WFP EVALUATION

USDA McGovern-Dole International Food for Education and Child Nutrition Award for WFP Home-Grown School Feeding Project in Rwanda from 2020 to 2025

Endline Report of McGovern-Dole Decentralized Evaluation
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Disclaimer

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Executive summary

1. This is a report of the final evaluation of the United States Department of Agriculture's (USDA) McGovern-Dole International Food for Education and Child Nutrition Program's FY20 Rwanda project, hereafter referred to as the "McGovern-Dole project." The evaluation was commissioned by the World Food Programme (WFP) Rwanda Country Office as the final exercise in a three-part evaluation series consisting of a baseline study (2022), midterm evaluation (2023) and endline evaluation (2025).

2. **Evaluation purpose and objectives.** The endline evaluation serves accountability and learning objectives. It aims to:

- review the project's relevance, effectiveness and efficiency, impact, and sustainability;
- collect and present indicator values for all performance indicator data;
- assess whether the project has succeeded in achieving McGovern-Dole strategic objectives;
- investigate the project's overall impact;
- identify the sustainability of project benefits and recommend improvements for the FY24 McGovern-Dole project; and
- revise and finalize the project's theory of change.

3. **Context**. Rwanda has made significant progress in human development and poverty reduction, yet disparities remain, particularly in rural and food-insecure districts. As of 2023, the country ranked 161st out of 193 on the Human Development Index, with poverty more pronounced in rural areas (31.6 percent) than urban ones (16.7 percent). While the national food insecurity rate stands at 17 percent, districts targeted by the FY20 McGovern-Dole project experience far higher food insecurity, in some districts as high as 47 percent. Education access has improved, with a 95 percent net enrollment rate in primary school; however, education quality remains uneven due to overcrowded classrooms, limited instructional hours, and the shift to English as the language of instruction. Parity in enrollment is near national targets, but structural factors affect girls' full participation in education such as their traditional roles in domestic chores (e.g., water collection) and a lack of WASH facilities for menstrual hygiene management, especially in the poorest districts. In response, the Government of Rwanda launched the 2019 National Comprehensive School Feeding Policy, expanding school meals to over 4.4 million students by 2024. Despite increased budgets, financial gaps persist, and WFP continues to support cost-efficiency, local procurement, and institutional capacity toward full government ownership by 2029.

4. **Subject of the evaluation.** The FY20 McGovern-Dole project aimed to improve literacy, health, and nutrition among school-aged children while enhancing the effectiveness of food assistance through local procurement. Building on the FY15 project, it shifted focus to supporting the Government's National School Feeding Program (NSFP) through capacity strengthening and transitioning project schools to government ownership. The project is implemented jointly with partners, including the Ministry of Education (MINEDUC), Ministry of Agriculture and Animal Resources (MINAGRI), National Child Development Agency (NCDA), Ministry of Local Government (MINALOC), Ministry of Trade and Industry (MINICOM), World Vision, Gardens for Health International (GHI), Rwanda Biomedical Centre (RBC) and seven districts: Karongi, Rutsiro, Nyamagabe, Nyaruguru, Burera, Kayonza and Gasabo. Activities included daily hot meals, WASH infrastructure, teacher training, literacy promotion, and support to smallholder farmers.

5. **Evaluation scope.** The scope of the final evaluation covers all activities implemented with McGovern-Dole funding across all seven districts covered in the FY20 project (2020-2025). The evaluation report also considers issues relating to children's rights to education and health, including nutrition—and how objectives to reduce disparities between girls and boys have been integrated into project design.

6. **Intended users and audience.** The primary users of this evaluation are WFP stakeholders; USDA and other donors; government; award sub-recipients; and the communities the project serves. Within WFP, users include the Country Office, Regional Office in Nairobi, HQ units (PPGS, Office of Evaluation), and the Executive Board. External stakeholders encompass national and district government actors, the School Feeding Steering Committee, School Feeding Technical Working Group (SF-TWG), World Vision, Gardens for Health International, the United Nations Country Team, and participating schools and communities.

Findings will inform operational and strategic decisions on school feeding, support accountability to donors, and be shared with communities to reinforce transparency and engagement.

7. **Methodology and data collection.** The endline evaluation employed a mixed-methods approach combining primary data collection via a school survey, an Early Grade Reading Assessment (EGRA) and appended student survey to collect data for required indicators, and qualitative fieldwork, with secondary data (e.g., project monitoring data and reports) examined by desk review. The methodology allowed for statistical accuracy in comparisons across survey rounds (i.e., baseline, midterm, endline). Deep dives were conducted in a combination of project and non-USDA supported schools to allow for qualitative comparison. The endline evaluation also included a cost-efficiency analysis. The methodology was informed by inception phase discussions and an evaluability assessment and is summarized in an evaluation matrix detailing data collection methods, tools, sources, and analysis and validation techniques.

8. **Findings:** *Relevance*. The FY20 project school-based interventions remained relevant at endline to strengthen literacy, health and hygiene outcomes in schools. The project addressed the specific needs of students with disabilities through inclusive literacy programming and disability-accessible latrines. Similarly, adaptations to programming in response to external shocks such as the COVID-19 pandemic were relevant to beneficiary needs. However, project relevance was impacted by limited community-based literacy support. Supported districts were supposed to receive community-based literacy activities provided by complementary projects; however, targeting of the "high-touch" community-based activities did not include project districts.

9. Project activities were highly relevant to the needs of smallholder farmers, Government and schools, strengthening cooperatives to supply the NSFP through training and market linkages sessions. WFP support was strongly aligned with government capacity gaps, contributing to the development of school feeding policies and strategies, enhancing coordination through the National School Feeding Steering Committee and Technical Working Group, and maintaining School Feeding Coordinator positions. The McGovern-Dole project was highly aligned with national development, education, agriculture, and health policies, as well as with USDA, United Nations and wider WFP strategies, guidance and frameworks.

10. **Findings:** *Effectiveness*. The project's objectives related to improved literacy of school-aged children (McGovern-Dole SO1) and increased use of health and dietary practices (McGovern-Dole SO2) were overall achieved. At endline, the project had provided over 43 million nutritious meals benefiting over 120,000 primary and pre-primary students. Student enrollment, attendance and attentiveness all increased significantly since baseline. Food safety knowledge among cooks and storekeepers and school water access also improved since baseline. While 23 of 34 performance indicators were achieved by endline, some targets for food procurement and training coverage were unmet, mainly due to high food prices and indicator classification constraints.[1] However, strong gains were made in attendance, agricultural outcomes, and government systems-building.

11. Many 2023 midterm recommendations have been implemented, including increased support to transitioned Group 1 schools, focus on students with disabilities, district-level capacity, and technical support to the Government. WFP is working to strengthen its M&E system, which currently lacks disability-disaggregated data and capacity-strengthening indicators, while an M&E Strategy to address some of these gaps is under development. Still, the project has used monitoring and Complaint Feedback Mechanism data to inform corrective action and support WFP's broader learning agenda. WFP and partners implemented mitigation strategies amid COVID-19 including continued support to Group 1 schools after transition to the NSFP and trainings on post-harvest handling and weather-sensitive farming.

12. **Findings:** *Efficiency*. The project demonstrated efficient delivery of USDA commodities and effective management, even when confronted with external factors —such as COVID-19, financial constraints, persistent inflation, and weather shocks— that caused delays. The overall package of food security interventions demonstrated efficient management. Overall project cost efficiency improved, though unit costs per teacher, student, and child under five did not show similar gains when assessed individually. This was largely attributed to ongoing support to Group 1 schools after their transition to the NSFP and to maintenance of staff. The WFP Country Office actively tracks budget versus expenditure and adapts

[1] Section 1.3: "Outputs and planned versus actual beneficiaries" and "Outcomes" provide additional detail. Annex 6 also provides an overview of project indicators, including a complete list of those that have and have not met LOP targets.

strategies in response to factors such as currency depreciation but could benefit from cost-efficiency benchmarks or targets to guide or assess future financial performance.

13. **Findings:** *Impact***.** Students' reading comprehension significantly increased since baseline. The percentage of P2 students who were able to answer at least three out of five reading comprehension questions at endline was 70.4 percent, slightly exceeding target. Furthermore, 56.6 percent of P2 students were able to read and understand the meaning of a grade-level text while also reading at a rate of at least 25 correct words per minute, up from just 40 percent at baseline. Girls outperformed boys across nearly all literacy outcomes. Qualitative data show gains in government-supported schools, attributed to improved teacher training and salaries.

14. Student awareness and use of health and hygiene practices similarly improved, with 32.8 percent of P2 students able to identify at least three health and hygiene practices and 18.6 percent reportedly using those practices regularly. This is an improvement from 13.4 percent and 9.2 percent, respectively. Stakeholders noted that WASH practices are generally better in project schools, noting the importance of school administrators in promoting WASH in government schools.

15. Project-supported farmers benefited from increased sales to schools, with participating cooperatives supplying to schools tripling since midterm. Stakeholders also were positive about WFP's support in developing new procurement guidelines for smallholders.

16. Stakeholders attributed the positive outcomes to several factors. The addition of MINICOM to the project Memorandum of Understanding was associated with increased impact of activities on smallholders. WFP school feeding staff continuity and strong relationships with government staff also contributed to success. Project impact was bolstered by the strong enabling environment created by the Government's clear vision and goals for the NSFP. Several unintended impacts were identified, such as commodity loss following the procurement model shift, disparities in school cook positions between men and women, and reliance on government or project contributions to support school feeding.

17. **Findings:** *Sustainability***.** Overall, WFP and partners implemented activities as outlined in the government-approved Joint Transition Strategy. This included coordination meetings, training, field visits and support to government structures to incorporate Group 1 schools into national and district school feeding budgets. Group 1 schools successfully transitioned to NSFP support in September 2023, and Group 2 schools will continue to receive support through the next project phase.

18. Much of WFP's technical assistance to the Government has been institutionalized into the NSFP, including the National School Feeding and Financing Strategies, procurement model and operational guidelines. WFP has supported the Government through staff secondments to key ministries and through its role in the National School Feeding Steering Committee and Technical Working Group. The Government has recognized the utility of the District School Feeding Coordinators and is exploring their integration into the NSFP, while MINEDUC has created a new Directorate of School Health and Wellness to sustain seconded staff.

19. With the NSFP embedded in national policy and the Government demonstrating capacity to manage the NSFP successfully, focus is shifting toward improving implementation quality, supported by continued participation in global forums, ensuring that Rwanda's commitments to school feeding are supported by best practice and learning exchange.

20. Local communities have demonstrated increased capacity to mobilize parent contributions and manage procurement processes, though inconsistent parent engagement limits the diversity of meals and infrastructure maintenance. Despite strong community ownership, rising food prices and currency depreciation outpace budget increases, threatening the ability to diversify meals and maintain consistent quality. To address funding gaps, the Government and partners are exploring additional resource mobilization strategies, including the Dusangire Lunch Campaign.[2] [3]

21. **Conclusions:** *Relevance*. The FY20 project was relevant to the needs of beneficiaries, including students, teachers, Government at centralized and decentralized levels, and smallholder farmers. Likewise, the project was relevant to address barriers faced by students with disabilities and was responsive to girls'

[2] A public-private initiative designed to secure broader financial support for school feeding.
[3] The New Times. 2025. Education ministry, Umwalimu SACCO, Mobile Money Rwanda launch 'Dusangire Lunch' drive.

specific needs to enhance their participation. While changes made to programming due to external shocks were relevant, the project did not benefit from complementary community-based programming, as expected. The McGovern-Dole project was highly aligned with national strategies and priorities, as well as USDA, United Nations and WFP objectives and frameworks.

22. **Conclusions:** *Effectiveness*. The project was successful in meeting its intended outcomes, particularly in improving student enrollment, attendance, attentiveness and food safety practices. WFP emphasized ongoing efforts to strengthen the M&E system, responding to recommendations made at midterm. Most other recommendations have been implemented. While external factors such as the COVID-19 pandemic and extreme weather events delayed activities, WFP and partner's implemented effective adaptive management and the project had achieved most targets at endline.

23. **Conclusions:** *Efficiency*. Over the course of the FY20 project WFP has made efficient use of monitoring systems and coordination platforms to identify issues and apply corrective measures. The project demonstrated overall cost-efficiency of programming, though individual components, such as teacher training and activities targeting children under five, did not demonstrate the same efficiency each year. Continued support to Group 1 schools after their transition to the NSFP and staffing likely impacted cost-efficiency outcomes. Efficiency would likely be improved through the addition of specific cost-efficiency benchmarks or targets. Furthermore, partners cited limited agency to make broad or significant changes following the midterm evaluation, which may have further impacted efficiency.

24. **Conclusions:** *Impact*. There have been significant improvements in students' literacy and use of hygiene practices since baseline, as well as on smallholder farmers' income and market readiness. Reading comprehension improved significantly since baseline, with girls outperforming boys across most literacy indicators. Students' identification and use of health and hygiene practices similarly improved. Smallholder farmers attributed improved cooperative management, post-harvest handling and increased sales to schools to project activities. Stakeholders linked the positive outcomes to the increased involvement with MINICOM and a strong enabling environment.

25. **Conclusions:** *Sustainability*. The Government of Rwanda is well-placed to sustain gains from the FY20 McGovern-Dole project. WFP's investments have solidified school feeding in Rwanda's governance architecture and supported the transition of Group 1 schools into the NSFP. Local communities have demonstrated increasing capacity to manage and maintain school feeding at the local level, though further mobilization of parents is needed. The main sustainability risk is funding constraints. WFP and the Government's continued efforts to increase efficiency and explore funding options are critical to sustain school feeding in Rwanda.

26. **Overall Conclusion:** The McGovern-Dole project effectively improved student literacy, health, and nutrition strengthened market linkages for smallholder farmers, and built national systems to sustain school feeding in Rwanda. Sustaining and scaling these gains will require continued technical support, innovative financing, strengthened monitoring, and inclusive stakeholder engagement.

27. **Lessons:** The report includes lessons and best practices that should be institutionalized within future WFP McGovern-Dole projects and the NSFP:

- *Lesson 1:* Community engagement is essential and cannot be optional**.**
- *Lesson 2:* Infrastructure and resourcing must align with training to elicit behavior change**.**
- *Lesson 3:* A whole-of-government approach can accelerate impact when effectively mobilized.
- *Lesson 4:* A phased transition yields better results and smoother handover**.**
- *Lesson 5:* School feeding is a strategic anchor for broader capacity strengthening.

28. **Recommendations:** Given the highly positive findings of the evaluation, the recommendations are intended as strategic opportunities to build project performance, rather than corrective action.

- *Recommendation 1***:** Institutionalize best practices and lessons learned within WFP and the NSFP.
- *Recommendation 2*: Define and track efficiency indicators to guide implementation optimization.
- *Recommendation 3*: Transition toward implementation and process optimization.

1. Introduction

1. This evaluation report is for the final evaluation of the United States Department of Agriculture's McGovern-Dole International Food for Education and Child Nutrition Program's FY20 Rwanda project, hereafter referred to as the "McGovern-Dole project," implemented from 2020 to 2025.[4] The report was informed by an in-country inception mission, evaluability assessment, secondary literature and desk review, and primary qualitative and quantitative data collection. The methodology and evaluation approach were first documented in an inception report, which was reviewed and quality assured by WFP evaluation officers and approved by the Evaluation Committee.

1.1 Evaluation features

2. The FY20 McGovern-Dole project builds on progress made under the FY15 project (2016-2021). The USD 25 million McGovern-Dole project award for FY20 supports direct implementation of school feeding, WASH, health and nutrition, education and infrastructure activities in 140 pre- and primary schools in the Karongi, Rutsiro, Nyamagabe, Nyaruguru, Burera, Kayonza and Gasabo districts in Rwanda– reaching approximately 117,095 students and 19,627 other direct beneficiaries. The project has a strong focus on technical assistance and capacity strengthening to central government and district-level school feeding stakeholders.

3. The final evaluation follows the baseline and midterm evaluations in this five-year evaluation series commissioned by the WFP Rwanda Country Office (CO), and was conducted by TANGO International and its research partner in Rwanda, Ihema Research Team Ltd. The baseline and midterm evaluation were completed in February 2022 and May 2023, respectively. The final evaluation covers the period from the start of the FY20 project in October 2021 through the end of data collection (May-June 2025), which closely precedes the end of the project in December 2025.[5]

4. The evaluation series serves dual and mutually reinforcing objectives of accountability for USDA while also serving a learning purpose for WFP and its partners. There is a particular emphasis on learning to inform the design and implementation of future school feeding programs and on readiness for the transition of McGovern-Dole supported schools into the National School Feeding Program (NSFP). The endline objectives were to:

- review the project's relevance, effectiveness and efficiency, impact, and sustainability;
- collect and present indicator values for all performance indicator data, including strategic objectives and higher-level results;
- assess whether the project has succeeded in achieving McGovern-Dole strategic objectives;
- investigate the project's overall impact;
- identify the sustainability of project benefits for the targeted beneficiaries and recommend improvements that should be made to the FY24 project; and
- revise and finalize the project's theory of change to cover the full 15 years of the project's three phases.

5. The scope of the final evaluation covers all activities implemented with McGovern-Dole funding across all districts covered in the FY20 project (2020 to 2025): Karongi, Rutsiro, Nyamagabe, Nyaruguru, Burera, Kayonza and Gasabo. The evaluation also considers issues relating to children's rights to education and health, including nutrition, and how objectives to reduce disparities between girls and boys have been integrated into project design.

6. Within WFP, the main stakeholders and users of this evaluation are the Country Office (CO), Regional Office (Nairobi), the School Meals and Social Protection Service (PPGS) in headquarters (HQ), the Office of Evaluation in HQ, and the Executive Board. External stakeholders include the schools and communities affected by the project, national and district government, USDA and other donors, award sub-

[4] The FY15 WFP USDA McGovern-Dole International Food for Education and Child Nutrition Programme support in Rwanda took place from 2016 to 2021 (an extension was granted to the original 2020 end date due to COVID-19).
[5] The WFP Rwanda CO provided updated information for some performance indicators through September 2025 for indicators that had not yet been achieved, in order to demonstrate further progress.

recipients (World Vision International and Gardens for Health International), the School Feeding Steering Committee, the School Feeding Technical Working Group (SF-TWG), and the United Nations Country Team. WFP, government, and award sub-recipients will use evaluation findings to inform operational and strategic decision-making related to school feeding in Rwanda. USDA will refer to endline findings to ensure accountability and confirm lessons have been documented and incorporated into project design. Key findings will also be shared with communities for accountability.

1.2 Context

Overview

7. Rwanda is a small, hilly, landlocked, and densely populated country in East Africa with nearly 14 million people as of 2023.[6] While Rwanda ranks 161st out of 193 countries in the 2023-2024 Human Development Index,[7] Rwanda is among those that have seen the highest rise in human development since 1994.[8] In the last decade, Rwanda has made considerable strides in reducing poverty and extreme poverty but has higher poverty rates than neighboring countries.[9] From 2017 to 2024, the national poverty rate decreased significantly from 39.8 to 27.4 percent.[10] Poverty is more pronounced in rural communities with a total poverty rate of 31.6 percent, compared to 16.7 percent in urban areas.[11]

8. From January 2024 to January 2025 the Rwandan Franc depreciated by 8.67 percent relative to the US dollar[12] while inflation rose 5 percent,[13] though inflationary pressures began to ease in March 2024.[14] Rwanda relies heavily on imports of essential goods like sunflower seed oil and fertilizer; many imports are directly impacted by the war in Ukraine and Rwanda has experienced resulting rising import costs and supply chain disruptions, further straining household purchasing power. Despite challenges like COVID-19 and the conflict in Ukraine, Rwanda experienced strong economic growth between 2022 and 2024.[15] In the first half of 2024, real GDP increased by 9.7 percent and is expected to maintain momentum from 2025-2026 due to a recovery in global tourism, new construction projects and manufacturing activities.[16]

Food security, nutrition and health

9. **Food security.** The 2024 Comprehensive Food Security and Vulnerability Analysis (CFSVA) reports that 17 percent of Rwandans are food insecure, of which 16 percent are moderately food insecure and 1 percent are severely food insecure.[17] The food insecurity rate in Nyamagabe is the highest of the project districts in the Western province at 35 percent.[18] Karongi, Burera, Rutsiro, and Nyaruguru, have the next highest rates of food insecurity (between 20 to 30 percent), followed by Kayonza (between 5 to 10 percent), and Gasabo (under 5 percent).[19] Food insecurity is more prevalent in female-headed households (27 percent of households in Rwanda), those without formal education or unable to work (i.e., due to a disability, or who are minors or elders), and rural households relying on daily.[20] Furthermore, research has shown that household feeding practices tend to reflect a clear hierarchy, where men receive larger portions of food, followed by children, while women are served last.[21] When food is scarce, the man is typically prioritized over the wife and children.

[6] World Bank. 2023. Data: Rwanda Population, Total. Last accessed January 2025.
[7] UNDP. 2024. Human Development Report.
[8] United Nations Rwanda, 2021. Common Country Analysis, March 2021.
[9] World Bank. 2023. Rwanda Poverty and Equity Brief.
[10] NISR. 2025. EICV7 2023-2024 Main Indicators Report.
[11] United Nations Rwanda, 2021. Common Country Analysis, March 2021.
[12] WFP. 2025. Rwanda Exchange Rates.
[13] National Institute of Statistics of Rwanda (NISR). 2025. Consumer Price Index (CPI): January 2025.
[14] WFP. 2024. FY20 McGovern-Dole Semi-annual Performance Report April 2024-September 2024.
[15] Ibid.
[16] World Bank. 2024. Rwanda Country Overview.
[17] WFP. 2024. Rwanda CFSVA.
[18] Ibid.
[19] Ibid.
[20] WFP. 2024. Rwanda CFSVA.
[21] WFP Rwanda. 2021. Gender Assessment: Home Grown School Feeding Programme. December.

