchula	4	25.0	12	75.0	16	100.0
Doti	14	77.8	4	22.2	18	100.0
Jajarkot	15	83.3	3	16.7	18	100.0
Rukum	14	100.0	0	0.0	14	100.0
<b>Total</b>	<b>152</b>	<b>76.0</b>	<b>48</b>	<b>24.0</b>	<b>200</b>	<b>100.0</b>

Source: WFP preliminary December 2016 outcome survey data.

**Table 46 Schools with toilet facilities for students**

*Percentage of schools with functional and non-functional toilet facilities for students.*

District	Yes, functional		Yes, not functional			No		Total
	N	%	N	%	N	%	N	%
Accham	33	97.1	1	2.9	0	0.0	34	100.0
Baitadi	17	85.0	3	15.0	0	0.0	20	100.0
Bajhang	21	87.5	2	8.3	1	4.2	24	100.0
Bajura	15	75.0	5	25.0	0	0.0	20	100.0
Dadeldhura	16	100.0	0	0.0	0	0.0	16	100.0
Dailekh	19	95.0	0	0.0	1	5.0	20	100.0
Darchula	15	93.8	1	6.3	0	0.0	16	100.0
Doti	15	83.3	3	16.7	0	0.0	18	100.0
Jajarkot	18	100.0	0	0.0	0	0.0	18	100.0
Rukum	14	100.0	0	0.0	0	0.0	14	100.0
<b>Total</b>	<b>183</b>	<b>91.5</b>	<b>15</b>	<b>7.5</b>	<b>2</b>	<b>1.0</b>	<b>200</b>	<b>100.0</b>

Source: WFP preliminary December 2016 outcome survey data.

**Table 47 Source of drinking water at or nearby school**

*Schools with a source of drinking water at or near school*

District	Yes		No		Total	
	N	%	N	%	N	%
Accham	28	82.4	6	17.6	34	100.0
Baitadi	8	40.0	12	60.0	20	100.0
Bajhang	17	70.8	7	29.2	24	100.0
Bajura	15	75.0	5	25.0	20	100.0
Dadeldhura	15	93.8	1	6.3	16	100.0
Dailekh	14	70.0	6	30.0	20	100.0
Darchula	14	87.5	2	12.5	16	100.0
Doti	10	55.6	8	44.4	18	100.0
Jajarkot	15	83.3	3	16.7	18	100.0
Rukum	14	100.0	0	0.0	14	100.0
<b>Total</b>	<b>150</b>	<b>75.0</b>	<b>50</b>	<b>25.0</b>	<b>200</b>	<b>100.0</b>

Source: WFP preliminary December 2016 outcome survey data.

**Table 48 Parents' awareness of importance of nutritious food**

*Percentage of parents aware of the importance of nutritional food.*

District	Yes		No		Total	
	N	%	N	%	N	%
Accham	27	79.4	7	20.6	34	100.0
Baitadi	15	75.0	5	25.0	20	100.0
Bajhang	11	45.8	13	54.2	24	100.0
Bajura	19	95.0	1	5.0	20	100.0
Dadeldhura	16	100.0	0	0.0	16	100.0
Dailekh	9	45.0	11	55.0	20	100.0
Darchula	16	100.0	0	0.0	16	100.0
Doti	13	72.2	5	27.8	18	100.0
Jajarkot	16	88.9	2	11.1	18	100.0
Rukum	13	92.9	1	7.1	14	100.0
<b>Total</b>	<b>155</b>	<b>77.5</b>	<b>45</b>	<b>22.5</b>	<b>200</b>	<b>100.0</b>

Source: WFP preliminary December 2016 outcome survey data.

**Table 49 Regular consumption of a meal before the school day**

*Percentage of students in target schools who regularly consume a meal before the school day*

District	Yes		No		Total	
	N	%	N	%	N	%
Accham	114	95.0	6	5.0	120	100.0
Baitadi	66	100.0	0	.0	66	100.0
Bajhang	96	100.0	0	.0	96	100.0
Bajura	74	92.5	6	7.5	80	100.0
Dadeldhura	64	100.0	0	.0	64	100.0
Dailekh	36	54.5	30	45.5	66	100.0
Darchula	52	89.7	6	10.3	58	100.0
Doti	36	75.0	12	25.0	48	100.0
Jajarkot	64	91.4	6	8.6	70	100.0
Rukum	56	100.0	0	.0	56	100.0
<b>Total</b>	<b>658</b>	<b>90.9</b>	<b>66</b>	<b>9.1</b>	<b>724</b>	<b>100.0</b>

Source: WFP preliminary December 2016 outcome survey data.

**Table 50 Regular consumption of a meal during the school day**

*Percentage of students in target schools who regularly consume a meal during the school day*

District	Only 1 day	2 days	3 days	4 days	5 days	All 6 days	School meal not provided	Total
Accham	0.0	0.0	0.0	0.0	9.2	90.8	0.0	100.0
Baitadi	0.0	0.0	0.0	0.0	25.8	65.2	9.1	100.0
Bajhang	0.0	0.0	0.0	0.0	0.0	100.0	0.0	100.0
Bajura	0.0	0.0	0.0	0.0	0.0	100.0	0.0	100.0
Dadeldhura	0.0	0.0	0.0	0.0	0.0	100.0	0.0	100.0
Dailekh	0.0	0.0	0.0	1.5	13.6	84.8	0.0	100.0
Darchula	0.0	0.0	0.0	0.0	8.6	91.4	0.0	100.0
Doti	0.0	0.0	0.0	0.0	47.9	52.1	0.0	100.0
Jajarkot	2.9	1.4	11.4	1.4	8.6	74.3	0.0	100.0
Rukum	0.0	0.0	0.0	0.0	0.0	100.0	0.0	100.0
<b>Total</b>	<b>0.3</b>	<b>0.1</b>	<b>1.1</b>	<b>0.3</b>	<b>9.8</b>	<b>87.6</b>	<b>0.8</b>	<b>100.0</b>

Source: WFP preliminary December 2016 outcome survey data.