10. **Nutrition and health.** Overall, 31 percent of Rwandans remain undernourished .[22] The prevalence of acute malnutrition for children under five (CU5) is 2.4 percent, a slight increase compared to 2018.[23] In 2021, boys under five years old experienced higher rates of stunting than girls, with 35 percent of boys stunted compared to 29 percent of girls.[24] By 2024, stunting among CU5 decreased to 30 percent overall, a decrease of two percentage points from 2021.[25] The prevalence of stunting ranges between 30 and 47 percent in Burera, Karongi, Rutsiro, Nyaruguru, and Nyamagabe, between 20 and 30 percent in Kayonza, and between 12 and 20 percent in Gasabo.

Smallholder farming and local procurement

11. The Government of Rwanda is supporting modernization of agriculture and increased productivity, and numerous national policies support agricultural improvements.[26] Women play an important role in farming, and 24 percent of the land is owned by women.[27] However, women are mainly engaged in production rather than higher-paying activities, resulting from differences in educational attainment and social norms and responsibilities.[28] Smallholders face persistent barriers in market access due to high transaction costs and risks associated with production.[29]

12. Given the predominance of smallholders in Rwanda, schools offer a potentially stable market for their produce; however, prior to the 2024/2025 school year and the introduction of centralized procurement of maize, low and inconsistent purchasing volumes limited the commercial viability of school-level markets. At the decentralized level, cooperatives reported that purchases from schools were generally less than half a metric ton with demand concentrated on vegetables. This limited the sales potential for cooperatives producing staple commodities such as maize and beans, which represent the largest share of the NSFP market. Until recently, smallholder inclusion in this broader maize and bean market was minimal due to procurement requirements and economies of scale that favored larger suppliers. The shift toward centralized procurement, which began in the 2024/2025 school year, marks an important step toward potentially expanding access for smallholders and cooperatives, particularly if aggregation and quality standards can be strengthened. Nonetheless, high input costs, limited irrigation and storage, and procurement requirements that favor larger vendors further constrain smaller cooperatives' ability to fully participate. Despite these challenges, school markets remain attractive to many smallholders for their relatively predictable demand and straightforward payment processes.

Education

13. **Education indicators.** Education indicators in Rwanda have correlate strongly with poverty.[30] Households led by individuals who have completed no more than primary education represent 77 percent of those in poverty. Education levels in rural areas are low, with primary completion rates slightly lower for females (55.9 percent) than males (59.2 percent).[31]

14. **Access and enrolment.** In 2006, the Government introduced free education for the first 9 years of schooling, extending it to 12 years in 2016.[32] Since then, Rwanda has subsequently reached nearly universal primary education, with a net enrolment rate of 95 percent for the 2023/2024 school year.[33] In 2023, Rwanda's Parity Index was close to 1 (indicating near-parity between girls and boys), with the Net Enrolment Rate (NER) slightly higher for boys than girls at 94.8 and 93.9 percent, respectively. Out of all students in the education system, 0.9 percent are identified as having disabilities, indicating low participation rates across

[22] World Bank Data. Prevalence of undernourishment (% of population) – Rwanda. Last accessed 22 January 2025.
[23] WFP. 2021. Rwanda CFSVA. October.
[24] WFP. 2021. Rwanda CFSVA. October.
[25] WFP. 2024. Rwanda CFSVA.
[26] See discussion below on government policies relevant to the project.
[27] Gender Monitoring Office. 2019. The State of Gender Equality in Rwanda.
[28] Ministry of Gender and Family Production. 2018. Rwanda Country Strategic Review of Food and Nutrition Security.
[29] MINAGRI. 2024. Fifth Strategic Plan for Agriculture Transformation (PSTA 5).
[30] Ibid.
[31] NISR. 2022. Main Indicators: 5th Rwanda Population and Housing Census (PHC), Rwanda 2022.
[32] Ministry of Education. 2018. Education Sector Strategic Plan 2018/19 to 2023/2024.
[33] Republic of Rwanda. 2025.Rwanda Education Statistical Yearbook 2023/2024.

all levels of education.[34] Government staff noted that limited assistive devices, inadequate infrastructure, and insufficient teacher training discourage school participation among children with disabilities.

15. **Promotion, repetition, and drop-out rates.** Rwanda has seen a modest increase in the promotion rate, which increased from 64.3 percent in 2022 to 65.1 percent in 2023. However, a greater proportion of male students do not meet the requirements for promotion compared to female students. Male students have higher repetition rates, despite a slight overall decline in repetition from 30.2 percent in 2022 to 29.7 percent in 2023. The dropout rate decreased slightly from 5.5 to 5.2 percent in 2023, with male students dropping out at a higher rate compared to female students at 6.1 and 4.3 percent, respectively.[35]

16. **Factors influencing enrollment, attendance and drop-out rates.** Research has demonstrated that in Rwanda, household poverty and parent literacy impact student enrollment and the likelihood of dropouts.[36] Specifically, government stakeholders noted that parents with low educational attainment may place lower value on education, especially for girls, which can influence parents' decisions to enroll students. In the past, government stakeholders have reported that parents are more likely to withdraw female students if the household is experiencing poverty. However, as demonstrated above, Rwanda has reached near-parity between boys and girls in primary education. While primary school net enrolment has returned to pre-pandemic levels, dropout rates have risen by two percentage points.[37]

17. **Learning environment and quality.** As of 2024, the national target for the student-teacher ratio is 40:1.[38] At the pre-primary level, the ratio rose from 37:1 in 2017 to 58:1 in 2022/2023, improving slightly to 56:1 in 2023/2024. At the primary level, the pupil-teacher ratio has shown more consistent improvement, decreasing from 61:1 in 2017 to 44:1 in 2023/2024.[39] Many primary schools operate on a double-shift system, reducing instructional hours, which are further limited by teacher absenteeism, tardiness, or diversion to non-teaching activities.[40] In 2022, the Ministry of Education (MINEDUC) estimated that an average of 86 percent of classrooms in P1-P3 follow the double-shift system, limiting students to a maximum of 20 hours of instruction weekly. At the end of 2019, MINEDUC changed the language of instruction for lower (P1-P3) and upper primary (P4-P6) from Kinyarwanda to English.[41] This change has brought significant challenges in teaching and learning, with 4 percent of teachers reported to have intermediate to advanced English proficiency.[42]

WASH

18. At the end of the 2024 school year, 93.7 percent of schools in the country have handwashing stations.[43] In 2024, MINEDUC reported that 81.8 percent of schools have access to tap water, 65.6 percent have access to safe drinking water, and 88.7 percent harvest rainwater. Most schools (94.8 percent) provide single-sex toilets for students.[44] The average student-to-toilet ratio across pre-primary and primary schools stands at 28:1. Due to increased student enrolment, the recommended student-to-toilet ratio of 25:1 has not been met, though it improved from 39:1 in 2017. Inadequate WASH services disproportionately impact girls, who are primarily responsible for collecting and transporting water to their homes, and limit their time for schoolwork or keep them out of school entirely.[45] Inadequate WASH facilities further hinder girls' education by restricting menstrual hygiene access. MINEDUC estimates that girls miss an average of 50 school days yearly due to menstruation, especially in poor districts. Stakeholder feedback from district staff,

[34] Republic of Rwanda. 2025. Rwanda Statistical Yearbook 2023/2024.
[35] Republic of Rwanda. 2025. Rwanda Statistical Yearbook 2023/2024.
[36] Nyiransabimana, V., Jarbandhan, D B., Auriacombe, C J., 2024. Key Socio-Economic and Cultural Determinants Influencing Gender Inequality in Education in Developing Countries with Reference to the Case of Rwanda.
[37] UNICEF Education. 2023. Remedial catch-up learning programmes support children with COVID-19 learning loss and inform the national foundational learning strategy.
[38] Republic of Rwanda. MINEDUC. 2024. Education Sector Strategic Plan (ESSP) 2024-2029.
[39] Republic of Rwanda. 2025. Rwanda Statistical Yearbook 2023/2024.
[40] Republic of Rwanda. MINEDUC. Foundational Learning Strategy (2024/25-2028/29).
[41] Republic of Rwanda. MINEDUC. 2019. Communiqué: MINEDUC endorses the use of English language as a medium of instruction in lower primary. December.
[42] Republic of Rwanda. MINEDUC. Foundational Learning Strategy (2024/25-2028/29).
[43] Republic of Rwanda. 2025. Rwanda Statistical Yearbook 2023/2024.
[44] Ibid.
[45] UNICEF. 2024. WASH in Rwanda: A Situation Analysis.

teachers, and School Feeding Committees (SFCs) reinforces this, indicating that inadequate access to hygiene resources for girls has impacted girls' participation in school.

Government policies and priorities relevant to the project

19. **Overall.** The Government of Rwanda is guided by the national development plan *Vision 2050*, which envisions Rwanda transforming from an agrarian to a knowledge-based economy, attaining upper-middle-income country status by 2035 and high-income status by 2050.[46] The NST2 prioritizes quality education for all as a prerequisite for a knowledge-based economy.[47] Other government policies relevant to the project are the Food and Nutrition Policy (2018-2024), which focuses on eliminating chronic malnutrition,[48] and the School Health and Nutrition (2014) policy, which declares that all schoolchildren shall study in a healthy environment in child-friendly schools. The National Family and Nutrition Policy 2024 and ministerial order further demonstrate the Government's commitment to school feeding.[49]

20. **Commitments to the well-being of children, girls and students with disabilities**. The Government of Rwanda has committed to ensuring the well-being of children, girls and students with disabilities through the ratification of key instruments and policies.[50] Since ratification of the United Nations Convention on the Rights of the Child (CRC) in January 1991, the Government developed and enacted the Integrated Child Rights Policy (ICRP),[51] which affirms the Government's adherence to the principles stated in the CRC and establishes a comprehensive policy across thematic areas. In 2018, the Government developed the Strategic Plan for the Integrated Child Rights Policy (2019-2024) to address gaps in the policy as identified in the evaluation of the first ICRP (2011-2016).[52] Rwanda ratified the Convention on the Rights of Persons with Disabilities in 2008 and adopted ministerial orders in 2009 to facilitate this population's access to education, employment, healthcare, and mobility.[53] The Government established the National Council of Persons with Disabilities in 2011 to advocate for participation in national development. In 2021, the Government enacted a national policy which promotes education and teacher training that dismantle the social norms and structural barriers affecting student success. District performance contracts (*Imihigo*) now include assessment criteria for reducing disparities between women, men, girls and boys, to enhance accountability in local development planning.[54] Education that supports all learners and nutrition are also emphasized in the Education Sector Strategic Plan (ESSP) (2024-2029) and the National Comprehensive School Feeding Policy (2019).

21. **Education.** The ESSP (2024-2029) builds on progress made under the 2019-2024 plan to strengthen the quality and market relevance of education.[55] The current highlights ensuring timely enrolment and progression, enhancing the quality of education with a focus on foundational learning outcomes, expanding access to market-relevant education in basic education, technical and vocational education and training (TVET), and higher education; reducing dropout rates; increasing adult literacy; promoting information and communication technology in teaching and learning: and strengthening data systems and accountability mechanisms. The plan includes a dedicated budget line to address education barriers for girls, including WASH facilities sensitive to the needs of boys and girls.

22. **School feeding policy and strategy.** In 2019 the Government announced the Comprehensive National School Feeding (NSF) Policy and Strategy, representing the initial framework for comprehensive, universal pre-, primary and secondary school coverage emphasizing WASH and nutrition, and local procurement to support smallholder farmers. In 2020/2021, the Government began scaling up the coverage of school feeding programs, beginning with a universal subsidy of RWF 56 for each meal in nursery, primary, and secondary day school.[56] A key policy shift was to reduce parents' financial contribution for pre-primary and primary students to 10 percent of the school meal cost, increasing the government subsidy to

[46] Republic of Rwanda. 2020. Vision 2050.
[47] Republic of Rwanda. 2024. National Strategy for Transformation (NST2) 2024-2029. Abridged Version.
[48] WFP. 2024. Draft Rwanda Country Strategic Plan (2025-2029).
[49] Official Gazette of the Republic of Rwanda. 2023. Official Gazette n° Special of 05/01/2023.
[50] OHCHR. 2025. The Core International Human Rights Instruments and their monitoring bodies.
[51] Republic of Rwanda. August 2011. National Integrated Child Rights Policy.
[52] Republic of Rwanda. 2018. Strategic Plan for the Integrated Child Rights Policy.
[53] NISR. 2022. 5th Population and Housing Census: Socio-economic Characteristics of Persons with Disabilities.
[54] United Nations Rwanda. 2021. Rwanda Common Country Analysis. March.
[55] MINEDUC. 2024. Education Sector Strategic Plan 2024-2029.
[56] Republic of Rwanda. MINEDUC. 2021. Rwanda School Feeding Operational Guidelines.

90 percent (RWF 135) in the 2023 academic year.[57] Between 2020 and 2024, the number of pre-primary, primary, and secondary students receiving daily meals grew from 874,244 to over 4,475,919 million students, achieving universal coverage.[58,59]

23. With the support of WFP, the Government developed the School Feeding Financing Strategy (2023-2033) to enhance financial sustainability.[60] Though the Government increased the budget for the 2022/2023 school year to RWF 78 billion (roughly USD 55 million),[61] a projected annual funding gap of USD 84 million[62] to implement school feeding over the next five years remains.[63] The strategy proposes measures to improve efficiency, generate additional government revenue, and secure additional parent, civil society, and public contributions. In June 2024, the Government launched the *Dusangire Lunch* (Let's Share the Meal) campaign, to increase public and private contributions.[64] The Government further demonstrated its commitment to reducing the funding gap by increasing the NSFP budget to RWF 94 billion (roughly USD 66.6 million) for the 2024/2025 school year.[65]

24. **School feeding: TWG and SMC.** With WFP's support, the Government established the National School Feeding Technical Working Group (TWG) in 2019 to align the project with long-term government strategy. WFP co-chairs this working group with MINEDUC and the National School Feeding Steering Committee, which oversees the NSFP and coordinates programming across 30 districts. Supported by WFP, Rwanda is part of the global SMC Task Force,[66] the coalition's decision-making body that sets its strategic direction, establishes yearly priorities, guides the Secretariat (which is hosted by WFP), and leads political advocacy.[67] Rwanda's commitments include sustained funding, policy updates, coordination structures, local procurement, international collaboration, and research partnerships.[68] Rwanda played a pivotal role in establishing the regional SMC Network in East Africa and acted as the first chair,[69] providing a platform for participating countries to engage in peer-to-peer learning and exchange technical insights.[70]

25. **Smallholder farmer and procurement support.** Rwanda supports agricultural modernization and food systems through the Fifth Strategic Plan for the Transformation of Agriculture (PSTA5), which prioritizes building resilient and sustainable agri-food systems, aligning with Vision 2050 and the NST2.[71] Building on PSTA4, PSTA5 was designed as a roadmap to addressing the country's food systems challenges such as, post-harvest losses, extreme weather events, limited access to finance, and low market penetration. Through the Farm-to-Market Alliance, WFP has supported USDA-backed cooperatives by formalizing traditional savings groups and facilitating farmer-to-school linkages to help farmers shift from subsistence to market-oriented agriculture as well as enhance production, market capacity, and ability to supply the NSFP.[72] In May 2023, the Government introduced the National Disaster Preparedness Plan for Food Security and Nutrition to protect procurement and supply chain management against weather-related shocks.[73] Procurement procedures are outlined in the Rwanda School Feeding Operational Guidelines.[74]

26. In 2024, WFP, MINEDUC, and MINALOC reviewed the school feeding operational guidelines to integrate the new procurement modality which mandates districts to procure non-perishable food items

[57] Republic of Rwanda. MINEDUC. 2023. Education Ministry Calls for Parents' Involvement in School Feeding Programme.
[58] Republic of Rwanda. MINEDUC. 2020/21 Education Statistical Yearbook.
[59] Republic of Rwanda. MINEDUC. 2024. School Census.
[60] MINEDUC. 2024. National School Feeding Programme Financial Strategy.
[61] Using the OANDA RWF to USD exchange rate on 7 April 2025.
[62] Approximately 118.9 billion using the 7 April 2025 exchange rate.
[63] Government of Rwanda. 2023. Rwanda National School Feeding Programme Financing Strategy.
[64] The New Times. 2024. Rwanda school feeding scheme pledges now over Rwf300m. September 13, 2024.
[65] IGIHE. 2025. "School feeding budget in Rwanda reaches Frw94 billion." 7 March. ; Using the OANDA RWF to USD exchange rate on 7 April 2025.
[66] The Task Force currently consists of 12 countries and regional networks: the African Union, Brazil, Finland, France, Guatemala, Honduras, Japan, Kenya, Rwanda, Senegal, Sweden and the USA.
[67] SMC. Accessed March 2025. School Meals Coalition Webpage: Governance.
[68] Republic of Rwanda. n/d. Global School Meals Coalition: Nutrition, Health, Education for Every Child, Country Commitment.
[69] Republic of Rwanda. 2023. Eastern Africa Regional School Meals Coalition Network Launch Meeting Report.
[70] SMC. 2024. Eastern Africa Regional SMC Network Draft Roadmap 2024-2025.
[71] MINAGRI. 2024. Fifth Strategic Plan for Agriculture Transformation (PSTA 5).
[72] Farm to Market Alliance. 2023. Annual Report.
[73] UNICEF. 2023. Rwanda Country Annual Report.
[74] Republic of Rwanda. MINEDUC. 2021. Rwanda School Feeding Operational Guidelines.

and schools to procure perishable and non-food items, with updated food safety and quality measures.[75] In the 2024/2025 academic year, the Government piloted the centralized procurement of rice with support from WFP through complementary USAID funding, delivering substantial cost savings and demonstrating the model's efficiency. The Government scaled up the approach, adopting a fully centralized procurement system for the 2025/2026 academic year to cover beans, rice, oil, and maize flour.

27. **Capacity strengthening and program monitoring**. The School Feeding Operational Guidelines highlight the importance of program monitoring and outline key indicators such as which resource each school has received; how the school used the received resource; what the program has done; and program achievements.[76] Responsibilities are delegated to relevant actors including MINEDUC, storekeepers, head teachers, and district authorities. Evidence-generation efforts aim to optimize operational efficiencies and enhance capacity at the district level to coordinate effective implementation of the program. National-level capacity strengthening will support NSFP integration into policies and strategies, strengthen coordination mechanisms, and finalize secondments to key posts such as in MINEDUC and MINALOC.[77]

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

Other international assistance in Rwanda relevant to the project

29. Recent education initiatives in Rwanda included USAID Catalyse EduFinance, USAID Soma Umenye (2016-2021), USAID Tunoze Gusoma (2021-2025), USAID Uburezi Iwacu (2021-2025),[78] UNICEF Education Cooperation Program (2018-2024), FCDO Building Learning Foundations (2019-2023), World Bank Quality Basic Education for Human Capital Development (2020-2024), JICA PRISM (2021-2026), United Nations Sustainable Development Cooperation Framework (UNSDCF) (2018-2023 and 2025-2029), Save the Children's Zero Out of School Project (2023-2027), and JICA Development Policy Loan for the Education Sector.[79] The Global Partnership for Education recently awarded five grants to the Government of Rwanda to support government initiatives aimed at transforming the education system.[80] These programs aim to improve literacy, early education, teacher training, learning materials, community engagement, school feeding programs, and student reintegration, while strengthening monitoring and assessment systems.

Other WFP Rwanda Activities

30. Under its current country strategic plan (CSP), WFP Rwanda has several activities in addition to the McGovern-Dole project. These focus on supporting refugees and returnees with food and livelihoods (Strategic Objective 1or SO1); strengthening nutrition-sensitive social protection systems (SO2); building national capacity to improve nutrition outcomes (SO3); and enhancing smallholder farmers' access to markets by supporting value chain development and strengthening capacity in post-harvest handling, food quality, cooperative governance, and institutional procurement, including school feeding (SO4).[81] SO5 delivers supply-chain services and expertise to enable partners to aid affected populations. This SO is only activated in case of an emergency and when requested by the Government.

[75] WFP. 2024. FY20 McGovern-Dole Semi-annual Performance Report April 2024-September 2024.
[76] Republic of Rwanda. MINEDUC. 2021. Rwanda School Feeding Operational Guidelines.
[77] WFP. 2025. Baseline Study of USDA McGovern-Dole Grant for WFP Home-Grown School Feeding in Rwanda from 2025-2029 ToR.
[78] USAID projects were impacted by US Government Executive Order 14169 and the initiatives listed here will not resume.
[79] Republic of Rwanda. MINEDUC. 2023. Partnership Compact (2023-2027).
[80] The CO provided this information during the review of a previous report draft.
WFP Rwanda. 2025. WFP Rwanda Country Brief, January 2025.

1.3 Subject being evaluated

31. **Project description.** The FY20 McGovern-Dole project was designed to align with McGovern-Dole strategic objectives (SOs) to improve literacy in school-age children (SO1), increase the use of health and dietary practices (SO2), and improve the effectiveness of food assistance through local and regional procurement (LRP SO1) in the targeted areas.[82] [83]A key intervention to achieve these objectives is the strengthening of government capacity at national, district and school levels to oversee and manage the NSFP.[84] The FY20 focus on transitioning McGovern-Dole project schools into the NSFP followed the approval of the Comprehensive National School Feeding Policy in 2019 and the resulting increased budget allocation to scale up the NFSP to all pre-, primary, and secondary students in the 2020/21 academic year.[85] WFP's focus on strengthening capacity to implement the NSFP is indicative of the CO's shift from an implementer to an enabler of the Government.

32. **Funding.** The FY20 phase of the McGovern-Dole award provides USD 25 million over five years. Approximately USD 3.5 million of complementary funding was provided by France, Republic of Korea, Novo Nordisk Foundation and WFP's Share the Meal program between the start of the FY20 project in 2021, and September 2023.[86] An additional USD 1 million was provided between 2023 and the endline evaluation, from USAID locally and from the German Federal Ministry for Economic Cooperation and Development.

33. Complementary funding from Novo Nordisk (covering 2022-2024 and 2025-2027) was used to pilot a cash-to-schools initiative in 140 schools to improve the diversity and nutrition of meals using vegetables, fruits, and animal-sourced protein; enhance food safety and quality support to the Rwanda Standards Board; support smallholder farmers; and to purchase local commodities to complement the LRP funding under the McGovern-Dole award.[87] Through April 2025, the Rockefeller Foundation provided support to capacity strengthening through four key pillars: *Good Food Procurement*, *Good Food Policy*, *Good Food Data* and *Good Food Innovation*.[88] The Foundation also provided complementary funding for testing new energy-saving recipes in school meals and associated activities. This involved research in collaboration with Loughborough University on fuel-efficient recipes and cooking guidance to reduce firewood usage and cooking time while ensuring quality, healthy school meals.[89] World Vision also contributed matching funds for WASH infrastructure construction.

34. **Theory of Change (TOC).** The TOC posits that *if* WFP provides technical assistance to the Government of Rwanda to build the institutional capacity, policy framework and financial support to provide an integrated package of school-based programming, *then* the Government will be equipped to implement a fully functional and sustainable national school feeding program that provides quality nutritious meals through local purchases from smallholders alongside targeted education, nutrition and WASH interventions.[90] The result will be children who are better educated, better nourished and better prepared to achieve Rwandan national development goals, and a sustainable program to benefit education, nutrition, agriculture, food systems and growing local economies. The TOC's assumptions are: 1) continued government commitment to supporting school feeding policies, 2) continued ability of Government, partners, and communities to provide complementary resources; 3) continued government attention to improving teacher retention and student-teacher ratios; 4) government provision of school infrastructure and equipment; 5) effective coordination among stakeholders; 6) trust and confidence in the value of WFP's contributions to the NSFP; and 7) the absence of major economic or natural shocks that would disrupt food supply.

[82] See McGovern-Dole and LRP results frameworks in Annexes 1 and 2, respectively
[83] See map of project area in Annex 3
[84] See McGovern-Dole Results Framework in Annex 1.
[85] WFP. 2020. Strategic Evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals. Centralized Evaluation Report. Office of Evaluation OEV/2019/019. May.
[86] Information regarding the magnitude and use of additional funding provided by the CO in an earlier review of this report.
[87] WFP Rwanda. 2022. WFP Rwanda FY 2020 McGovern-Dole Project Semi-Annual Report. Apr 1, 2022 - Sep 30, 2022.
[88] WFP. 2022. Scaling up Fortified Whole Meal in School Feeding Programs in Rwanda and Burundi and Supporting an Innovation Hub in Kenya. Regional Interim Narrative Report. 1 November 2021- 31 October 2022
[89] WFP Rwanda. 2022. WFP Rwanda FY 2020 McGovern-Dole Project Semi-Annual Report. Apr 1, 2022 - Sep 30, 2022.
[90] WFP. n.d. FY24 McGovern-Dole Project Proposal: Introduction and Strategic Analysis.

35. The reconstructed TOC is provided in Annex 4. The TOC logic aligns with and reflects the McGovern-Dole and LRP Results Frameworks (Annex 1 and Annex 2, respectively). Under the TOC and results frameworks, all project activities are designed to lead to one or more of the three McGovern-Dole Strategic Objectives (SO): SO1 Improved education and nutritional status, SO2 Increased use of health and dietary practices, and SO3 Improved effectiveness of food assistance through local and regional procurement. These SOs contribute to the wider vision for the project, that girls and boys in Rwanda, especially those who are vulnerable, have access to school meals that build human capital, resilience, and food and nutrition security. As part of this final evaluation, the evaluation team supported the WFP school feeding team in finalizing a TOC that reflects the logical pathways for all three phases of the McGovern-Dole project in Rwanda (FY15, FY20, and FY24). Thus, the reconstructed TOC is more general than the results framework, to encompass WFP Rwanda's school feeding work from FY15 until now. Additionally, the assumptions in the TOC have been updated to reflect current contextual and project realities that are most likely to impact project outcomes. The evaluation team finds the TOC logic to be valid, and only minor refinements were made since inception based on final discussions with the CO during the data collection mission and TOC workshop. The TOC has been used in this endline to assess the relevance of the project design and measure project results.

36. **Partners.** The project is implemented jointly with the Rwanda Ministry of Education (MINEDUC), Ministry of Agriculture and Animal Resources (MINAGRI), National Child Development Agency (NCDA), Ministry of Local Government (MINALOC), Ministry of Trade and Industry (MINICOM), World Vision, Gardens for Health International (GHI), Rwanda Biomedical Centre (RBC) and seven districts.

37. Table 1 presents the project objectives and corresponding award sub-recipients.[91]

Table 1: McGovern-Dole project objectives and award sub-recipients in Rwanda

No.	Project Objectives	Implementing Partner
1	Improve literacy skills of pre- and primary students through community and parent engagement, targeted teacher training and coaching, the provision of learning materials, and student reading competitions	World Vision
2	Increase enrolment, reduce dropout, alleviate short-term hunger, and improve student learning, concentration, and access to nutritious food by providing daily on-site, hot school meals	WFP
3	Improve student health and dietary practices through Social Behavior Change Communication, hygiene education and improved water systems and latrine/handwashing facilities	GHI, RBC, World Vision
4	Strengthen government capacity to implement the NSFP through systems building, policy and strategy development, and targeted support to Government at the central and decentralized levels	WFP
5	Enhance farmer capacities to produce sufficient nutritious food for the NSFP while also improving household food security and nutrition through targeted capacity development, enhanced financial inclusion and connecting farmers to schools to supply for school feeding	WFP
6	Increase engagement and capacity of communities to deliver and manage the NSFP through targeted capacity and infrastructure development	WFP

38. **Activities.** The FY20 project supported the direct implementation of school feeding, WASH, health and nutrition, education, and WASH infrastructure activities in 140 pre- and primary schools in seven of the poorest and most food-insecure districts in Rwanda. It implemented activities in the 108 "Group 1" primary schools supported in the FY15 project in Karongi, Rutsiro, Nyamagabe, and Nyaruguru districts until their transition to the NSFP in September 2023. The remaining 32 pre- and primary "Group 2" schools in Burera, Kayonza and Gasabo districts, added in FY20, continue to receive project support.[92] The FY20 project

[91] See the McGovern-Dole and LRP results frameworks (Annexes 1 and 2) for further reference.
[92] WFP Rwanda. 2022. Semi-Annual Performance Report. Apr 2022 - Sep 2022.

continued to support Group 1 schools with some activities after their transition, such as the completion of WASH infrastructure and distribution of stock surplus of USDA vegetable oil.[93] Group 1 schools also received fortified refined maizemeal during the September – December 2025 term.

39. Building on its predecessor, the FY20 project delivered hot, nutritious meals for all students using in-kind and locally or regionally procured foods and fresh foods purchased through cash transfers to schools.[94] It also aimed to model best practices ahead of the handover of project schools to the NSFP. Per MINEDUC request, the FY20 project includes schools located in all five Rwandan provinces, with siting done in consultation with district officials and MINEDUC.[95] It included WFP support to strengthen the capacity of agricultural cooperatives and smallholder farmers to provide the primary commodities for school meals.[96] WFP secured USD 28 million for a final, five-year McGovern-Dole project (FY24) project which will consolidate progress made in the FY20 project and build capacity to support the Government prior to the transition of all project schools to the NSFP by the end of the FY24 project.[97]

40. **Reducing barriers to education.** Although the project supports WFP's Gender Policy, the original design did not include a specific approach to address disparities between girls and boys. WFP Rwanda commissioned a formative assessment during the baseline study to assess how home, school, and community dynamics were potentially influencing the impact of Home Grown School Feeding (HGSF), and to identify a more people-centered approach.[98] Project activities designed to dismantle barriers affecting equitable participation include the development of a school meals menu to address the nutritional needs of adolescent girls,[99] construction of girls' sanitary rooms, and teaching girls good menstruation hygiene. WFP has worked to sensitize stakeholders and school staff on how to encourage greater female participation and has also conducted awareness raising on the importance of girls' education. Though WFP has worked to ensure the project promotes the participation of students with disabilities, the project design only minimally responds to barriers faced by students with disabilities. Relevant project activities include the construction of disability-inclusive latrines and WFP engagement of stakeholders on disability awareness.

41. **Previous evaluations and reviews.** The FY15 endline, FY20 baseline, and 2021 assessment informed the FY20 project design. The FY15 endline recommended strengthening WFP's understanding of the existing procurement system to inform a national procurement strategy. In response, WFP and MINEDUC conducted the 2022 School Feeding Survey and Market Assessment, which informed updates to the NSFP procurement model for the 2023/2024 academic year. The Market Assessment also informed the NSFP and Financing Strategy, which reduced parents' school feeding contributions. WFP also supported MINEDUC in the design and operationalization of a new procurement model, approved by the Government in August 2023.[100]

42. The FY20 baseline noted that the McGovern-Dole project needed stronger collaboration and partnership with local leadership (including parents) to ensure that nutrition interventions reach households and communities. FY20 project activities incorporated this recommendation, including training for school leadership, local leaders and parent representatives on health and nutrition and garden establishment. FY20 project activities have engaged local government in project implementation and planning for the transition to the NSFP.

43. **Targets.** Over the life of the project, WFP and partners aimed to reach 145,793 pre- and primary students in grades 1-6 and 10,384 adults (384 teachers, 10,000 cooks and storekeepers) who participated in the project at school level. Through local capacity strengthening, the project aimed to benefit 1,120 School

[93] WFP Rwanda. 2024. Semi-Annual Performance Report. Oct 2023 – Mar 2024.
[94] The pilot cash-to-schools initiative is funded by France, Republic of Korea, Novo Nordisk Foundation and WFP's Share the Meal program.
[95] The criteria for sector selection included poverty rates, percentage of population in *ubudehe* categories 1 and 2, and proximity and complementarity with other WFP/Government of Rwanda programmes, community support, and likelihood of success.
[96] WFP. 2021. WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Program's Support in Rwanda 2016-2021. Endline evaluation. 23 November.
[97] WFP Rwanda. n.d. FY24 McGovern-Dole Project Proposal: Introduction and Strategic Analysis.
[98] WFP Rwanda. 2021. Gender Assessment Brief. Home Grown School Feeding Programme. December.
[99] WFP. 2021. WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Program's Support in Rwanda 2016-2021. Endline evaluation. 23 November.
[100] WFP Rwanda. 2023. WFP Rwanda FY 2020 McGovern-Dole Project Semi-Annual Report. Apr 1, 2023 – Sep 30, 2023.

General Assembly Committees (SGACs)[101] or similar school governance structures and 498 school administration members. An additional 351,285 indirect beneficiaries were expected to benefit from McGovern-Dole activities.[102]

Outputs and planned versus actual beneficiaries

44. WFP achieved its target to reach 117,095 students in FY 2023,[103] prior to the transition of Group 1 schools into the NSFP. [104] Between 2021 and 2025, the average student attendance rate in participating schools increased from 91.6 percent (92.2 percent female, 91 percent male) to 94.3 percent (95.1 percent female, 93.6 percent male), indicating improved attendance, though still less than the target of 99 percent.

45. The project provided a total of 50.4 million meals to school-aged children between the start of the FY20 project and December 2025, compared to an LOP target of approximately 77 million meals.[105] Progress was aligned with expectations; it was unlikely that the LOP target would be fully achieved, as the COVID-19 pandemic delayed the project's expansion to pre-primary students in Group 1 schools and pre-primary and primary students in all 32 Group 2 schools.[106] Table 2 outlines actual progress made against annual targets. Both WFP staff and school-level stakeholders reported that once project implementation began, there were no gaps in meal provision.

Table 2: Planned versus actual meals provided

Fiscal Year	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	FY 2026[1]
Target	16,268,676	22,833,525	22,833,525	5,596,110	5,596,110	3,881,801
Actual	1,284,525	15,562,256	19,015,388	5,199,681	5,503,344	3,861,694

[1] Progress reported for FY2026 (October–December 2025) was achieved under the no-cost extension of the FY20 project.

46. At endline, 23 of the 34 performance indicators had achieved the associated LOP target.[107] Most of these targets were met in FY 2023, prior to the transition of Group 1 project schools into the NSFP; values reported for school-level McGovern-Dole output indicators in FY 2024 and FY 2025 reflect the smaller number of project schools after the transition. Output indicators that had not achieved the LOP target at endline include:

- MGD Standard 22: Number of individuals trained in safe food preparation and storage as a result of USDA assistance.
- MGD Standard 23: Number of individuals trained in child health and nutrition as a result of USDA assistance.
- LRP Standard 6: Quantity of commodity procured as a result of USDA assistance.

47. The cumulative number of individuals trained in safe food preparation and storage is 530 (MGD Standard 22). WFP, MINEDUC and GHI trained an additional 9,692 Dean of Head Teachers, District Directors of Education, District Education Officers, Sector-, District- and School-level School Feeding Committees, School Tender Committees, cooks and storekeepers on safe food preparation and storage. While the training used materials developed with McGovern-Dole funding, the training itself was conducted using

[101] SGACs were formerly known as Parent-Teacher Associations.
[102] WFP Rwanda. 2022. Agreement between the Government of the United States of America and World Food Programme for the Provision of Agricultural Commodities through the McGovern-Dole International Food for Education and Child Nutrition Program Act. Amendment II. Note: Per the project PMP, "Indirect beneficiaries assumed for this project are siblings of children receiving school meals and parents of children who are not direct beneficiaries through parent committee trainings. "
[103] Please note, FY is used to denote the "fiscal year," which runs from October 1 – September 30 of the following year. For example, FY2023 is October 1, 2022, through September 30, 2023. Project monitoring data are collected for the fiscal year, not the calendar year.
[104] WFP Rwanda. 2024. WFP Rwanda FY 2020 McGovern-Dole Project Semi-Annual Report. Oct 1, 2023 – Sep 30, 2024.
[105] WFP Rwanda. 2024. Semi-annual performance indicator spreadsheet. Oct 2024 – March 2025.
[106] WFP Rwanda. 2022. WFP Rwanda FY 2020 McGovern-Dole Project Semi-Annual Report. Oct 1, 2021 – Mar 31, 2022.
[107] WFP Rwanda. 2024. Semi-annual performance indicator spreadsheet. Oct 2024 – March 2025.

complementary funding. Thus, the individuals participating in the training could not be counted toward the LOP target of 1,542.

48. A total of 2,427 individuals were trained in child health and nutrition (MGD Standard 23).[108] While this is significantly less than the LOP target of 9,492, at least 627 teachers and local leaders were trained as trainers, suggesting that the number of individuals benefiting from child health and nutrition training will multiply as these individuals train others. Additionally, WFP CO staff indicated that, at midterm, the definition of individuals trained was adjusted to reflect the USDA indicator handbook, which specifies that participants should only be counted if the training is 16 hours or more. Thus, the annual actuals dropped to reflect this change; FY 2021 and FY 2022 targets could not be adjusted retroactively and so remained too high.

49. **Commodity distribution.** Slightly more than half of the LOP target for the quantity of commodity procured had been secured by September 2025 (LRP Standard 6; 1,740.3 MT of 3,253 MT).[109] At midterm, WFP noted that the LOP target for total MT purchased would likely not be reached due to high food prices (which indeed continued after midterm).[110] During the 2023/2024 school year, USDA vegetable oil arrived in country after the school year had started, requiring WFP to purchase 13 MT of oil with complementary funding.[111] However, this resulted in a stock balance of 63 MT at the end of the 2022/2023 school year with a "Best Used By Date" of November 2023. To best use the oil before its expiration, WFP distributed the vegetable oil to 70 of the newly transitioned Group 1 schools in Nyaruguru, Nyamagabe, and Rutsiro.

[108] WFP Rwanda. 2024. Semi-annual performance indicator spreadsheet. Oct 2024 – March 2025.
[109] Ibid.
[110] WFP Rwanda. 2024. Midterm Evaluation: USDA McGovern-Dole Grant for WFP Home-Grown School Feeding Project in Rwanda (2020 to 2025). Decentralized Evaluation Report – Volume I.
[111] WFP Rwanda. 2024. WFP Rwanda FY 2020 McGovern-Dole Project Semi-Annual Report. Oct 1, 2023 – Mar 31, 2024.

Outcomes

50. Table 3 presents the history of McGovern-Dole outcome indicator values vis a vis life-of-project (LOP) target. The following color code is used: green indicates the LOP target has been achieved, yellow indicates at least 50 percent achieved, and red indicates less than 50 percent achieved. Most outcome indicators demonstrated progression toward the LOP targets. However, some outcome indicator values reported in FY 2024, such as the number of students enrolled in schools receiving USDA assistance, may reflect the transition of Group 1 schools to the NSFP. Additional details and explanation for progress against targets is included in the evaluation findings, as well as in Annex 6.

Table 3: McGovern-Dole outcome indicators

Outcome Indicator[1]	Baseline (Nov 2021)	FY 2022	FY 2023	FY 2024	Endline (2025)[2]	LOP Target	LOP calculation
Improved Literacy of School-aged Children							
% 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[3]	57.9%	Collected at BL, MT and EL only	59.2%	Collected at BL, MT and EL only	70.4%	69%	Calculated as the proportion of Grade 2 students at baseline, midterm, and endline, dividing the number of students who reach the comprehension threshold by the total number of students at the first two grades of primary schooling. *Source*: endline EGRA, May/June 2025.
Number of teachers/educators/teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools as a result of USDA assistance	0	445	509	459	470	384	Annually captures the count of teachers who are using improved techniques and tools; reported as a non-cumulative measure. *Source*: WFP and partner monitoring data, March 2025.
Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance	0	445	502	502	502	498	Annually captures the count of administrators and officials who are using improved techniques and tools; reported as a non-cumulative measure. *Source*: WFP and partner monitoring data, March 2025.

Outcome Indicator[1]	Baseline (Nov 2021)	FY 2022	FY 2023	FY 2024	Endline (2025)[2]	LOP Target	LOP calculation
Average student attendance rate in USDA supported classrooms/schools	83%	91.62%	92.0%	94.3%	94.3%	99%	This indicator biannually tracks any change over time in the attendance rate, calculated by how many children are in attendance at a given time compared to how many could be based on enrollment. *Source*: endline school survey, May/June 2025.
Number of students enrolled in school receiving USDA assistance	79,624	111,075	118,108	30,733	32,372	145,793	117,214 students also received commodities between October and December 2025. Cumulative total of unique individuals: 129,665. Annually captures the unique number of students enrolled at schools that are directly benefiting from USDA assistance, including learners enrolled in educational radio and/or TV programming. *Source*: WFP and partner monitoring data, September 2025.
Increased Use of Health and Dietary Practices							
Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance	0	0	272	272	272[4]	1,144	Annually captures the unique number of individuals who can demonstrate the use of at least one new practice in their lives or work that supports safe food preparation and storage, using knowledge and skills received in USDA-supported training and certification programs. *Source*: WFP and partner monitoring data, March 2025.
Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance	0	723	1,524	1,832	2,048[5]	6,644	Annually captures the unique number of individuals who can demonstrate the use of at least one new practice in their lives or work intended to improve children's health or nutritional status, using knowledge and skills received in USDA-supported training and certification programs. *Source*: WFP and

Outcome Indicator[1]	Baseline (Nov 2021)	FY 2022	FY 2023	FY 2024	Endline (2025)[2]	LOP Target	LOP calculation
							partner monitoring data, March 2025.
Improved Effectiveness of Food Assistance through Local and Regional Procurement							
Value of annual sales of farms and firms receiving USDA assistance	$280,000	$372,000	$872,595	$1,222,534	$1,899,446	$1,747,312	This indicator measures the value in USD of the total amount of sales during the reporting year; reported as a cumulative measure. *Source*: WFP and partner monitoring data, September 2025.
Volume of commodities sold by farms and firms receiving USDA assistance	643 MT	1,105 MT	2,214 MT	3,784 MT	6,070 MT	6,500 MT	This indicator measures the gross volume of sales during the reporting period; reported as a cumulative measure. *Source*: WFP and partner monitoring data, September 2025.
Number of individuals in the agriculture system who have applied improved management practices or technologies with the USDA assistance	100	23,195	24,646	25,945	35,230	15,000	Measured as the number of unique individuals per reporting year. *Source*: WFP and partner monitoring data, March 2025.
Color code key:	End target achieved			50% or higher of end target achieved as of Endline			Less than 50% of end target achieved as of Endline

[1] As reported by WFP in the semi-annual report corresponding to the year indicated in the column heading, unless otherwise noted. Targets reflect revised targets given in *WFP Rwanda – FFE-696-2020-013-00 – Attachment D endline amendment_WFP edits 23.02.2023_clean*

[2] Source of endline value indicated in LOP calculation column.

[3] Percentage calculated by evaluation team. Includes Group 1 and Group 2 schools. Calculation follows the same methodology applied at endline.

[4] This activity was only planned for FY2023. The project also trained over 9,692 individuals using complementary funding, but their demonstrated use of safe food preparation and storage practices is not captured by this indicator, which documents USDA assistance only.

[5] Reported value reflects the number of teachers and local leaders trained as trainers who are leading trainings on health, hygiene and nutrition practices in schools and communities.

1.4 Evaluation methodology, limitations and ethical considerations

Evaluation questions and evaluation criteria

51. This evaluation addresses the evaluation questions and OECD criteria shown in Table 4, as established in the terms of reference (TOR) [112] and approved inception report. The evaluation also collected data for assigned indicators (Annex 7) to assess project performance against targets at endline.