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## **Abbreviations**

ADB	Asian Development Bank
bn	billion
BR	Budget Revision
CBT	cash based transfer
CDM	Centre for Development and Disaster Management
CO	Country Office
CP	Country Programme
CPE	Country Portfolio Evaluation
CSB+	Corn-Soya Blend Plus
CSO	civil society organisation
DAC	Development Assistance Committee (of the OECD)
DEO	District Education Office
DEQAS	Decentralised Evaluation Quality Assurance System (of WFP)
DEV	Development Operation
DFAT	Australia Department of Foreign Affairs and Trade
DHS	Demographic and Health Survey
DoE	Department of Education
DP	development partner
EB	Executive Board (of WFP)
ECD	early childhood development
ED	Executive Director
EDP	Extended Delivery Points
EFA	Education For All
EGR	Early Grade Reading
EM	Evaluation Manager
EMIS	Education Management Information System
EMOP	Emergency Operation
EP	Evaluation Plan
EQ	evaluation question
EQAS	Evaluation Quality Assurance System (of WFP)
ER	evaluation report
ERG	External Reference Group
eSPR	electronic Standard Project Report
EST	Education Support Team
ET	evaluation team
EU	European Union
FAO	Food and Agriculture Organization
FAS	Foreign Agricultural Service

FDP	Final Delivery Point
FfE	Food for Education (USDA)
FfEP	Food For Education Project (GoN)
FGD	focus group discussion
FLA	Field Level Agreement
FMC	Food Management Committee
FR	Foundational Results
FTF	Feed the Future
FWR	Far-Western Region
FY	financial year
g	gram
GBV	gender-based violence
GDP	gross domestic product
GEEW	gender equality and the empowerment of women
GFD	General Food Distribution
GFP	Gender Focal Point
GIZ	Gesellschaft für Internationale Zusammenarbeit [German technical assistance]
GM	Gender Marker
GNR	Global Nutrition Report
GoN	Government of Nepal
GRN	Gender Results Network
HGSF	home-grown school feeding
HIV/AIDS	human immunodeficiency virus / acquired immune deficiency syndrome
HQ	headquarters
IDA	International Development Association
ICT	information and communications technology.
IDS	Integrated Development Society
IEC	Internal Evaluation Committee
INGO	international non-governmental organisation
IP	implementing partner
IR	inception report
JICA	Japan International Cooperation Agency
JMTR	Joint Mid Term Review
LEDPG	Local Education Development Partners Group
LIC	low income country
LMIC	lower middle income country
m	million
M&E	monitoring and evaluation
MDG	Millennium Development Goal

MFWR	Mid-Western and Far-Western Development Regions
MGD	McGovern-Dole
MoAD	Ministry of Agricultural Development
MoE	Ministry of Education
MoH	Ministry of Health
MSNP	Multisectoral Nutrition Plan
mt	metric ton
MTE	mid-term evaluation
MWR	Mid-Western Region
NCE	National Campaign for Education
NEGRP	National Early Grade Reading Programme
NeKSAP	Nepal Khadhya Surakshya Anugaman Pranali (Food Security Monitoring System)
NGO	non-governmental organisation
NPC	National Planning Commission
NPR	Nepalese Rupee
NRCS	Nepal Red Cross Society
NSFP	National School Feeding Programme
OCHA	UN Office for the Coordination of Humanitarian Affairs
ODA	official development assistance
OECD	Organisation for Economic Cooperation and Development
OEV	(WFP) Office of Evaluation
OLA	UN Office for Legal Affairs
OLE	Open Learning Exchange
OOSC	out of school children
OpEv	Operation Evaluation
P4P	Purchase for Progress
PCD	Partnership for Child Development
PD	project document
PDR	[Lao] People's Democratic Republic
PMP	Performance Monitoring Plan
PRRO	Protracted Relief and Recovery Operation
QS	quality support
RB	Regional Bureau
RBB	Regional Bureau Bangkok
RC	United Nations Resident Coordinator
REACH	Renewed Effort Against Child Hunger and Undernutrition – Ending Child Hunger and Undernutrition Partnership (FAO, WHO, UNICEF, WFP)
SABER	Systems Approach for Better Education Results
SF	School Feeding

SFP	School Feeding Programme
SHN	School Health and Nutrition
SHNP	School Health and Nutrition Plan
SHNU	School Health and Nutrition Unit
SMC	School Management Committee
SMP	school meals programme
SO	Strategic Objective
SP	social protection
SPR	Standard Project Report
SRF	Strategic Results Framework
SSDP	School Sector Development Plan
SSN	Social safety net
SSRP	School Sector Reform Plan
SUN	Scaling Up Nutrition movement
SWAp	sector wide approach
TBC	to be confirmed
TEM	Technical Evaluation Manager
THR	take home rations
TL	team leader
ToC	theory of change
TOR	terms of reference
TYIP	Three Year Interim Plan
UN	United Nations
UNAIDS	the joint United Nations Programme on HIV/AIDS
UNCT	UN Country Team
UNDAF	UN Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNICEF	United Nations Children's Fund
US	United States
USAID	United States Agency for International Development
USD	United States Dollar
USDA	United States Department of Agriculture
VAM	Vulnerability Analysis and Mapping
VDC	Village Development Committee
WASH	Water, Sanitation and Hygiene
WE	World Education
WFP	World Food Programme

WFP Nepal Country Office  
[\[Link to website\]](#)