Table 4: Final evaluation criteria and questions

Focus Area	Key Questions – Final evaluation
Relevance	1. To what extent is the McGovern-Dole programme appropriate to the needs of the target beneficiaries (men, women, boys and girls)? To what extent has the design of capacity strengthening activities aligned with and/or enhanced government capacity building gaps within the national school feeding programme? 2. To what extent is the McGovern-Dole programme aligned with overall USDA objectives as well as strategies, policies and normative guidance; and the Government's relevant stated national policies, including sector policies and strategies? 3. To what extent is the McGovern-Dole programme aligned with frameworks of UN agencies and relevant development partners? To what extent is it aligned with WFP's overall strategy and related guidance? 4. To what extent were the changes made to activities (design and implementation) due to external shocks and other factors (e.g. COVID-19) relevant for beneficiaries?
Effectiveness	1. To what extent were the objectives and results of the McGovern-Dole programme achieved for various beneficiary groups (by sex where applicable) and by type of activity? 2. To what extent has the programme achieved its overarching objectives, considering both expected and unexpected outcomes across different population groups**?** 3. To what extent have the findings of the midterm evaluation been implemented to contribute to the achievement of the expected outcomes? 4. To what extent has the M&E system been adequately designed to respond to the needs and requirements of the project? Has the M&E system been sufficiently able to capture changes in the lives of the beneficiaries? 5. To what extent have the monitoring and Beneficiary/Stakeholder Complaint and Feedback mechanisms been utilized for McGovern-Dole programme corrective measures as well as for WFP's learning agenda? What specific lessons have been identified through these mechanisms? 6. To what extent did external shocks and other factors, including factors related to COVID-19, affect project implementation and performance and how were these mitigated?

[112] See summary terms of reference in Annex 5

Focus Area	Key Questions – Final evaluation
Efficiency	1. To what extent are the transfer cost, cost per beneficiary, logistics, programme deliveries and M&E arrangement aligned with project design? What factors impacted the delivery process and the programme's achievements (cost factors, WFP and partners' performance, external factors)? 2. Were the activities undertaken as part of McGovern-Dole programme cost-efficient? 3. What factors impacted the cost-efficiency of the project implementation?
Impact	1. What intended and unintended impact has the McGovern-Dole programme made on men, women, boy and girl beneficiaries and stakeholders (including Government, authorities, communities)? 2. What were the internal factors contributing to the achievement or non-achievement of the expected outcomes (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring and evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RO/HQ); and internal partnership and coordination approaches and arrangements; etc.? 3. What were the external factors leading to the impact (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc.? 4. What are the overall effects on smallholder farmers' lives through the support received under the McGovern-Dole Programme?
Sustainability	1. To what extent was the McGovern-Dole programme implementation in line with the transition plan/strategy agreed with and endorsed by the Government, including handover to the Government at national and local levels, communities and other partners, for all project components (school feeding, literacy, food safety, WASH and hygiene, agricultural market support, etc.)? Have adjustments to the transition plan/strategy identified during the mid-term evaluation and throughout the programme been factored in the McGovern-Dole programme implementation and impacted success of the handover process? Has the overall transition process been conducted as per the McGovern-Dole programme plan and transition plan/strategy agreed with and endorsed by the Government? 2. To what extent has the package of technical assistance activities and measures undertaken during the project duration been institutionalized into the Government's policies, strategies and systems and is likely to support the sustainability of the intervention (including policy work, support to systems, institutional capacity, etc.)? What progress has been made since the project design stage (through strategic engagement, advocacy and other efforts with Government and relevant stakeholders) in supporting the transition of school feeding implementation from the McGovern-Dole programme beyond WFP's intervention national school feeding programme, to the (national budget for the national school feeding programme and other funding sources)? 3. How effective has the transition process been? (criteria for effective transition outlined in the Joint Transition Strategy for the Home-Grown School Feeding Programme to the National School Feeding Programme 2022) 4. What is the demonstrated capacity at central and sub-national levels to manage school feeding programme in Rwanda (WFP and government programmes)?

Focus Area	Key Questions – Final evaluation
	5. To what extent are local communities (SGACs, School Feeding Committees, Procurement Committees, farmers' groups, etc.) able to manage and coordinate school feeding and education activities (WFP and government school-feeding related activities)? 6. Based on available evidence to what extent are the benefits of the programme likely to continue beyond WFP's intervention for the targeted beneficiaries (men, women, boys and girls)?

Evaluation approach and methodology

52. The endline evaluation is the final of three assessments that were conducted relative to the FY20 McGovern-Dole project, which included the baseline study (2022), midterm evaluation (2023) and this final evaluation (2025). It applied a participatory, mixed-methods approach that was informed by an evaluability assessment and inception mission discussions. The evaluability assessment found that most data sources for the evaluation were reliable and available, though gaps in disability data posed limitations (see Limitations). The primary data collection methods were a school survey, an Early Grade Reading Assessment (EGRA) and appended student survey to collect data for required indicators, and qualitative fieldwork including FGDs and KIIs.[113] Secondary data (e.g., project monitoring data and reports) were examined by desk review. TANGO's research partner in Rwanda, Ihema Research Ltd., conducted data collection fieldwork (surveys and district- and school-level interviews) between May 19 and June 6, 2025; the international team traveled to Rwanda to join Ihema on a data collection mission May 19-23, 2025, focusing on qualitative data collection at the national level.[114] [115]

53. All inception and data collection activities covered the FY20 final evaluation and the FY24 baseline study. This joint approach was taken to gain efficiency across the two exercises. The surveys and qualitative work overlapped due to time constraints; hence the results of the quantitative analysis were not available in time to inform specific lines of qualitative inquiry. However, the inception mission was highly productive in defining areas of interest and concern, which informed the finetuning of endline areas of qualitative inquiry.

54. During the inception phase, TANGO supported WFP to draft a theory of change (TOC) to capture the FY15, FY20, and FY24 phases, thus covering the full lifespan of the project (2015-2029). The final TOC as finalized by WFP is included as Annex 4. The endline methodology includes an examination of the validity of the assumptions and intended pathways of the project TOC vis a vis endline findings.

55. The evaluation matrix (Annex 10) provides a comprehensive overview of how each evaluation question was assessed and analyzed to ensure a systematic, organized and transparent process. For each question, the matrix details sub-questions, indicators, data collection methods and sources, data analysis and triangulation methods, and quality of evidence. As feasible, each question was addressed through both qualitative and quantitative methods using primary and secondary data to triangulate and enhance data reliability and validity. Summarily speaking, the analytical approach consisted of semi-structured thematic literature review, qualitative iterative analysis, and descriptive statistical analysis. Analysis was layered through real-time, structured sharing and triangulation of findings and insights across methods and team members.

56. The final evaluation approach was implemented as described in the endline inception report with no major adjustments.

Methods and tools

57. As noted above, the endline evaluation methods were desk review, school survey, and student survey combined with the administration of the EGRA tool, and qualitative data collection activities tailored to focus on the key topics of interest. The latter includes semi-structured key informant interviews (KIIs) or

[113] Annex 11 presents details of data collection.
[114] See fieldwork agenda in Annex 9
[115] See full evaluation timeline in Annex 8

small-group interviews and focus group discussions (FGDs). The evaluation team also examined existing quantitative project data from WFP and partner monitoring reports and databases, WFP and partner reports and assessments, and documentation from external sources as relevant. As per the agreed performance indicator overview plan (Annex 7), a significant portion of the quantitative data is sourced from existing WFP and partner reports.[116] This combination of methods allowed for reporting on endline values of performance indicators, drawing on a range of sources and stakeholders to respond to the final evaluation questions.

58. To unpack and enrich the understanding of programme achievements, as well as identify unintended effects and generate lessons and best practices, the evaluation employed a sub-set of outcome harvesting techniques. This involved identifying potential outcomes, which were then validated and substantiated across data sources and stakeholder groups.

59. Table 5 summarizes the data collection tools and type of data collected. The evaluation matrix indicates further which data sources and data collection tools were used to answer the evaluation questions (Annex 10). All tools were adjusted based on reviewer comments and pre-test results before finalization and deployment.

Table 5: Description of data collection tools

Data collection tool	Type of data to be collected	Description
School survey	**McGovern-Dole indicators** MGD Standard 2/ MGD 1.3 MGD Custom 3/MGD 1.2 MGD Standard 20 MGD Custom 1 MGD Custom 33	The school survey was administered in all panel schools on Android devices using the Open Data Kit (ODK) survey platform. This survey collected data on McGovern-Dole indicators, WFP Rwanda custom indicators, and other information relevant to the endline evaluation questions. The survey was administered as a small group interview with three key informants: 1) head teacher; 2) school feeding focal point; and 3) head/member of SGAC (usually a parent). It aimed for a mix of males and females. The small-group interview approach was used to improve the reliability of responses. Questions were answered based on consensus perception. The team conducted the survey one time only, with the maximum number of these three respondents that could be arranged.
Observation	**McGovern-Dole indicators** MGD Standard 3 MGD Standard 27	The observation module, which was appended to the school survey, prompted the data collection team to answer questions and take photos related to project activities, such as school WASH infrastructure.
EGRA tool	**McGovern-Dole indicators** MGD Standard 1/ MGD SO 1	The EGRA was administered in Kinyarwanda to P2 students in all sampled project schools (Group 1 and Group 2). The EGRA tool aligned with National Examination and School Inspection Authority (NESA) standards and the content was updated since its last administration to ensure students had no previous exposure to the material. The EGRA was administered on Android devices using Tangerine (RTI) data collection software.

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

Data collection tool	Type of data to be collected	Description
Student survey	**McGovern-Dole indicators** MGD Custom 9	The student survey was appended to the EGRA tool and was administered to the same P2 students selected for the EGRA. The survey collected data on students' health and hygiene practices, and on access to reading materials and literacy support at home.
Interview guides for KIIs and FGDs	Qualitative data to respond to endline questions and to validate and help interpret all McGovern-Dole standard and custom indicator data	The topical outlines were based on the FY20 midterm qualitative tools, which were updated to capture information related to the endline lines of inquiry and evaluation questions specified in the evaluation matrix. Topical outlines were designed for the following stakeholder categories: • WFP Kigali and field staff Government institutions and ministries • District government (District Education Officials) • Award sub-recipients • Donor(s) • United Nations Agency Partner(s) • Schools (head teachers, teachers, students, cooks, storekeepers, SGACs, School Management Committees, School Feeding Committees, School Tender Committees) • Cooperatives In-person interviews were prioritized and supplemented by remote interviews when necessary.
Desk review	Review of secondary data to respond to endline questions and validate and interpret McGovern-Dole and custom indicator data	Secondary data such as project monitoring data and reports, project documents, and government documents were examined by desk review.

60. Beyond the endline evaluation questions, the following topics were identified as priority areas of interest for both the FY24 baseline and FY20 endline. In this report, findings place greater emphasis on areas that were key themes at endline. However, while all areas of inquiry were explored during the data collection phase, some lines of inquiry did not result in strong findings. The evaluation team would recommend that, if these areas continue to be areas of interest to the CO, they continue to be included as lines of inquiry in subsequent evaluations of the FY24 project. The complete list of interest areas is listed below; areas which did not have strong findings at endline are starred and noted in *italics*:

- Progress on capacity strengthening, especially at the district level,
- Documenting and assessing the cascaded school feeding committee model,
- *Support to sustainable school feeding from different district functions (health/safety, procurement, vice mayor) and interdepartmental/interoffice coordination, **
- *School feeding procurement model: central vs district responsibilities; school-level flexibility, **
- *School menus: the merits of standardization vs flexibility in the school menu, options for structural integration into NSFP, **
- Quality of implementation around food safety and food hygiene practices, e.g., knowledge and practices in kitchens and storerooms: quality, maintenance, and use,
- WASH infrastructure: quality, maintenance, use; water access and availability,
- Linkage of school feeding and school gardens to strengthen agricultural food systems,
- WFP Rwanda's contributions to international school feeding fora,

- Corporate learning, especially around country capacity strengthening good practices; documenting lessons for WFP global and the Government of Rwanda,
- WFP positioning in a changing environment, and
- Government readiness to support schools' transition to the NSFP.

61. **Sampling.** The FY20 school survey and EGRA/student survey were administered in a representative sample of 31 project-supported schools visited at baseline and midterm, covering all seven intervention districts. This "panel" school sample included a subset of both Group 1 and Group 2 schools. At each sampled school, the data collection team 1) administered the school survey to targeted informants and 2) administered the EGRA/student survey to a random sample of 22 students per school. Of the 683 total Grade 2 students sampled, 351 were boys and 332 were girls, a roughly even split. The full survey sampling methodology, including sample size calculations, is elaborated in Annex 11.

62. Informants for qualitative activities were purposively selected to ensure proportional representation of women, girls, men and boys from different stakeholder groups. The evaluation team conducted 50 key informant interview (some with two participants, for a total of 52M, 19F) including WFP Rwanda staff, school-based staff, district government, national government, partner NGOs and project-supported cooperatives. While the team attempted to interview an equal number of men and women, the key informants in the formal leadership and technical positions targeted by the evaluation team were predominantly men, reflecting existing imbalances between men and women at these levels. This resulted in fewer women being represented among KIIs. However, this was partially mitigated by the inclusion of FGDs, which engaged a wider set of stakeholders (see paragraph below). Additionally, focused inquiry was made into the specific challenges faced by women smallholder farmers and their perceptions of how future projects could address these barriers.

63. The team conducted FGDs at nine "deep dive" schools WFP purposively selected as good examples for the focus areas WFP wanted to explore. This sample included schools participating in the FY20 project only (n=2), both the FY20 and FY24 projects (n=3), and schools without interventions in either phase, for comparison and context (n=5).[117] The selection considered factors such as presence of a school garden; presence of livestock; good use of local procurement/ contract with a cooperative to supply vegetables; and exemplars of the parent contribution, food safety measures, and provision of a diversified and nutritious meal (milk, porridge, fruits). One control school was unique in that it used a centralized cooking modality through participation in a program with Solid Africa, a social enterprise that partners with MINEDUC to deliver cooked food, while the other schools were selected as examples of "typical" government-supported schools. The FGDs were held with school feeding and tender committees, P5 students, head teachers, teachers, and cooks. The deep dive sample also opportunistically included an FGD with P5 students in Nyamasheke (a FY24 district), i.e., simply because time was available after conducting the EGRA at that school. Overall, these involved 82 FGD participants (44M, 38F) from four of the five FY20 project districts. While FGDs included both men and women or boys and girls, the evaluation team was able to ensure equal participation of women and girls in most instances; FGDs with cooks and school committee members were more likely to have greater male representation. Still, it is possible that cultural biases and power dynamics could have impacted women and girls' desire to fully share their views during FGDs. See Table 6 and Table 7 for a summary of KIIs and FGDs conducted (further details in Annex 12).

[117] Recall that data collection was a joint exercise covering the FY20 endline and FY24 endline, hence the qualitative samples spanned schools/communities participating in the FY20 and/or FY24 projects.

Table 6: Summary of FY20 endline and FY24 baseline KIIs, by category

Key informant category	#KIIs	M	F
WFP Rwanda staff	15	9	6
School-based staff (head teachers, deputy head teachers, cooks, storekeepers)	7	11	5
District staff/ officials (directors of school feeding, education, and agriculture; agronomists)	14	20	3
National government staff/officials	10	7	3
Partner NGO staff (World Vision and Gardens for Health)	2	4	1
Farmer cooperatives (chairpersons)	2	1	1
TOTAL	**50**	**52**	**19**

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

Table 7: Summary of FY20 endline and FY24 baseline FGDs, by category

Focus group type and district	FGDs	M	F	FY20	FY24	No interventions
School feeding and tender committees (in 6 districts)	9	20	13	5	2	1
P5 students (in 6 districts)	7	17	19	5	2	1
Head teachers and teachers (in 2 districts)	2	4	6	2	2	0
Cooks (in 1 district)	1	3	0	1	1	0
TOTAL	**19**	**44**	**38**	**13**	**7**	**2**

Limitations

64. **Limited data/information on people with disabilities**. It was not within the scope of this evaluation to include activities specifically targeting students, parents/caregivers, or stakeholders with disabilities beyond what might surface in the sampling approach agreed at inception. Reporting documents had limited disability data; the evaluation team is thus unable to comment on how well students with disabilities are represented in the project; it is possible that the perspectives of people with disabilities are underrepresented in the evaluation findings. This is also partly due to the nature of the qualitative activities conducted: the evaluation team primarily interviewed WFP staff and stakeholders in specific roles and conducted a limited number of interviews with community members (i.e., teachers, administrators, students, smallholder farmers). The evaluation team has included findings on disability themes as possible within this limited scope and taking advantage of the opportunities that arose.

65. **Comparison of Group 1 and Group 2 schools can only be observational.** At baseline, the sampling strategy was designed to be able to detect differences between project and non-project schools for comparison; the baseline and midterm included comparison schools. Because the NSFP has implemented universal school feeding since the 2021-2022 school year - all students in the country now receive school meals - comparisons between Group 1 and 2 schools with a "control" sample are not a reliable method to determine program achievements, i.e., at endline, there is no meaningful comparison group to compare with WFP-supported schools. No statistical analysis was done to determine significant differences between Group 1 and Group 2 schools; the comparison of quantitative Group 1 and Group 2 results at endline can only be observational.

66. **Verification through school records.** A limitation of estimating student attendance based on teachers' responses without verifying the data against official school records is that this approach compromises data validity. This limitation was accepted during the inception phase, and in consultation with the CO, as it was decided that the evaluation team would ask for school administrators' perceptions about certain indicators (e.g., student attendance) but not verify this information through school records review. WFP monitoring exercises already include a records review; thus, the evaluation team was able to gain efficiencies by not also reviewing school records.

2. Evaluation findings

2.1 Relevance

EQ1: To what extent is the McGovern-Dole program appropriate to beneficiary needs?[118]

Finding 1	The project was aligned with the ongoing needs of men, women, boys and girls related to literacy, health and hygiene; however, support for community-based literacy and children with disabilities was limited.

67. Midterm findings and contextual analysis underscore the continued need to strengthen early-grade literacy, as well as health and hygiene outcomes in schools across Rwanda.[119] Despite progress, foundational reading skills remained low for many students, and consistent hygiene practices were not yet fully embedded in school routines. These gaps were well recognized in the FY20 project, which aimed to directly respond to these needs through a comprehensive package of school-based interventions. These included the implementation of World Vision's updated Unlock Literacy model, training school administrators in teacher coaching and remedial planning, and support to lower-grade teachers navigating the transition from Kinyarwanda to English as the medium of instruction.[120] To strengthen WASH in schools, the FY20 project included activities such as hygiene clubs, menstrual health management awareness, handwashing infrastructure improvements, and training students, teachers, and community actors on key health practices. Beyond the classroom, the project has increased linkages between farmers and schools, strengthened cooperative capacity, and improved health and nutrition through the promotion of kitchen gardens and deworming, which were identified as continued needs by community members. Additionally, as at midterm, community members shared that the provision of school meals continues to address the food security of students and frees household resources that would otherwise be used to feed students.

68. **Students with disabilities.** The project demonstrates relevance in addressing the needs of students with disabilities by promoting inclusive practices within literacy programming, particularly through the Reading Buddies approach.[121] This approach pairs higher- and lower-performing students to support reading development and was implemented with explicit encouragement for students to partner with peers who have mental, visual, or hearing disabilities.[122] In 2024, 196 students with disabilities (118 boys and 63 girls) participated. World Vision also constructed disability-accessible student latrines.[123] However, district staff, teachers, and SFCs noted that more can be done for these students, many stating that schools do not have the proper skills, tools, or infrastructure to support children with mental and physical disabilities.

69. **Unrealized complementarity of literacy activities.** Per WFP and World Vision staff, the FY20 project was intentionally designed to not include community-based literacy support to prevent duplication of activities.[124] World Vision was concurrently implementing a USAID-funded literacy project at the community level, for which the activities were expected to complement the McGovern-Dole project's school-based efforts.[125] The USAID project was designed to improve home environments and communities to support literacy, including: training on positive parenting approaches, provision of conducive reading spaces and reading materials, sensitization of parents on the importance of reading with their children, establishment of reading clubs and community libraries, and deployment of skilled community education workers and volunteers to promote literacy within communities. While there was planned overlap of

[118] Many EQs have been abbreviated to conserve space; refer to Section 1.4, Table 4 for full versions.
[119] WFP Rwanda. 2024. Midterm Evaluation: USDA McGovern-Dole Grant for WFP HGSF Project in Rwanda (2020-2025).
[120] WFP Rwanda. 2020-2024. Semi-annual performance narrative reports.
[121] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.
[122] WFP Rwanda. n.d. FY24 McGovern-Dole Project Proposal: Operations and Activities.
[123] WFP Rwanda. 2023. Semi-annual performance report narrative. Oct 2022 – March 2023.
[124] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2024 – March 2025.
[125] USAID. n.d. Uburezi Iwacu: Homes and Communities. Activity Overview.

project targeting, ultimately, none of the USAID "high-touch" literacy districts overlapped with McGovern-Dole implementation areas.[126]

70. This misalignment left a gap in community engagement. Research in a variety of contexts, including in Rwanda, has shown that community-based literacy programs are important and effective for accompanying school-based literacy activities and ensuring literacy gains are maintained.[127] Implementing staff noted the absence of this complementarity as a key limitation that may have impacted student literacy results at midterm.[128]

Finding 2	FY20 project activities were relevant to meet smallholder farmers' needs to increase linkages with schools and strengthen their capacity to supply to the NSFP.

71. Rwandan smallholder farmers often struggle with low yields and post-harvest management,[129] limiting their ability to supply to institutional buyers. WFP's training and support in Good Agricultural Practices (GAP) and Post-Harvest Handling and Storage (PHHS) were designed to reinforce the application of improved techniques.[130] Cooperatives and farmers confirmed that these activities improved agricultural output but also indicated a need for more regular training to keep up with evolving agricultural techniques. Additionally, support to cooperatives included tailored governance and financial management training. Complementary support was extended through the development of five-year business plans, scorecard assessments of cooperative functionality, and technical assistance to strengthen operational and financial systems.[131]

72. Cooperatives and farmers indicated that the project also established market linkages between farmer cooperatives and institutional buyers, particularly schools, and emphasized that efforts to strengthen these connections are needed. WFP facilitated market linkage sessions across all Group 1 districts transitioning into the NSFP in collaboration with MINICOM.[132] In parallel, the project supported smallholder financial inclusion through the formalization of traditional savings groups.[133] Funds from these savings groups enabled farmers to invest in critical inputs such as improved seeds and fertilizers, contributing to improved productivity.

73. WFP provided capacity strengthening to Rwanda Cooperative Agency (RCA) staff, who then delivered governance and financial literacy training to cooperatives in Kayonza.[134] Cooperatives and farmers also reported receiving capacity strengthening support including training on seasonal farming and soil-friendly practices, and were provided tools to support these trainings. The project's pivot to engage government partners for long-term support demonstrates a forward-looking approach that anchors smallholder support within national systems.

Finding 3	Capacity strengthening activities have been highly responsive to evolving government needs, at the national, regional, district and school levels.

74. **National.** WFP worked closely with MINEDUC and the Ministry of Finance and Economic Planning (MINECOFIN) to co-develop the long-term NSFP Financing Strategy, which aims to embed school feeding into Rwanda's national planning and budgeting systems.[135] Moreover, WFP supported the revision of the NSFP Operational Guidelines and contributed to the alignment of digital monitoring tools such as the

[126] Supplemental information on the USAID-funded project "Homes and Communities" provided in writing from World Vision.
[127] Friedlander, E. & Goldenberg, C. (eds.). 2016. Literacy Boost in Rwanda: Impact Evaluation of a 2-year Randomized Control Trial. Stanford, CA: Stanford University
[128] Further discussion of changes made to literacy activities after midterm and their effectiveness is included in Section 2.2: Effectiveness (Finding 11).
[129] Republic of Rwanda. MINAGRI. 2024. Fifth Strategic Plan for Agriculture Transformation (PSTA 5).
[130] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[131] WFP Rwanda. 2020-2024. Semi-annual performance narrative reports.
[132] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[133] Ibid.
[134] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.
[135] Republic of Rwanda. 2023. National School Feeding Programme Financing Strategy. October.

School Data Management System (SDMS), thereby improving consistency and oversight.[136] WFP also played a convening and technical support role across ministries, through support to the National School Feeding Steering Committee and Technical Working Group.

75. **District.** To strengthen implementation capacity beyond the districts supported in the FY15 project, the FY20 project strategically expanded to ensure geographic coverage in the southern, northern, eastern, and western provinces. WFP emphasized that this targeting decision was not based solely on food insecurity levels but on the need to build district and regional capacity across the entire country. WFP staff noted that this geographic expansion laid the foundation for a more equitable and comprehensive national roll-out of school feeding. WFP ensured that all participating regions were included in capacity strengthening and infrastructure investments, supporting Rwanda's national goal of universal, government-led school feeding coverage.

76. At the district level, WFP invested significantly in training and coordination mechanisms to improve operational capacity. The project's inclusion of School Feeding Coordinators to support district-level capacity to manage and implement school feeding was highly relevant, according to stakeholders. In districts newly covered by the NSFP, WFP provided targeted support to help schools and districts navigate the new local procurement modality. This included coaching sector education officers and district procurement teams, as well as facilitating localized guidance to ensure smooth implementation during the first academic term of the transition.[137] WFP also supported the development of district-specific food safety and inspection guidance, with training sessions for education and food safety officers in all 30 districts, and audio-visual materials for nation-wide dissemination through television and radio. In response to food safety incidents in government-supported schools, WFP prioritized tailored coaching for at-risk schools, helping them identify causes and adopt corrective actions aligned with national standards. While district staff reported improved readiness to transition, school staff highlighted challenges in transitioning to the NSFP. Informants described receiving food that was delivered in dirty or torn sacks under the NSFP, sometimes contaminated with stones and mold. They further noted that food was occasionally delivered to the wrong school, requiring them to collect it at their own transportation expense.

77. To promote local ownership and performance monitoring, WFP integrated its work with Rwanda's *imihigo*, the performance contract framework used to track district targets. Schools received support to revise their nutrition-agriculture action plans, establish nutrition clubs, and engage students in competitions promoting healthy eating practices. These activities helped institutionalize nutrition as a school and district-level priority.[138]

EQ2: To what extent is the project aligned with USDA and Government policies and strategies?

Finding 4	The project design aligns with USDA objectives to reduce hunger and improve literacy and primary education.

78. The WFP McGovern-Dole project in Rwanda is well aligned with the McGovern-Dole Program's core objectives and normative guidance. The project directly supports education, child development, and food security, as previously described under Section 1.3 and Finding 1. These interventions align with the program's overarching goal of reducing hunger and improving literacy and primary education, particularly for girls, by increasing school enrollment, attendance, and academic performance.[139] However, there is minimal visibility on disability.

79. The project addressed barriers to girls' education through several pathways. It has worked to sensitize key education stakeholders, including MINEDUC officials, school administrators, teachers, and cooks, on disparities between girls and boys that influence education outcomes, and has encouraged greater female participation in school and parent committees. Teachers, districts staff, and FGDs with male and female students indicated that these efforts have raised awareness about the importance of school feeding for improving education outcomes for girls and students with disabilities, stating it has contributed

[136] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025
[137] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.
[138] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.
[139] USDA Foreign Agricultural Service. 2025. McGovern-Dole Food for Education Program. Accessed July 2025.

to improved attendance and attentiveness in school. Informed by the 2021 assessment conducted during the project,[140] WFP has also integrated the construction of separate toilet facilities for girls, alongside accessible toilets for students with disabilities.[141] World Vision staff noted improvements made to menstrual hygiene management (MHM) rooms, including the use of "aunties" to reduce the need for girls to return home. These "aunties," or women responsible for managing the keys to the MHM rooms, reportedly reduces girls' hesitation to ask to use the rooms. These actions reflect a broad commitment to fostering supportive conditions for girls within the school system. WFP reported during the October 2024 – March 2025 period that the project educated 5,810 girls about MHM and reached 5,293 boys to foster menstrual hygiene awareness and reduce menstrual stigma.[142] However, teachers have noted that schools lack sufficient materials such as sanitary pads to support MHM for girls.

80. In line with USDA's emphasis on health and learning readiness, the project also includes comprehensive school health and nutrition activities such as deworming, hygiene education, and WASH improvements. Furthermore, the project's support to Maternal and Child Health Week and its emphasis on pre-primary learners and school readiness supports early childhood development goals, though this only indirectly addresses the program's goal to "improve children's health and learning capacity by offering nutrition programs for pregnant and nursing women, infants and preschoolers."[143]

Finding 5	The McGovern-Dole project is highly aligned with Government of Rwanda policies and strategies across the education, agricultural, health and social protection sectors.

81. **National development.** The FY20 project aligns with national development goals outlined in Vision 2050 and the National Strategy for Transformation (NST1),[144] as well as the NST2, by contributing to human capital development through improved education, nutrition, and social protection outcomes. By enhancing foundational learning, promoting inclusive education, and delivering daily school meals linked to local agriculture, the project supports Vision 2050's objectives of creating a skilled, healthy, and productive population.[145] Additionally, the project aligns with NST2 goals related to improving social services, reducing malnutrition, and building resilient food systems.[146]

82. **School feeding.** The project directly supports the implementation of Rwanda's National Comprehensive School Feeding Policy of 2019, which envisions that all schoolchildren achieve their full developmental potential through access to adequate and nutritious meals.[147] The project contributes to all four core outcomes of the policy: enhancing education, improving child nutrition, supporting food-insecure households, and linking school feeding to local agricultural production. Through initiatives like provision of daily school meals, nutrition education, and support to school gardening, the project aligns with the policy's emphasis on health-sensitive, diverse, and sustainable school feeding. Additionally, the project supports the National School Feeding Strategy by prioritizing quality implementation, ensuring universal coverage, promoting procurement efficiency, and fostering intersectoral engagement.[148]

83. The project also aligns with the Government's School Feeding Financing Strategy, which emphasizes sustainability, cost efficiency, equity, and multi-sectoral collaboration.[149] The McGovern-Dole project's technical support to procurement reforms, local food sourcing, and capacity strengthening of cooperatives mirrors strategic priorities such as maximizing efficiency and reducing reliance on external funding. The project's efforts to enhance performance reporting and community engagement also support key principles of accountability and stakeholder ownership. The "*Dusangire Lunch*" campaign, which the

[140] WFP Rwanda. 2021. Gender Assessment: Home Grown School Feeding Programme. December.
[141] WFP Rwanda. 2023. Semi-annual performance report narrative. Oct 2022 – March 2023.
[142] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.
[143] USDA Foreign Agricultural Service. 2025. McGovern-Dole Food for Education Program. Accessed July 2025.
[144] Republic of Rwanda. 2017. National Strategy for Transformation 1 (NST1) 2017-2024.
[145] Republic of Rwanda. MINECOFIN. 2020. Vision 2050. Abridged Version.
[146] Republic of Rwanda. MINECOFIN. 2024. National Strategy for Transformation (NST2) 2024-2029. Abridged Version.
[147] Republic of Rwanda. MINEDUC. 2019. National Comprehensive School Feeding Policy. November.
[148] Republic of Rwanda. 2024. National School Feeding Strategy 2023-2032.
[149] Republic of Rwanda. 2023. National School Feeding Programme Financing Strategy. October.

project helped facilitate in partnership with WFP, MINEDUC, and MINECOFIN, illustrates how the project works with the Government to expand sustainable, domestic funding options for school meals.[150]

84. **Education.** The project aligns closely with Rwanda's Education Sector Strategic Plan (ESSP) 2018–2024 by supporting national priorities in foundational learning, equity, school health and nutrition, and system strengthening.[151] It enhances literacy through early grade reading interventions and inclusive practices, promotes equitable access for all children, including those with disabilities, and strengthens school health by providing daily meals, nutrition education, and deworming support. The project also contributes to decentralized education management through capacity strengthening, improvements to the SDMS, and integration of planning tools like *imihigo*. The FY20 project aligns with the new ESSP 2024-2029 by advancing foundational learning, inclusive education, and comprehensive school health and nutrition, three of the plan's key priorities.[152]

85. **Agriculture.** During the early years of implementation, the project was guided by the priorities of PSTA4 (2018–2024), which focused on driving agricultural transformation through innovation, sustainable intensification, and market-oriented production systems.[153] PSTA4 highlighted the importance of increasing productivity per hectare, promoting weather-resilient practices, and developing inclusive value chains to improve farmer incomes and reduce post-harvest losses. Project activities reflected these priorities by supporting weather-smart agricultural techniques, introducing improved agronomic practices, and strengthening farmer cooperatives to expand market access and enhance their role in local value chains.

86. With the transition to PSTA5 (2024–2029), the project continues to contribute to government priorities by focusing on weather-sensitive, productive agri-food systems. The collaboration with MINAGRI to revise the agricultural practices manual and improve post-harvest handling reflects PSTA5 Priority Areas 1 and 2, which emphasize modernization and inclusive markets. Furthermore, by training cooperatives and district-level Business Development Officers in governance, marketing, and financial management, the project supports PSTA5 Priority Area 3: strengthening delivery enablers within the agri-food system.

87. **Health and nutrition.** The project demonstrates strong alignment with the National School Health Policy and Health Sector Strategic Plan V, both of which emphasize the role of school-based interventions in improving child nutrition, health, and learning outcomes.[154] [155] These policies prioritize school meals, hygiene promotion, and strengthened health systems as key strategies to reduce stunting and enhance student well-being. The project contributes to these goals through integrated activities such as nutrition education, WASH interventions, and hygiene promotion. GHI activities, including school gardens, cooking demonstrations, and nutrition messaging during Maternal and Child Health Week, support school- and community-level efforts to improve dietary practices and reduce malnutrition.

88. **Social protection.** The 2024-2029 Social Protection Sector Strategic Plan's overarching objectives to protect, promote and prevent are supported by a series of eight strategic priorities.[156] The project is aligned with the first strategic priority: to create an enabling environment that empowers households to sustainability graduate out of poverty. The project provides meals to students, which frees household resources for other expenses and needs. Furthermore, the National Comprehensive School Feeding Policy explicitly notes that school feeding is recognized as an effective, targeted safety net by the social protection sector.[157]

[150] WFP Rwanda. 2024. Semi-annual performance report narrative. April – Sept 2024.
[151] Republic of Rwanda. MINEDUC. 2018. Education Sector Strategic Plan 2018/19 to 2023/24.
[152] Republic of Rwanda. MINEDUC. 2024. Education Sector Strategic Plan (ESSP) 2024-2029.
[153] Republic of Rwanda. MINAGRI. 2018. Strategic Plan for Agriculture Transformation 2018-24 (PSTA4).
[154] Republic of Rwanda. MINEDUC. 2014. National School Health Policy.
[155] Republic of Rwanda. 2024. Health Sector Strategic Plan V.
[156] Republic of Rwanda. MINALOC. 2014. 2024-2029 Social Protection Sector Strategic Plan (SP-SSP).
[157] Republic of Rwanda. MINEDUC. 2019. National Comprehensive School Feeding Policy. November.

EQ3: To what extent is the project aligned with United Nations agency and development partner frameworks, and with WFP's strategy and guidance?

Finding 6	The project is aligned with United Nations agency frameworks and development partner strategies and goals.

89. **United Nations agencies.** The FY20 McGovern-Dole project is aligned with the frameworks of United Nations agencies, particularly through its contributions to social protection, education, and nutrition outcomes. While the newly updated United Nations Sustainable Development Cooperation Framework (UNSDCF 2025-2029) does not explicitly reference school feeding, the project aligns with its overarching priorities by supporting primary students' literacy, strengthening social protection systems (i.e., the NSFP), and promoting child well-being. The project also complements inter-agency collaboration efforts. WFP is an active member of the Education Sector Working Group (ESWG), co-chaired by UNICEF and MINEDUC, and helped establish the technical working group on school feeding under the ESWG to foster cross-sector coordination.

90. In addition, the project is partially aligned with the United Nations Disability Inclusion Strategy (2019), which calls for the integration of persons with disabilities across all pillars of United Nations programming. WFP has taken steps to promote disability inclusion within the McGovern-Dole project by engaging stakeholders on disability awareness and advancing inclusive practices where feasible, considering contextual and resource limitations. While WFP staff indicated that efforts have so far been limited, they also indicated upcoming plans to identify and engage organizations of persons with disabilities. This partnership is intended to further capacitate staff and ensure the upcoming FY24 project is aligned with the needs of students and community members with disabilities. Although the project does not yet systematically collect disability-disaggregated data or explicitly report on disability inclusion (Finding 14), efforts to integrate disability awareness into programming demonstrate alignment with the strategy's intent, particularly in the context of an underfunded school feeding sector.

91. **Development partners.** The project is strongly aligned with the priorities and programming approaches of its key development partners, World Vision and GHI, both of whom serve as sub-recipients and implementation partners. These partnerships have been strategic in addressing evolving beneficiary and stakeholder needs, and in ensuring that project interventions are comprehensive and responsive. World Vision's focus on education, literacy, health, nutrition, and WASH closely mirrors McGovern-Dole objectives, allowing for effective collaboration. World Vision's positioning as a WASH expert was also instrumental in strengthening project interventions, including the construction of disability-accessible latrines, piped water systems, permanent handwashing stations, and menstrual hygiene rooms.

92. GHI contributed significantly to the project's nutrition and agriculture components, in alignment with its organizational mission to improve child and maternal nutrition. GHI implemented school kitchen gardens, trained teachers and school leaders on integrated health, nutrition, and agriculture practices, and conducted school cooking demonstrations and nutrition education campaigns. GHI also supported the formation of school nutrition clubs and distributed educational materials and vegetable seed packets to promote improved dietary practices. These contributions demonstrate strong alignment between the project and its development partners, with each organization bringing complementary expertise to advance the shared goals of improving learning outcomes, health, and nutrition among primary school children.

Finding 7	The McGovern-Dole project closely aligns with WFP's Corporate Strategic Plan and School Feeding Policy and Strategy.

93. The McGovern-Dole project in Rwanda aligns closely with the WFP Strategic Plan (2022–2025), reinforcing its overarching vision for Zero Hunger (SDG 2) and Partnerships for the Goals (SDG 17),[158] and contributes directly to several outcomes. It supports Outcome 1 by enhancing children's access to nutritious food through school meals, particularly in food-insecure areas, and reinforces Outcome 2 by improving health, education, and nutrition outcomes via integrated interventions in schools. Outcome 3 is addressed through livelihood support activities, especially those linking smallholder farmers to school feeding supply

[158] WFP. 2022. Strategic Plan 2022-2025. Abridged Version.

chains. Importantly, the project builds national ownership and sustainability, directly contributing to Outcome 4 by strengthening government-led systems and policies for school feeding.

94. In addition, the project's alignment with the WFP School Feeding Policy (2013) and School Feeding Strategy (2020–2030) underscores its role in promoting government-led programs tied to local agriculture. Through its design and implementation, the McGovern-Dole project embodies the principles of country ownership, context specificity, and evidence-driven programming as outlined in the Strategic Plan.

EQ4: To what extent were the changes made to activities relevant for beneficiaries?

Finding 8	The project design and implementation were adapted to respond to external shocks, including the COVID-19 pandemic, rising food prices, and extreme weather events.

95. The COVID-19 pandemic and rising global food prices significantly impacted project implementation and efficiency in the first years of the FY20 project. Despite these challenges, WFP responded with timely adaptations, such as take-home rations (THR), that ensured the project remained on track to meet its expected results. Previous evaluations found that the transition to THR was timely to address household food security.[159] Infrastructure activities supporting the transition of Group 1 schools were delayed due to pandemic-related restrictions, and a six-month staffing gap during the first year of the FY20 project temporarily disrupted transition planning and coordination.[160] However, WFP proactively addressed these issues, reallocating resources and adjusting implementation plans to maintain progress. These changes were relevant to beneficiaries, as they helped sustain essential services such as school meals and infrastructure improvements, ensuring continuity of support.

96. Likewise, the project's adaptive response to extreme weather events during the evaluation period proved highly relevant to beneficiaries by helping sustain agricultural productivity and food security. Severe flooding and dry spells disrupted farming activities and damaged school gardens. In response, WFP and its partners facilitated access to seeds, promoted weather-sensitive practices like organic mulching, and supported the construction of shade structures and manual irrigation systems.[161] Farmer and cooperatives reported improved yields and more-secure market access through strengthened post-harvest handling, while SFC members and teachers reported preserving their gardens owing to infrastructure and training provided through the program. However, some informants noted that school gardens continued to face difficulties during the dry season, which led to increased reliance on purchasing vegetables.[162]

2.2 Effectiveness

EQ1: To what extent were project objectives and results achieved for various beneficiary groups and activities?[163]

Finding 9	While the project's objectives related to improved literacy such as the provision of school meals, student enrollment, attendance and attentiveness all showed progress since baseline, parental contributions and ownership were cited as continuing challenges.

97. **School meals.** WFP provided over 50.4 million nutritious school meals to students over the course of the FY20 project, benefiting over 121,000 primary and pre-primary students.[164] These meals are provided for lunch daily to all enrolled students, which was confirmed through qualitative interviews. This is less than

[159] At midterm, it was reported that THR were provided to all students during school closures (78,410 students). THR were region-specific (CSB+ in the west and fortified maize meal and oil in the south). However, it should be noted that previous evaluations did not look more closely at the organization of THR, such as whether families with multiple children received multiple rations or how beneficiaries perceived these adaptations.
[160] WFP Rwanda. 2022. Semi-annual performance report narrative. October 1, 2021 – March 31, 2022.
[161] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[162] Further discussion on the effects of the COVID-19 pandemic and weather events on project implementation is discussed under Effectiveness EQ6, Findings 16 and 17.
[163] *Note:* The extent to which the project's objectives related to strengthening capacity of smallholder farmers and government stakeholders is discussed extensively under Sections 2.4: Impact and 2.5: Sustainability.
[164] Values represent most recent data from September 2025, as shared by the WFP Rwanda CO in a review of this report.

the LOP target of 73,127,946 meals provided to 145,793 students, a logical result given the delays in the start of program implementation.[165] Teachers, cooks, and school committee members credited the school meals with increasing student enrollment, attendance, and attentiveness in the classroom, and decreasing the dropout rate.

98. The evaluation collected both qualitative and quantitative data on the nutritional quality of school meals. School-level stakeholders interviewed noted that the quality of the meals had decreased in Group 1 schools following their transition to the NSFP. Specifically, students and school staff noted that students now receive maize meal almost every day and were less likely to receive fruits or animal-sourced foods with their meal. Informants attributed this change in menu to challenges such as the difficulty in preparing items like sweet potatoes for large student populations and the limited capacity of school gardens to supply vegetables for an entire term. Moreover, stakeholders reported that while rice, maize, beans, and oil are now distributed nationwide, rising food costs have limited menu flexibility and constrained the inclusion of nutrient-rich, locally sourced foods alongside staple commodities. However, government stakeholders and evaluation team observations indicated that Group 1 schools are often still better capacitated to provide nutritious meals than NSFP schools, as WFP support focused on improving food supply, delivery, and inspection. Government staff reported that WFP schools were more likely to include animal-sourced protein in school meals, especially those that are locally procured, in part because there is an expectation and habit following participation in the program.

99. The school survey, which defined a "nutritious" or "quality" school meal as one that includes fruits, vegetables, legumes, and animal proteins, indicates inclusion of all of these food groups to varying degrees. There are statistically significant baseline-endline changes only for fruits and legumes: fewer meals contained fruits at endline (19.5 percent) compared with baseline (91.7 percent) (Table 8), consistent with stakeholder perceptions as noted above, and only 4.8 percent of meals in Group 1 schools included fruit, compared to 50 percent of meals in Group 2. Legumes (i.e., beans) were included in 48.4 percent of school meals at endline, compared to only 2.7 percent at baseline. This increase appears to be driven by greater use of legumes in Group 1 schools.

Table 8: Nutritional quality of school meals

QUESTION	PERCENT					
	BL	MTE	Endline			
School Nutrition	**All**	**All**	**All**	**Sig**	**Group 1**	**Group 2**
How many meals were provided in the last week that included **Fruit** in addition to the donated US commodities during the 2024-2025 school year?	91.7%	73.1%	19.4%	c	4.8%	50.0%
How many meals were provided in the last week that included **Vegetables** in addition to the donated US commodities during the 2024-2025 school year?	80.6%	100.0%	77.4%		71.3%	90.0%
How many meals were provided in the last week that included **Legumes** in addition to the donated US commodities during the 2024-2025 school year?	2.7%	100.0%	48.4%	c	57.1%	30.0%
How many meals were provided in the last week that included **Animal Proteins (milk, meat, dried fish)** in addition to the donated US commodities during the 2024-2025 school year?	8.3%	73.1%	16.1%		9.5%	30.0%
Sample size (n)	*41*	*41*	*31*		*21*	*10*

Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline school survey

100. **Complementary nutrition activities.** School gardens supported by GHI made notable contributions to improved nutrition practices and served as a platform for nutrition and agricultural education. GHI established gardens in all project schools, enabling schools to incorporate vegetables from

[165] As discussed in Section 1.3. Outcomes, the LOP target also supposes an additional 3.8 million meals will be provided in FY2026.

these gardens into school meals; garden plot sizes varied by school based on the land available. The gardens cultivated biofortified beans, orange-fleshed sweet potatoes, soybeans, and peas.[166] In total, 32 project schools received 388 seed packets to establish seed banks and nursery beds. Produce from these gardens supplemented school meals an average of three times per week. GHI staff reported that schools increased their arable land using improved techniques and adopted innovative gardening methods to maximize limited space. Improved water access and weather-sensitive practices were also reported to enable year-round gardening, including during the dry season. However, GHI staff note that there is still a need to address challenges related to extreme weather. While these gardens enhanced learning and dietary diversity, the evaluation notes that their role was primarily educational rather than as a primary source of food for school meals.

101. Gardens were also used as demonstration plots to introduce new vegetables such as carrots, cabbages, green peppers, peas, and tomatoes into communities, where vegetable variety is often limited. To follow up on knowledge acquisition and replication of practices at the household level, GHI conducted home garden surveys in all project districts, finding 99 percent of visited households to have home gardens compared to 78.3 percent at baseline.[167] The remaining 1 percent reported that their gardens were destroyed by floods. District-level officials also shared that they had observed greater use of kitchen gardens in communities and increased familiarity with and consumption of a greater variety of vegetables.

102. In addition to school gardens, GHI advocated for pre-primary students to be included in monthly child growth monitoring activities.[168] However, the project made the decision to instead align the activity with Maternal and Child Health week, a bi-annual event. Growth monitoring sessions were not launched until 2023.[169]

103. **Parent contributions**. The percentage of parents who were able to contribute the required school feeding contribution during the current school year increased from 43.9 percent at baseline to 69.5 percent at endline (Table 9). School administrators were confident that at least half of parents will be able to make the full school feeding contribution in the coming school year as well. The qualitative data supported these findings, with district stakeholders noting improving parent engagement due to village meetings and School Feeding Committees. However, challenges remain, including beliefs that school feeding is solely the Government's responsibility and limited levels of ownership among parents. Parents and teachers noted that it is especially challenging for parents from low-income families to contribute, with some households unable to contribute at all due to poverty.

Table 9: Parent school feeding contributions, per school administrators

QUESTION	PERCENT					
	BL	MTE	Endline			
PARENTS' CONTRIBUTION	**All**	**All**	**All**	**Sig**	**Group 1**	**Group 2**
What percentage of parents during the school year (2024/2025) were able to contribute the required school feeding contribution?[1]	43.9%	75.6%	69.5%	b	67.4%	73.8%
Do you think that at least 50% of the parents in your school will be able to make the required contribution in the following school year (2025/2026)?	n/a	75.4%	90.3%		85.7%	100.0%
Percent of parents who did not contribute to the cost of school meals during the school year (2024/2025)?	43.1%	25.0%	25.2%		26.3%	22.9%
Sample size (n)	*41*	*41*	*31*		*21*	*10*

Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline school survey
[1] *Note:* The required school feeding contribution varied between Group 1 and Group 2 schools after Group 1 schools transitioned into the NSFP. Required contributions were greater under the NSFP than for project schools. Parent

[166] WFP Rwanda. 2024. Semi-annual performance report. Oct 2024 – March 2025.
[167] WFP Rwanda. 2024. Semi-annual performance report. Oct 2024 – March 2025.
[168] WFP Rwanda. n.d. FY24 McGovern-Dole Project Proposal: Operations and Activities.
[169] WFP Rwanda. 2024. Semi-annual performance indicator spreadsheet. April – Sept 2024.

contributions under the NSFP were 10 percent.

104. **Enrollment.** At endline, enrollment in Group 2 project schools was 32,372,[170] up from 30,733 students enrolled in Group 2 schools for the 2023/2024 school year. For the 2022/2023 school year, before Group 1 schools transitioned to the NSFP, enrollment in all project schools was 118,108. The number of unique individuals enrolled in Group 1 (prior to the transition to the NSFP) and Group 2 schools as of December 2025 was 129,665. This is less than the LOP target of 145,793. MINEDUC staff noted that enrollment has been high, and both parents and students noted that school meals were an incentive to enrollment.

105. **Student attendance**. Table 10 shows an increasing trend in attendance across the FY20 project implementation period, with a nearly 18 percentage point increase from baseline (76.4 percent) to endline (94.3 percent). This increase was statistically significant for all groups except primary boys, though the trend for that group was also upward.

106. Qualitative data supported the survey results, with many respondents attributing improved attendance to school meals. However, interviews also highlighted persistent challenges to absenteeism, including students missing school due to household chores, boys seeking work, and girls missing school due to a lack of sanitary pads or spare underwear in the girls' room. Students were also reported to lack school materials such as uniforms, pens, and notebooks, while students with disabilities faced challenges due to the absence of appropriate facilities and trained teachers.

Table 10: Student attendance, per school administrators

QUESTION	STUDENT TYPE	PERCENT					
		BL	MTE	Endline			
STUDENT ATTENDANCE		**All**	**All**	**All**	**Sig**	**Group 1**	**Group 2**
Average attendance rate (2024-2025) according to the respondent (i.e., head teacher)	***Boys***						
	Pre-Primary	69.9%	90.9%	92.8%	b	95.1%	97.7%
	Primary	81.9%	91.5%	94.4%		92.9%	97.6%
	ALL	75.9%	91.2%	93.6%	b	94.0%	97.7%
	Girls						
	Pre-Primary	71.4%	90.4%	94.2%	b	96.9%	98.2%
	Primary	82.4%	92.3%	96.0%	a	95.0%	98.3%
	ALL	76.9%	91.4%	95.1%	b	95.9%	98.3%
	All						
	Pre-Primary	70.7%	90.7%	93.5%	b	96.0%	98.0%
	Primary	82.2%	91.9%	95.2%	a	93.9%	98.0%
	ALL	76.4%	91.3%	94.3%	b	94.9%	98.0%
	Sample size (n)	*41*	*41*	*31*		*21*	*10*

Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline school survey

107. **Student attentiveness**. Overall and by grade, student attentiveness as perceived by school administrators has increased, from 71.9 percent of students identified as attentive at baseline to 91.4 percent at endline (Table 11). Students reported that meals provided at school allowed them to focus without distraction from hunger or concerns about food. Many also noted improved concentration and performance in lessons after eating well at school.

[170] 2,697 pre-primary female students, 2,785 pre-primary male students, 13,157 primary female students, and 13,733 primary male students. WFP Rwanda. 2024. Semi-annual performance indicator spreadsheet. Oct 2024 – March 2025.

Table 11: Student attentiveness, per school administrators

QUESTION	GRADE	PERCENT					
		BL	MTE	Endline			
STUDENT ATTENTIVENESS		**All**	**All**	**All**	**Sig**	**Group 1**	**Group 2**
What percentage of enrolled students (both male and female) in primary grades can be identified as being attentive by their teachers during the 2024-2025 school year?	P1	69.8%	85.8%	89.9%		86.8%	96.5%
	P2	71.9%	86.4%	91.2%	b	88.9%	96.1%
	P3	71.6%	88.2%	90.5%	b	89.0%	93.9%
	P4	71.5%	86.0%	89.8%	a	88.5%	92.5%
	P5	72.3%	86.4%	93.5%	b	92.0%	96.8%
	P6	74.2%	84.6%	93.9%	b	94.1%	93.4%
	All Grades	71.9%	86.2%	91.4%	b	89.9%	94.9%
	Sample size (n)	*41*	*41*	*31*		*21*	*10*

Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline school survey

108. **Teacher training**. At endline, CO data indicate that 476 teachers, educators or teaching assistants had demonstrated at least one new quality teaching technique as a result of USDA assistance (124 percent of the LOP target: 384).[171] [172] In addition, 502 unique school administrators were trained on teacher coaching and mentoring techniques and demonstrated the use of new techniques such as teacher learning circles, lesson observation and feedback sessions to improve classroom instruction (over 100 percent of LOP target: 498).

Finding 10 Indicators related to nutrition and food safety and improved water sources have all improved since baseline; however, some targets were not met.

109. **Nutrition and food safety.** Nutrition and food safety knowledge and self-reported practices in schools improved considerably over the course of the project. By endline, 100 percent of schools reported using the USDA-developed nutrition and food safety guides for cooks and store managers, up significantly from 69.4 percent at baseline (Table 12). Knowledge and application of safe food preparation and storage practices improved dramatically, with 80 percent of cooks/storekeepers able to name at least three safety practices, up from 2.4 percent at baseline. Knowledge of practices such as thorough cooking, maintaining safe food temperatures, and hygiene training saw significant increases. School cooks reported improved hygiene practices in interviews as well, including washing hands before cooking and food preparation. No respondent at endline was unable to name some aspect of the target food safety knowledge, compared to 22.2 percent at baseline. However, a few McGovern-Dole targets related to increased knowledge of safe food preparation and storage practices were not met, as WFP conducted these activities with complementary funding.[173]

[171] WFP Rwanda. 2024. Semi-annual performance indicator spreadsheet. Oct 2024 – March 2025.
[172] This measure included both primary and pre-primary educators. Per the USDA (2019) McGovern-Dole Indicator Handbook – Food Assistance Indicators and Definitions, quality teaching techniques include "program observations, interviews, site visits, and reports."
[173] WFP, MINEDUC and GHI trained an additional 9,692 Dean of Head Teachers, District Directors of Education, District Education Officers, Sector-, District- and School-level School Feeding Committees, School Tender Committees, cooks and storekeepers on safe food preparation and storage using materials developed with McGovern-Dole Funding. However, as the training itself was not conducted with USDA funding, but rather with complementary funding, they could not be counted toward the LOP target of 10,000.

Table 12: Cooks and storekeepers' knowledge of food safety practices

INDICATOR	RESPONDENT	PERCENT					
		BL	MTE	Endline			
School Feeding and Nutrition – Cooks/Storekeeper Questions		**All**	**All**	**All**	**Sig**	**Group 1**	**Group 2**
Are you using the nutrition and food safety guides developed for cooks and food store managers?		69.4	92.7	100.0	c	100.0	100.0
What are safe food preparation and storage practices?	Food must be handled and prepared with utmost cleanliness, including proper hand washing before preparing food	58.3	85.4	96.7		95.0	100.0
	All staff handling food in school must receive training on basic hygiene	0.0	4.8	73.3	c	7.0	80.0
	Contact between raw foodstuffs and cooked food must be avoided	0.0	2.4	36.7	c	25.0	60.0
	Food should be cooked thoroughly	27.8	12.2	60.0	c	55.0	70.0
	Food must be kept at safe temperatures	5.6	9.7	80.0	c	80.0	80.0
	Safe water and safe raw ingredients must be used in food preparation	13.9	17.7	53.3	c	30.0	100.0
	None of these practices	22.2	7.3	0.0	c	0.0	0.0
	Percent of cooks/storekeepers who could name **THREE** safety guidelines	2.4	4.9	80.0	c	75.0	90.0
	Percent of cooks/storekeepers who could name **SIX** safety guidelines	n/a	n/a	26.7		15.0	50.0
	Sample size (n)	*36*	*41*	*30*		*20*	*10*

Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline school survey

110. To improve nutrition at the community level, GHI staff held cooking demonstrations for parents at all schools during nutrition focused Parent Days. These demonstrations were designed to educate parents on nutrition principles and the importance of parental involvement in child health. The model is now being replicated in non-project schools. Learning material was intentionally designed to include equal representation of girls and boys, and GHI staff also noted that Social Behavior Change Communication was a key focus of the intervention design. District staff, however, noted a need for stronger considerations for girls in school feeding activities, underscoring the continued importance of ensuring all activities are responsive to all students.

111. **Access to improved water sources.** Access to improved water sources in schools significantly improved over time. The percentage of schools with piped water rose from 70.7 percent at baseline to 96.8 percent at endline (Table 13). Schools reported only a modest increase in other water sources, but reliance on rainwater declined to from 90.2 percent at baseline to 67.8 percent at endline. Improvements supported by the project were statistically significant, with 61.3 percent of schools reporting access to improved water sources provided through project support compared to 36.6 percent at baseline. We note that access appears to have increased since midterm, which is consistent with the timing of the implementation of the WASH component, following initial delays in construction of improved WASH structures due to the COVID-19 pandemic. Furthermore, 71 percent of schools reported the water source was typically available, up from 24.4 at baseline. Stakeholders noted that, in the past, insufficient water access had limited the reach and impact of WASH interventions.

Table 13: Improved water sources

INDICATOR	RESPONDENT	PERCENT					
		BL	MTE	Endline			
Water sources		**All**	**All**	**All**	**Sig**	**Group 1**	**Group 2**
Does [your school] have a water source?	Piped water	70.7%	73.2%	96.8%	c	95.2%	100.0%
	Public tap	9.8%	9.8%	16.1%		23.8%	0.0%
	Tubewell or borehole	0.0%	0.0%	6.5%	c	9.5%	0.0%
	Protected dug well	0.0%	0.0%	3.2%		4.8%	0.05
	Rainwater	90.2%	63.4%	67.85	b	76.2%	50.0%
	None	2.4%	0.0%	0.0%		0.0%	0.0%
School with improved water sources through the support of the HGSF program?		36.6%	39.0%	61.3%	b	61.9%	60.0%
School with a water source that is normally available.		24.4%	65.9%	71.0%	c	66.7%	80.0%
Sample size (n)		*41*	*41*	*31*		*21*	*10*

Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline school survey

112. All schools reported using an improved water source and 205 educational facilities, such as improved water sources and latrines, have been rehabilitated or constructed as a result of USDA assistance.[174] Interviews with district staff indicated that WFP schools outperformed government-supported schools in WASH outcomes. Stakeholders noted that, although all schools follow the same WASH guidelines, the difference lies in the level of support and follow-up provided. School staff reinforced this point, reporting that since WFP support phased out, their schools have experienced reduced access to water.

113. Improvements in school infrastructure and WASH sensitization were understood to contribute to gains in student hygiene awareness and practices, as stakeholders across district and school staff as well as SFCs reported that these interventions contributed to better hygiene behaviors among students. All schools reported having improved sanitation facilities at endline, creating a supportive environment for improved hygiene behaviors.[175] School staff also indicated that gaps in the provision of soap may impact the degree that students are able to fully apply learned hygiene practices. District staff and teachers emphasized the importance of sensitization, noting that continued efforts are critical to sustaining improved hygiene behaviors among students.

EQ2: To what extent has the program achieved its overarching objectives, considering expected and unexpected outcomes across different population groups?

Finding 11 Following unexpected slow progress on literacy outcomes at midterm, literacy outcomes were achieved at endline.

114. At midterm, literacy outcomes in McGovern-Dole-supported schools remained moderate, and Group 2 schools even showed a slight, though insignificant, decline since baseline.[176] Unexpectedly, control schools had outperformed both intervention groups on key reading benchmarks, particularly in reading comprehension. At midterm, stakeholders noted that insufficient reading materials and the short intervention time frame in Group 2 schools may have impacted results. Endline interviews indicated that literacy results may also have been impacted by the shift in instructional language from Kinyarwanda to

[174] WFP Rwanda. 2024. Semi-annual performance indicator spreadsheet. Oct 2024 – March 2025.
[175] WFP Rwanda. 2024. Semi-annual performance indicator spreadsheet. Oct 2024 – March 2025.
[176] WFP Rwanda. 2024. Midterm Evaluation: USDA McGovern-Dole Grant for WFP HGSF Project in Rwanda (2020-2025

English and the absence of "high- touch" community-level activities, which the original project design had intended (Finding 1). However, by endline, literacy outcomes were largely achieved. While literacy results cannot be directly attributed to the project, stakeholders indicated that changes made following the midterm evaluation contributed to the strengthening of students' literacy skills (Finding 9). Staff explained that World Vision implemented several programmatic adjustments after the midterm, including the introduction of remedial learning sessions, in which students received extra support before school, and increased efforts to engage parents in supporting reading at home. World Vision also introduced monthly reading assessments to track progress. Stakeholders noted that the Government's sector-wide efforts to increase teachers' salaries and training also likely contributed to improved literacy scores.

Finding 12	Garden expansion boosted school production, but reduced seedling distribution to parents and exposed funding gaps.

115. The widespread expansion of school gardens, while beneficial (Finding 9), has unintentionally affected other planned project outputs. Specifically, GHI had aimed to distribute vegetable seedlings to 12,800 parents, with each receiving at least 10 seedlings from school seed banks.[177] However, the increased demand for fresh foods and the phasing out of cash transfers to schools prompted many schools to transplant the bulk of their seedlings to expand their own gardens, leaving fewer seedlings available for distribution to households meant to promote home-based vegetable production and dietary diversity.[178] GHI responded by encouraging schools to seek additional seed inputs and prioritize community seedling distribution.[179]

116. Another unintended outcome has been the growing resource gap associated with school garden expansion. Currently, schools rely largely on seeds provided through intra-class competitions, with no specific budget allocated to support the scale-up of school gardens.[180] GHI staff have begun advocating for dedicated budget lines and mentorship from agricultural partners such as MINAGRI and the Rwanda Agriculture Board (RAB), with the long-term aim of decreasing reliance on project-provided inputs and promoting locally sourced, sustainable school food systems.

EQ3: To what extent have the midterm evaluation findings been implemented?

Finding 13	WFP and partners made significant adjustments after the midterm evaluation to respond to findings and recommendations; however, several adaptations were delayed, ultimately contributing to project outcomes.

117. The midterm evaluation report contained seven recommendations to enhance the quality of project implementation and ensure sustainability of results (Annex 14, Table 33). In February 2024, at the quarterly partners meeting, WFP, World Vision, GHI and government stakeholders met to discuss the midterm recommendations and potential responses;[181] the steps taken to address midterm recommendations are discussed below.

118. **Recommendation 1: Transition support.** World Vision continued construction of critical WASH infrastructure,[182] and WFP deployed four capacity strengthening officers focused on procurement, using complementary funding from USAID and the Rockefeller Foundation. Moreover, funding the four district coordinator positions was extended through 2024 to ensure continuity of support.[183] To strengthen local market linkages, WFP and MINICOM conducted a commodity mapping exercise in three of the transitioned districts,[184] assessing the capacity of cooperatives and food processors to meet NSFP demand.[185]

[177] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.
[178] WFP Rwanda. 2024. Semi-annual performance report narrative. April – Sept 2024.
[179] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.
[180] WFP Rwanda. 2024. Semi-annual performance report narrative. April – Sept 2024.
[181] WFP Rwanda. 2024. Home Grown School Feeding Quarterly Workshop. 14-15 February 2024.
[182] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[183] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.
[184] Nyaruguru, Karongi and Rutsiro districts (Nyamagabe was previously completed as a pilot)
[185] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.

119. **Recommendation 2: Monitoring.** During the partner workshop, stakeholders emphasized the need to revisit the 2021 assessment to identify targeted activities to address issues affecting girls and students with disabilities, especially at the community level. While there was significant discussion on how to better target students with disabilities, the project did not establish specific indicators related to disability, country capacity strengthening, or women's empowerment as recommended.[186]

120. **Recommendation 3: KML strategy.** Partners proposed several approaches to develop a Knowledge Management and Learning (KML) strategy for the NSFP. These included facilitating school-to-school learning exchanges and documenting best practices across thematic areas such as government support functions (e.g., procurement).[187] Emphasis was placed on leveraging lessons from Group 1 school transitions to guide a more gradual integration process for Group 2 schools. Interviews with district-level stakeholders suggest that learning exchanges have been implemented and have resulted in the sharing of best practices between schools.

121. Internally, WFP acknowledged that documentation of processes and outcomes remains a gap. WFP staff noted that full implementation of midterm recommendations only began in July 2024, due to staffing shortages. Both a KML officer and an M&E officer were hired after midterm. It was only after staff were onboarded that efforts to develop a targeted M&E strategy and KML framework began (i.e., early 2025).[188] Stakeholders noted that these decisions also reflected the management response to the 2024 CSP Evaluation recommendations, rather than being project-specific. Since then, WFP has begun mapping system gaps and started developing tools to better capture underreported areas such as advocacy efforts and implementation quality.

122. **Recommendation 4: Update TOC.** As discussed in Section 1.3, the evaluation team supported the WFP CO in developing and finalizing a theory of change to cover the project's full lifespan (2015-2029). The evaluation team reviewed multiple iterations of the TOC and facilitated a collaborative TOC validation workshop with the CO. The team found the finalized TOC (Annex 4) to be a valid and accurate representation of the project's design, the endline context, and anticipated outcomes. It reflects a well-structured logic that is both grounded in current realities and flexible enough to guide future course correction. However, WFP has not implemented a regular outcome-to-impact reflection process to systematically revisit the causal pathways, assumptions and intervention logic prior to endline, as recommended at midterm.[189]

123. **Recommendation 5: Conduct small-scale studies.** While the project has not conducted the specific qualitative research studies recommended, it has undertaken targeted technical studies to support evidence-based improvements to the NSFP. Notably, WFP conducted a study on the inclusion of animal-source foods in school meals, which explored the nutritional benefits and operational feasibility of incorporating products like eggs and milk.[190]

124. **Recommendation 6: Focus on students with disabilities.** Partners leveraged existing platforms such as the Education Sector Working Group and the Rwanda Education NGO Coordination Platform to reinforce disability and participation programming.[191] WFP committed to engaging with MINEDUC's disability and participation focal point to build on existing national assessments and align future activities with ongoing government efforts in this area, and World Vision shared plans to further integrate disability issues into subsequent teacher trainings. This input was reflected in World Vision's literacy work, especially the Reading Buddies programming, which continued throughout the FY20 project implementation period.

125. **Recommendation 7: Bolster district capacity strengthening.** Partners discussed enhancing the supply chain system to better manage food requests, dispatch, tracking, and Food Safety and Quality (FSQ) monitoring in schools.[192] A main support after midterm was to districts capacity to manage procurement

[186] See Finding 14 for additional discussion of the project's M&E system.
[187] WFP Rwanda. 2024. Home Grown School Feeding Quarterly Workshop. 14-15 February 2024.
[188] WFP Rwanda. 2024. Evaluation of Rwanda WFP Country Strategic Plan 2019-2024.
[189] WFP Rwanda. 2024. Midterm Evaluation: USDA McGovern-Dole Grant for WFP HGSF Project in Rwanda (2020-2025).
[190] WFP Rwanda. 2025. Integrating animal source foods in Rwandan school meals.
[191] WFP Rwanda. 2024. Home Grown School Feeding Quarterly Workshop. 14-15 February 2024.
[192] WFP Rwanda. 2024. Home Grown School Feeding Quarterly Workshop. 14-15 February 2024.

processes following the new guidelines. WFP also secured funding to extend District School Feeding Coordinator roles in transitioned districts.[193]

126. **Recommendation 8: Agile technical support.** WFP demonstrated strong institutional responsiveness and adaptability to deliver agile, high-quality technical assistance. A notable example occurred during Term 3 of the 2023/2024 school year when MINEDUC requested urgent support from WFP following several FSQ incidents in NSFP schools.[194] With USDA resources, WFP rapidly provided draft digital FSQ messaging materials, which were collaboratively finalized with MINEDUC. Using complementary funding, WFP further supported nationwide dissemination of these messages through radio and television ahead of the 2024/2025 academic year.

EQ4: To what extent has the M&E system been adequately designed to respond to the needs and requirements of the project?

Finding 14	The M&E system supports routine reporting, but the design does not allow the CO to fully capture capacity outcomes and beneficiary-level data for those with disabilities.

127. WFP staff confirmed that, as reported at midterm, the CO continues to conduct regular monitoring. WFP receives quarterly reports from partners World Vision and GHI, and regular reports from project schools. Data submitted in partner reports are verified by WFP during the semi-annual survey, which is submitted to USDA with narrative reports.[195] Monitoring data are disaggregated by sex for relevant output and outcome indicators, though disability-disaggregated data remains limited. While World Vision reports on the number of students with disabilities reached through their literacy activities in narrative reports,[196] disaggregation by disability is not included in the FY20 project Performance Monitoring Plan (PMP) and therefore not included in other data reporting for the project (e.g., student attendance and enrollment).[197]

128. In addition, the FY20 project did not have a formal framework to measure capacity-strengthening outcomes. The absence of a dedicated capacity strengthening indicator in WFP's Corporate Results Framework (CRF) contributed to this shortcoming, per WFP staff. Although a capacity-strengthening workshop had been planned to address this, it was ultimately dropped due to budget constraints. Furthermore, KML practices, which had already been flagged as insufficient at midterm, had seen little progress by endline (Finding 13). The M&E team is currently developing a more robust M&E strategy to address some of these gaps and improve documentation, learning, and adaptive management.

EQ5: To what extent have monitoring and CFM mechanisms been utilized for corrective measures and for WFP's learning agenda? What specific lessons have been identified?

Finding 15	Monitoring and Complaint Feedback Mechanisms (CFMs) have been utilized within the project to inform corrective actions and support WFP's broader learning agenda.

129. **Use of monitoring data.** The project has made significant use of monitoring data to inform programmatic improvements and corrective actions across its components, including improvements at the national level. For example, monitoring of the WASH component through School Audit and Community Water User Committees led to 96 percent of infrastructure recommendations being implemented.[198] Monitoring also shaped strategic decisions and learning on food procurement and quality. For instance, food commodity mapping exercises conducted in five districts gathered data on local supply and demand for NSFP food needs, supporting the Government's shift to local sourcing. The monitoring of food costs and inflation trends informed advocacy for updated NSFP budget allocations and prompted revisions to the daily cost of the school meal reference basket. These data-driven insights led WFP to support policy and operational changes, including updated school feeding guidelines and improvements to the SDMS, which

[193] Additional discussion of activities to bolster district capacity strengthening after midterm are discussed in Finding 28.
[194] WFP Rwanda. 2024. Semi-annual performance report narrative. April – Sept 2024.
[195] WFP Rwanda. 2021-2024. Semi-annual performance indicator spreadsheets.
[196] For example, World Vision provided disability-disaggregated for literacy activities which was included in the WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.
[197] WFP Rwanda. 2021. Revised McGovern-Dole Performance Monitoring Plan.
[198] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.

now includes modules for procurement planning, stock management, and parent contribution tracking. Furthermore, regular consultations with key stakeholders, such as the National School Feeding Steering Committee and Technical Working Groups, have created structured opportunities for discussing monitoring findings and using them to guide national strategy and operational decisions.

130. **Use of CFM data.** Between January 2023 and April 2025, the WFP CFM registered 420 cases related to the McGovern-Dole project.[199] These included complaints about food quality, delayed transport reimbursements, and exclusion from THR, as well as a substantial number of appreciation messages. Cooks and other school-level informants reported that some issues, such as complaints about dried fish meals or incompatible cooking equipment, were addressed at the school level, while others like delays in school cash transfers remained pending. WFP has taken steps to strengthen the CFM system as part of its learning approach. Refresher training sessions for CFM field monitors were conducted in 2024, with renewed focus on improving community engagement and the handling of sensitive cases.

EQ6: To what extent did external shocks and other factors affect project implementation and performance and how were these mitigated?

Finding 16	COVID-19 continued to impact rural schools throughout the implementation period. Despite this, mitigation strategies helped to sustain progress towards project objectives.

131. The COVID-19 pandemic significantly disrupted the implementation and performance of the McGovern-Dole project in Rwanda. Prolonged school closures led to reduced access to education facilities and diminished learning opportunities for primary school students.[200] Stakeholders viewed the persistence of the pandemic's lingering effects at endline, including increased student-teacher ratios in rural schools caused by relocation of households from urban to rural areas to avoid the virus. Additionally, the pandemic delayed the conclusion of the FY15 evaluation and the commencement of FY20 endline activities, ultimately impacting the timeline for scaling up project interventions, especially the expansion to pre-primary students in Group 1 and Group 2 schools.[201] Despite these setbacks, WFP and its partners implemented mitigation strategies to address delays and sustain progress toward project objectives. At endline, projects that had been delayed due to the pandemic, such as the construction of WASH infrastructure, had been completed.

Finding 17	WFP and partners implemented timely mitigation measures in response to weather events that impacted project implementation.

132. In May 2023, severe flooding and landslides affected one-third of the country, disrupting the planting schedules of several McGovern-Dole-supported cooperatives in Southern Province.[202] Although WFP facilitated access to free seeds from RAB, the delayed replanting led to reduced yields. In 2023, many school vegetable gardens were washed away, while others suffered from prolonged dry spells, limiting schools' capacity to maintain crops due to water shortages or lack of connection to public water supplies. These weather-related disruptions hindered vegetable nursery establishment, seedling distribution, and harvests, and agricultural training sessions were rescheduled to prioritize disaster response.

133. In response to these events, which continued into 2024, WFP organized five Business-to-Business meetings across the country to strengthen post-harvest handling and marketing capacities. These meetings lead to the procurement of storage equipment and successful crop sales from McGovern-Dole-supported cooperatives.[203] GHI promoted weather-sensitive agricultural techniques in WFP supported schools, including the use of organic mulch to preserve soil moisture and improve soil health. Additionally, schools received technical guidance to construct shade structures and manually water gardens to protect seed banks during dry spells. While some district staff indicated that GHI interventions supported sustainable farming, other district staff described this link as weak.

[199] WFP Rwanda. 2025. HGSF CFM Received Cases from Jan 2023 to April 2025.
[200] Rwigema, P. C. (2021). Impact of COVID 19 lockdowns on the education sector. The case of Rwanda. The Strategic Journal of Business & Change Management, 8 (1), 150 – 169.
[201] WFP Rwanda. 2024. Midterm Evaluation: USDA McGovern-Dole Grant for WFP HGSF Project in Rwanda (2020-2025).
[202] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[203] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.

2.3 Efficiency

EQ1: To what extent are the transfer cost, cost per beneficiary, logistics, program deliveries and M&E arrangement aligned with project design? What factors impacted the delivery process and project achievements?

Finding 18	Commodities were generally delivered as planned, with redistribution and complementary funds helping to manage delays, but losses at the school level and rising inflation created efficiency challenges.

134. The delivery of USDA in-kind commodities was overall effectively managed, even in the face of delays. For example, when USDA vegetable oil shipments arrived late during the 2022/2023 school year, WFP quickly mobilized complementary funds to purchase 13 MT of oil, avoiding a service gap.[204] Additionally, efficient use of leftover stock—including redistribution across project schools and conversion of unused materials like pallets—reduced waste and bolstered cost-efficiency.[205] Some inefficiencies emerged when redistributed stocks could not be consumed before their best-used-by dates, resulting in 0.0518 MT of expired oil that was responsibly managed with oversight from environmental authorities.

135. Commodity theft, spoilage, and loss at the school level posed challenges to overall efficiency. Break-ins and mismanagement of food stock cards resulted in minor losses of rice and oil.[206] [207] For instance, in one project school, school staff found 0.35 MT of rice and 0.11 MT of oil were stolen. [208] In the following year, another school reported that 0.051 MT of rice were lost due to transport conditions, resulting in rice that was not safe to consume. Although the value of the stolen or spoiled commodities was low, such occurrences indicate vulnerabilities in last-mile storage and security. In each case, WFP and local authorities responded promptly, conducted investigations and replaced lost commodities. The project's M&E systems were designed to track food deliveries and address irregularities through WFP Field Monitors and the distribution of last mile application devices to 104 schools, and training in device operation to over 200 school staff.[209]

EQ2: Were activities cost-efficient?

Finding 19	The project demonstrated overall cost-efficiency, though there was less cost-efficiency in some performance indicators when examined individually.

136. The evaluation team conducted a cost-efficiency analysis to assess the financial and program management capacity of the FY20 project in achieving its expected outputs.[210] In other words, it evaluated the project's ability to deliver desired outputs at the lowest possible implementation cost over its duration year by year. For this analysis, the cost-efficiency index is defined as the ratio of expenditures to the number of unique beneficiaries (i.e., students, teachers, etc.) or individuals reached. Overall, the project demonstrated a downward trend in unit costs across categories; financial data show a gradual decrease in personnel and operational expenditures from 2022 to 2024, aligning with a reduction in beneficiary coverage. Similarly, the cost per project beneficiary, which includes all project beneficiaries (e.g., students, teachers, smallholders, etc.) declined over time, indicating efficiency gains.

137. Despite overall efficiency gains over the course of the FY20 project implementation period, the same trend was not exhibited when considering the cost-efficiency of some individual performance indicators. The three output indicators examined at endline were a count of beneficiaries or participants reached by a key intervention area: teacher training, school meals, and nutrition interventions for children under 5. In cost-efficiency analysis, unit costs typically decline over time as the project becomes more efficient. However, the unit costs for the three output indicators examined did not show linear decline (i.e.,

[204] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[205] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.
[206] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[207] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.
[208] Ibid.
[209] WFP Rwanda. n.d. FY24 McGovern-Dole Project Proposal: Operations and Activities.
[210] See Annex 13 for the full methodology and results of the cost-efficiency analysis.

there was an increase in unit costs between 2022 and 2024) or exhibited an overall increase. While there are several possible explanations for these increases, these findings do suggest the need for more periodic analysis of financial data against program activities and outputs to improve the efficiency of resource management.

EQ3: What factors impacted cost-efficiency?

Finding 20	Cost-efficiency was impacted by the absence of specific targets to track cost-efficiency, staffing levels, and several external shocks.

138. **Use of cost-efficiency benchmarks.** The WFP country office actively tracks budget versus actual expenditures and adapts spending strategies in response to factors such as currency depreciation.[211] However, there are no established cost-efficiency benchmarks or targets in place to guide or assess financial performance. This absence limits the project's ability to measure whether financial resources are being used in the most effective manner relative to outputs delivered.

139. **Staffing adjustments.** Stakeholders indicated that in light of the decreasing scope of project activities over time, there were internal discussions about reallocating resources and reducing the share of costs allocated to NGO partners, such as pushing NGO staffing costs below 30 percent. Nevertheless, staffing costs reportedly remained at roughly 40 percent. This likely decreased cost-efficiency in the latter half of the project, as staffing was not adequately scaled down in line with the reduced scope of activities. The personnel cost per unit increased over time for the number of teachers trained, the number of students enrolled in project schools and the number of children under five reached with nutrition interventions, suggesting that persistent staffing levels, despite reduction in the number of beneficiaries reached, drove up overall per-unit costs (see Annex 13 for full details).212 This is an instance where having a specific cost-efficiency benchmark for the component could trigger a reexamination of the activity and its resourcing to determine an appropriate course of action.

140. **Effect of external shocks**. Several external pressures have affected project cost-efficiency. The midterm flagged structural financial constraints including capped local procurement budgets, restrictions on using McGovern-Dole funds for cash transfers, and a growing mismatch between rising food prices and outdated budget allocations based on 2020 cost models.[213] Persistent inflation and currency depreciation have reduced the purchasing power of available funds. After a year of easing inflation in 2024 (4.8 percent), inflation rates began rising again in early 2025, with inflation rates for food and non-alcoholic beverages increasing by 6.4 percent year-on-year in March 2025.[214] Moderate rises in the price of other food staples placed added pressure on school feeding budgets, compromising the affordability and nutritional quality of school meals. Stakeholders emphasized that these financial constraints are compromising the project's ability to maintain meal diversity and quality, reducing the inclusion of nutrient-rich and locally sourced foods. Other factors such as the war in Ukraine and global fuel price volatility, as well as currency depreciation, which persisted and intensified during the project period, reduced the real value of allocations and added pressure to schools and project-supported farmers.[215] In response, WFP and partners piloted a district-level procurement model to improve cost efficiency, and supporting resource mobilization efforts, including the Dusangire Lunch Campaign, to sustain school feeding operations.

[211] WFP Rwanda. 2025. Budget planning & expenditure Phase 2.
[212] Though the overall per-unit cost declined between 2022 and 2024 for teachers trained, the increase in personnel costs per teacher trained in 2023 likely impacted the overall per-unit increase in 2023.
[213] WFP Rwanda. 2024. Midterm Evaluation: USDA McGovern-Dole Grant for WFP HGSF Project in Rwanda (2020-2025).
[214] NISR. 2025. Consumer Price Index (CPI) – June 2025.
[215] WFP Rwanda. 2023. FY20 McGovern-Dole Semi-annual Performance Report Narratives: Oct-March 2023, Apr-Sept 2023, Apr-Sept 2024, Oct-March 2025

2.4 Impact[216]

EQ1: What intended and unintended impact has the project made on beneficiaries and stakeholders?

Finding 21	Students reading comprehension has significantly increased since baseline and overall, girls are outperforming boys.

141. **Reading comprehension.** The percentage of P2 students who demonstrated that they could read and understand the meaning of a grade-level text has increased significantly since baseline (Table 14). At endline, 70.4 percent of P2 students could read and understand a grade-level text, achieving the LOP target of 69 percent. For this indicator, "understanding" of a grade-level text is defined as the ability to answer at least three of five comprehension questions correctly. If a student was unable to finish reading the story within the allotted time, the enumerator finished reading the story aloud to the student before they answered comprehension questions. Both boys and girls did better than at baseline on this indicator, and girls in Group 1 schools significantly outperformed boys (girls: 72.1 percent; boys: 55.9 percent).

Table 14: P2 students' ability to read and comprehend a grade-level text

INDICATOR	RESPONDENT	PERCENT					
		BL	MTE	Endline			
Reading and Listening Comprehension		**All**	**All**	**All**	**Sig**	**Group 1**	**Group 2**
Percentage of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of a grade level text	Male students (n=351)	56.2%	59.5%	64.6%	b	55.9%	85.5%
	Female students (n=332)	59.6%	58.2%	76.5%***	c	72.1%***	84.6%
	All students	57.9%	59.2%	70.4%	c	63.4%	85.1%
	Sample size (n)	*903*	*901*	*683*		*462*	*221*

Differences between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***). Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline EGRA

142. While no statistical testing was performed comparing the midterm value (59.2 percent) to the endline value, it is worth noting for reference that the baseline-to-midterm change was small. This insignificant baseline-to-midterm change is possibly explained by the relatively recent addition of Group 2 schools relative to the timing of the midterm evaluation; Group 2 schools would have received only two years of support at the time of midterm data collection. The more important finding is the statistically significant baseline-to-endline improvement of over 12 percentage points, which we expect can be at least partially explained by the additional two years of training and support teachers had received between the midterm and endline evaluations. The lower performance at midterm may also reflect lingering impacts of the pandemic, which may have muffled literacy gains. Additionally, World Vision implemented additional literacy support in response to the midterm results, which could be a factor in the improvement seen at endline.

143. In Group 1 schools, girls significantly outperformed boys. Students in Group 2 schools appear to have higher reading comprehension scores than students in Group 1 schools, which have transitioned to the NSFP. One potential reason for this difference may be the lack of community-based literacy activities to support the sustainability of literacy results (as discussed under Finding 1). While the EGRA was not conducted in comparison (non-project) schools at endline, interviews with head teachers and government staff suggest that students in government-supported schools continue to demonstrate improved literacy

[216] The project's impact on government capacity is covered extensively under Section 2.5: Sustainability.

skills. Government stakeholders credited steps to improve teacher retention, such as widespread training and increased teacher salaries, as contributing to improved literacy rates nation-wide.

Finding 22 Students' awareness and practice of health and hygiene practices has increased significantly since baseline.

144. **Improved health and hygiene practices.** Student awareness of health and hygiene practices increased significantly over the life of the project. By endline, 32.8 percent of students could identify at least three health and hygiene practices, up from 13.4 percent at baseline (Table 15). The most commonly recalled hygiene practices were bathing (71.6 percent), handwashing before eating (41.5 percent), and handwashing with soap after using the toilet (33.1 percent).

Table 15: Students' health and hygiene practices

INDICATOR	RESPONDENT	PERCENT					
		BL	MTE	Endline			
Student Health and Hygiene		**All**	**All**	**All**	**Sig**	**Group 1**	**Group 2**
Percentage of students that can IDENTIFY at least 3 Health and Hygiene Practices	Male Students (n=351)	13.3%	16.6%	30.5%	c	6.5%	87.8%
	Female Students (n=332)	13.7%	7.6%	35.2%	c	6.5%	87.5%
	All Students	13.4%	12.1%	32.8%	c	6.5%	88.0%
Percentage of students who regularly PRACTICE at least three key health and hygiene practices	Male Students (n=351)	6.6%	6.2%	16.8%	c	2.8%	50.0%
	Female Students (n=332)	11.8%	5.3%	20.5%	c	4.1%	50.4%
	All Students	9.2%	5.8%	18.6%	c	3.4%	50.2%
	Sample size (n)	*903*	*901*	*683*		*462*	*221*

Differences between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***). Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only. *Source*: FY20 endline EGRA

145. Reported use of hygiene practices also increased. At endline, 18.6 percent of students reported regularly practicing at least three health and hygiene activities, compared to 9.2 at baseline (Table 15). Practiced behaviors mirrored those that students were able to recall: 68.6 percent reported bathing, 39.5 percent reported handwashing before eating and 33.7 percent reported handwashing with soap after using the toilet.

146. The endline percentage of students in Group 2 schools who can identify at least three health and hygiene practices is 88 percent, compared to only 6.5 percent in Group 1 schools. Similarly, half of the sampled Group 2 students reported use of at least three health and hygiene practices, while only 3.4 percent of students in Group 1 schools reported the same. Qualitative data confirms these differences; government health staff suggested that continued follow-up on WASH activities is needed in non-project schools (including transitioned Group 1 schools). Stakeholders specifically suggested that school administration become more involved in WASH trainings and monitoring, to ensure consistent practice of health and hygiene practices in schools. KIIs and FGDs further noted that limited access to clean water and adequate infrastructure in schools constrained consistent practice of hygiene behaviors.

Finding 23 The project expanded access to school meals and influenced household and market behaviors, with both intended and unintended effects on beneficiaries and stakeholders.

147. At endline, the McGovern-Dole project increased access to school meals for boys and girls and strengthened engagement between schools, parents, and local markets, reflecting progress against key outcome indicators. Evidence from outcome harvesting, interviews, and household surveys indicates that

children benefited from improved nutrition and regular meals, while school staff and parents observed changes in community practices related to school feeding. However, several unintended effects emerged:

148. **In-kind contributions.** At endline, school staff and community members indicated that when households are unable to make monetary school feeding contributions, labor in the school garden is a common alternative. However, qualitative data, as well as results from the 2021 analysis,[217] indicate that this task is usually taken on by women. This suggests the parent contribution may inadvertently increase women's workload compared to men.

149. **Men favored for cook positions.** While the project has taken steps to promote women's participation in the project, there have been persistent issues with ensuring both men and women are benefitting from employment opportunities created by the project. As reported at midterm,[218] at endline, school staff shared that cook positions continue to be predominantly filled by men. Cooks explained that the physical demands of the role, such as cooking the maize flour and carrying water, are difficult for women to complete. Community members also emphasized that cooking school meals is a time-intensive task, which is often incompatible with women's household and childcare duties. Furthermore, women noted that if beans need to be prepared the night before, women are unable to be out late at night (i.e., after 10 p.m.) but this is not an issue for men. Instead, women are hired mostly for cleaning positions (e.g., washing kitchen utensils).

150. **Logistics of school meals.** At endline, some teachers echoed concerns that had been shared at midterm: namely, that the NSFP and project should better consider how meals are monitored so as not to take away from teachers' own mealtime. Several teachers indicated that the time spent arranging and monitoring students' lunches overlaps with the time teachers have to take their own lunch. Teachers also reported that, especially in schools using a double-shift system, classrooms can be extremely crowded during mealtimes, as students from both shifts take their meal together in some schools; overcrowding during mealtimes was also observed by the evaluation team.

151. **New procurement model.** While overall WFP and government stakeholders reported that the new, district-level procurement model was successful in addressing challenges of the old model (see Finding 27), the new model also had unintended consequences for smallholders. For example, while the new model allowed for more structured and transparent procurement processes, before implementation of the new model schools previously contracted cooperatives directly for vegetables as needed. Informants stated that this system provided better access and profits. In contrast, the new, district-level procurement reduced direct access to schools, leaving some commodities unsold.

152. Additionally, informants highlighted that schools primarily purchase vegetables, while cooperatives also grow beans and maize, which limits the volume of their total products they can sell to schools compared to other markets. Moreover, smallholder farmers shared that procurement practices that bundle multiple commodities—such as maize, beans, sugar, and cooking oil—into single tenders tend to disadvantage smaller cooperatives that cannot meet multi-commodity or large-volume requirements. As a result, larger vendors are better positioned to secure contracts; district-level tendering processes often reinforce this imbalance, limiting market access for smaller suppliers. Government and WFP staff recognized this constraint of the new procurement model and plan to refine the procurement model in the subsequent project phase (2025-2029).

153. **Reliance on Government and the project.** At endline, teachers and head teachers reported that some parents still expressed unwillingness to contribute to school feeding for their children. This was largely attributed to parents' knowledge that, even if they did not make the required contribution, their children would still receive a meal at school. For schools who had transitioned out of the project and into the NSFP, school administrators said that there was still greater sensitization needed to ensure parents understood the importance of parent contributions. In both project and NSFP schools, however, both school and district staff perceived that parents were relying on either the project or Government to provide meals even without parent contributions.

[217] WFP Rwanda. 2021. Gender Assessment: Home Grown School Feeding Programme. December.
[218] WFP Rwanda. 2024. Midterm Evaluation: USDA McGovern-Dole Grant for WFP HGSF Project in Rwanda (2020-2025).

EQ2: What were the internal factors contributing to the achievement or non-achievement of the expected outcomes?

Finding 24	The formal integration of the Ministry of Trade and Industry was a key catalyst that led to an increased number of contracts between farmers and schools.

154. A key development during the implementation period was the formal integration of the Ministry of Trade and Industry (MINICOM) into the multi-partite Memorandum of Understanding (MoU) for the McGovern-Dole project, which significantly improved the alignment and effectiveness of WFP's engagement with smallholder farmers. Prior to its inclusion in the MoU, MINICOM was engaging with schools, but under frameworks that were unrelated to the project. Stakeholders noted that formalizing the partnership under a shared operational framework allowed for better coordination on school feeding with key ministries, especially MINAGRI, and clarified institutional roles.[219] Revised MoUs were also developed and signed with MINAGRI, MINALOC, and the Rwanda Cooperative Agency (RCA), reflecting updated project priorities and operational plans for 2025.[220]

155. Stakeholders stated that as part of its contribution, MINICOM actively engaged district officials, schools, and farmer cooperatives to improve understanding of revised procurement guidelines and to strengthen the local procurement ecosystem. This included sensitizing farmers on how to sell to schools, helping develop contracts, and supporting negotiation processes. WFP acknowledged that MINICOM served as a key catalyst in increasing the number of contracts between farmers and schools (see Finding 27), leveraging its mandate to connect buyers and sellers, and its greater influence in farmer training and support services. Government stakeholders noted that, while WFP is not a commercial facilitator by design, WFP's support for the systems and the internal coordination that enabled this partnership were instrumental in achieving stronger market linkages and promoting sustainability.

Finding 25	Staff continuity supported positive outcomes, but gaps in coverage limited progress in some areas.

156. Staffing continuity within WFP's school feeding team has been a key factor in the achievement of project outcomes. The consistent presence of core team members has fostered strong relationships with government counterparts and supported the retention of institutional memory. Despite operating in a complex and evolving environment, the commitment and institutional knowledge of the school feeding team have underpinned effective implementation and ongoing collaboration with stakeholders.

157. However, gaps in staffing across both the school feeding team and the wider WFP CO have constrained the project's ability to further strengthen quality and implement midterm evaluation recommendations in a timely manner. During the second half of the FY20 project, the school feeding team remained understaffed, with the HGSF manager role currently distributed among three staff, and at least one other position vacant.[221] The M&E officer hired in mid-2024 was only able to begin work to develop an M&E strategy (responding to midterm recommendations) in early 2025. Furthermore, despite a recognized need to construct an intentional school feeding narrative, a communications officer has not yet been hired. These staffing challenges have slowed progress in some areas.

EQ3: What external factors led to the impact?

Finding 26	The Government of Rwanda's clear vision and strong drive to see the NSFP succeed has contributed to the project's impact, though limited staffing capacity has constrained implementation.

158. The Government's clear vision and strong accountability mechanisms have been critical external factors in the project's improved outcomes. WFP and government stakeholders alike emphasized the alignment between the national strategy for school feeding and the McGovern-Dole project, highlighting

[219] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[220] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.
[221] WFP Rwanda. 2025. SO2 organigram. January.

high-level commitment, strong institutional collaboration, and a shared goal of sustainability. School feeding is widely regarded as a national success story, supported by strong government ownership and integration into performance contracts at the ministry level, which has reinforced accountability and ensured follow-through on priorities. This strong enabling environment has translated into positive results in terms of coordination, policy alignment, and the institutionalization of school feeding. However, despite this commitment and support from district coordinators (see Finding 30), government staff face capacity gaps, which limits their ability to fully manage and scale the program without external support.

EQ4: What are the overall effects on smallholder farmers' lives?[222]

Finding 27	Smallholder farmers benefited from increased sales and market access through strengthened linkages with schools.

159. The FY20 project supported 60 cooperatives over the life of the project. While there was only a small change in the number of cooperatives with an active agreement to supply food to schools (14 written contracts at midterm, 13 at endline), the number of project-supported cooperatives supplying maize, beans or fresh produce to schools has tripled since midterm[223] (maize from 4 to 18; beans from 3 to 17; fresh produce from 6 to 19). Of the 31 schools in the endline survey, 4 reported procuring food for school meals from farmer groups or cooperatives (12.9 percent) and one Group 1 sampled school reported having an informal contract with the farmer group.

160. WFP and government stakeholders emphasized WFP's work to develop and support the new school feeding procurement model as a key success for smallholders. The new procurement model, officially launched in August 2023, aimed to generate economies of scale, streamline procurement processes, and ultimately improve food quality and cost efficiency.[224] WFP worked closely with MINEDUC, MINALOC, and other government partners to support policy design and roll-out, including convening national review meetings, drafting procurement guidelines, and seconding procurement associates in key districts. The shift aimed to create more structured and transparent procurement processes, enabling smallholder farmers and their cooperatives to participate in bulk tenders and engage with district-level buyers under clearer and more consistent conditions. However, farmers and cooperatives reported losses following this shift (see Finding 23).

161. The new model proved particularly beneficial during periods of agricultural surplus. In early 2024, following a bumper maize harvest, the price drop was brought to the Government's attention during routine WFP-led coordination meetings, prompting MINEDUC and other ministries to institute a fixed purchase price of RWF 400/kg.[225] This enabled districts to purchase directly from local suppliers at a fair market value, benefiting both farmers by guaranteeing sales and the NSFP by reducing procurement costs. Similarly, in response to a high-yield rice season, a centralized procurement "command post" was established, which helped secure a market for farmers' rice and ensured local rice was served in schools at least weekly.

162. McGovern-Dole-supported farmer cooperatives directly benefited from these improved linkages, market conditions and procurement reforms. Between April and September 2023, WFP reported that smallholder farmers sold 540 MT of maize to schools and formal buyers, generating USD 246,892 in revenue.[226] This increased in 2024, where WFP reported that smallholders sold over 1,518 MT of maize valued at USD 349,939, in addition to 441 MT of rice valued at USD 117,915 and 44 MT of fruits and vegetables valued at USD 12,082.[227]

163. However, challenges remain, particularly around delayed payments from schools, transport logistics, and food safety and quality monitoring, highlighting the continued need for capacity support and

[222] The extent to which the project's objectives are strengthening capacity of smallholder farmers, as well as government stakeholders, is discussed extensively under Section 2.5: Sustainability.
[223] Ibid.
[224] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.
[225] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.
[226] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[227] WFP Rwanda. 2024. Semi-annual performance report narrative. April – Sept 2024.

supply-chain strengthening.[228] Moreover, women smallholders faced distinct challenges that hindered their ability to engage equitably in agricultural markets. Government and sector data show persistent gaps in women's access to finance, technologies, and extension services.[229] Cooperative interviews revealed that while women generally do not face challenges accessing agricultural inputs, their primary barrier is limited knowledge of financial services and technology. Informants indicated that these disparities are often exacerbated by power dynamics at the household level, which limit women's control over productive assets and the proceeds from agricultural sales.

2.5 Sustainability

EQ1: To what extent was project implementation in line with the approved transition strategy?

Finding 28	Project activities and the transition of Group 1 schools to the NSFP were implemented in line with the government-approved transition plan.

164. Overall, WFP and partners implemented activities as outlined in the Joint Transition Strategy to support the sustainable transition of Group 1 schools to the NSFP. The Joint Transition Strategy outlined the initial transition timelines for Group 1 and Group 2 schools, the primary roles and responsibilities of each the primary stakeholders (Annex 14, Table 41), and the detailed transition workplan for MINEDUC, WFP, districts, and schools from 2022 to 2025.[230] The project meal and cash provision stopped in July 2023 for the 108 Group 1 schools in Nyamagabe, Nyaruguru, Rutsiro, and Karongi, as planned; project support continued for the 32 remaining Group 2 schools in Kayonza, Burera and Gasabo.

165. Each district also developed its own transition plan, with specific activities, objectives, responsible parties and a concrete timeline for completing tasks.[231] Examples of tasks included holding awareness meetings at district, sector and school levels; incorporating Group 1 schools in the NSFP budget; training storekeepers, cooks and school-level committees; holding handover events; meeting district officers in charge of cooperatives; and establishing technical working groups to support increased parent contributions.

166. **Changes to the transition plan.** While the original transition plan set the transition of Group 2 schools for July 2025, WFP applied for, and won, a subsequent McGovern-Dole award to continue the project in Group 2 schools.[232] WFP staff noted that this will allow the project to address remaining capacity gaps for a smoother transition of Group 2 schools, which is anticipated for September 2028.[233] These capacity gaps include district-level procurement capacity, food safety and quality control, monitoring and reporting, and financial management (see section 2.1: Relevance).

EQ2: To what extent has the package of technical assistance activities and measures been institutionalized into Government policies/strategies and is likely to support sustainability? What progress has been made in the transition of school feeding implementation from the McGovern-Dole program to the national budget and other funding sources?

Finding 29	WFP's technical support to the Government has institutionalized school feeding and helped the Government plan to ensure the sustainability of the NSFP, though financial and capacity challenges remain.

[228] WFP Rwanda. 2025. School Feeding Readiness Assessment for Farmer Organisations. May.
[229] Republic of Rwanda Ministry of Agricultural & Animal Resources. 2024. Fifth Strategic Plan for Agriculture Transformation (PSTA 5).
[230] Republic of Rwanda and WFP Rwanda. 2022. Joint transition strategy for Home-Grown School Feeding Programme to the National School Feeding Programme. January 2023-September 2025.
[231] Republic of Rwanda: Karongi, Nyamagabe, Nyaruguru, and Rutsiro Districts. 2023. Transition plans.
[232] The endline evaluation for the next phase of McGovern-Dole support in Rwanda (2025-2029) was conducted concurrently with the endline evaluation.
[233] WFP Rwanda. 2025. Sustainable School Feeding Programme Fiscal Year 2025-2029 Work Plan.

167. Even after the transition of Group 1 schools in 2023, the transition strategy outlined various areas of ongoing technical assistance WFP would provide to support the NSFP.[234] WFP has made significant progress in all areas; this finding highlights key milestones.

168. **National School Feeding and Financing Strategy.** WFP has played a pivotal role in the development and operationalization of both the National School Feeding Strategy and its accompanying Financing Strategy.[235] [236] These foundational policy documents have anchored school feeding within the national development agenda and provided a clear framework for government-led implementation. Moreover, the Financing Strategy provides critical guidance for strengthening domestic resource mobilization, a critical advance given that inflation and currency depreciation have reduced purchasing power even while government allocations for school feeding have steadily increased. In parallel, WFP has supported the development and recent revision of the School Feeding Operational Guidelines.[237] These guidelines provide practical direction on key aspects such as food quality, hygiene, roles and responsibilities, recordkeeping, and community engagement.

169. **Staff secondment and ministry support**. Between April and September 2023, WFP successfully seconded a HGSF Manager and HGSF Specialist to MINEDUC and a School Feeding Advisor to MINAGRI and made a final secondment to the National Child Development Agency (NCDA) by the end of the 2023/2024 school year.[238] In total, there are five seconded staff across MINEDUC, MINAGRI, NCDA, and RBC. These placements have enhanced national ownership and coordination of the NSFP, ensuring that school feeding is integrated across sectors. However, the sustainability of this approach will depend on ministries' ability and willingness to absorb these functions and fund positions once external support ends.

170. **TWG and Steering Committee**. WFP has played a pivotal role in the establishment and functioning of key coordination platforms, notably the National School Feeding Steering Committee and the School Feeding Technical Working Group (TWG). The Steering Committee, co-chaired by WFP and MINEDUC and launched in January 2024, serves as a high-level, multi-sectoral coordination mechanism envisioned in the 2019 Comprehensive National School Feeding Policy.[239] WFP, government and education sector stakeholders have noted that the National School Feeding Steering Committee has been well organized and has fostered greater coordination among government entities and partners. Importantly, the Steering Committee's deliberations have translated into concrete policy and operational shifts, such as updates to the National School Feeding Financing Strategy.[240] These engagements made coordination more action-oriented, signaling that capacity-strengthening support has evolved from information sharing to joint decision-making and implementation.

171. At the technical level, WFP and MINEDUC have jointly co-chaired multiple TWG meetings to address practical implementation issues and strengthen coordination.[241] These meetings have helped introduce new school feeding partners, such as CRS and their STRONG project, to promote complementarity and avoid duplication. They have also supported the review of the School Feeding Operational Guidelines and discussion of the upcoming institutional changes within MINEDUC, including the formation of a new Directorate of School Health and Wellness. Established under Prime Minister's Order No. 016/03 of May 2024, this directorate comprises 12 dedicated staff, significantly strengthening MINEDUC's internal capacity to oversee and sustain school feeding and related health interventions. [242] Notably, the TWG facilitated the establishment of a clean cooking task force in March 2025 to help the Government of Rwanda transition to sustainable energy solutions in school kitchens.[243] Both the Steering Committee and TWG provide structured spaces for policy dialogue, knowledge sharing, and coordination, thereby institutionalizing school feeding within national systems and ensuring the sustainability of project outcomes.

[234] Republic of Rwanda and WFP Rwanda. 2022. Joint transition strategy for Home-Grown School Feeding Programme to the National School Feeding Programme. January 2023-September 2025.
[235] Republic of Rwanda. 2024. National School Feeding Strategy 2023-2032.
[236] Republic of Rwanda. 2023. National School Feeding Programme Financing Strategy. October.
[237] Republic of Rwanda. 2021. School Feeding Operational Guidelines.
[238] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[239] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.
[240] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.
[241] WFP Rwanda. 2024. Semi-annual performance report narrative. April – Sept 2024.
[242] Official Gazette n° 20. 2024. Prime Minister's Orders.
[243] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.

172. **Monitoring, accountability and reporting (SDMS)**. With complementary funding from USAID, WFP has worked closely with the Government to upgrade the SDMS, integrating key features aligned with the new procurement model, including modules for procurement planning, stock management, and tracking of parent contributions.[244] These improvements allow schools to better communicate their procurement needs to districts, manage food commodity stocks, and monitor both cash and in-kind contributions, ultimately supporting more transparent and efficient operations. District-level stakeholders have noted a clear improvement in the use of the SDMS and the quality of the data collected. While government stakeholders noted that additional capacity strengthening is needed to ensure data are consistently used for adaptive management, the enhanced SDMS provides a strong digital foundation for evidence-based decision-making, improved coordination across all levels, and the long-term sustainability of school feeding in Rwanda.

173. **Enhancing the nutritional quality of meals**. Through technical assistance, studies, and collaboration with partners, WFP has helped institutionalize nutrition-sensitive approaches such as the incorporation of fortified and biofortified foods and fresh fruits and vegetables. School and district stakeholders agreed there was an increased demand for diversified school menus as a result of the project. WFP has also supported the Government in exploring cost-effective ways to add animal-source foods like eggs and milk.[245] While stakeholders note that challenges such as limited fortification capacity and food safety issues remain, WFP's research and evidence generation has informed school meal menu decisions to support the nutritional needs of schoolchildren in Rwanda.[246]

174. **Procurement guidelines.** Another key contribution to the NSFP's operational sustainability has been WFP's technical support in the development of new procurement guidelines (Finding 27). While adoption of the guidelines had just begun at midterm, district and school informants have indicated a vast improvement in uptake and understanding, with the Government and partners now beginning to explore additional improvements, such as the use of a centralized procurement model, to further enhance efficiencies.

175. **Parent mobilization.** In addition to supporting standardized communication materials to reinforce the importance of parent contributions,[247] a key innovation supporting parent mobilization efforts is the "Dusangire Lunch" campaign, launched in partnership with MINEDUC, Mobile Money Rwanda, and Umwalimu Sacco.[248] Emerging from the draft School Feeding Financing Strategy supported by WFP, this campaign enables parents and communities to contribute electronically via mobile platforms. WFP staff shared that the campaign is fostering greater awareness and ownership and plays a central role in embedding school feeding into sustainable systems.[249] However, some groups do not have access to this platform. For instance, women are 21 percent less likely than men to own a mobile phone.[250] As a result, female-headed households might be less likely to contribute through this approach, limiting its overall reach.

Finding 30	The Government has taken steps to adopt key design features of the McGovern-Dole project, most notably, the district coordinator positions.

176. Several key features of the McGovern-Dole project have been successfully integrated into Rwanda's NSFP, such as the Government's adoption of WFP's standardized kitchen design. Stakeholders shared that, while many schools originally had basic cooking spaces, these often lacked proper infrastructure and did not meet minimum safety or functionality standards per operational guidelines. WFP strategically rehabilitated and upgraded existing kitchen facilities, prioritizing those in greatest need based on assessment. These improvements included expanding storage rooms to accommodate larger volumes of commodities and ensuring kitchens were better ventilated, safer, and more efficient. In supporting these

[244] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.
[245] WFP Rwanda. 2025. Integrating animal source foods in Rwandan school meals.
[246] WFP Rwanda. n.d. FY24 McGovern-Dole Project Proposal: Introduction and Strategic Analysis.
[247] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[248] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.
[249] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.
[250] Republic of Rwanda Ministry of Agricultural & Animal Resources. 2024. Fifth Strategic Plan for Agriculture Transformation (PSTA 5). p. 84.

upgrades, WFP accelerated the Government's phased approach to kitchen development, allowing schools to meet improved standards more quickly and sustainably.

177. Equally significant has been the Government's recognition of the importance of school feeding district coordinators, a role first funded through the McGovern-Dole project. Their presence was widely credited by WFP and government staff with improving the efficiency, coordination, and overall quality of the program at district level. Recognizing this, MINEDUC formally requested WFP's continued support to maintain and expand the coordinator positions and is exploring options to make the position permanent in every district. According to WFP staff, WFP plans to maintain coordinators in current project districts and extend coverage to all districts nationwide in the next phase of the project.

EQ3: How effective has the transition process been?

Finding 31	The transition was effective when examined against the criteria outlined in the Joint Transition Strategy, with most criteria achieved to a high or medium-high degree.

178. The evaluation team's assessment of the effectiveness of the transition, based on the high-level workplan outlined in the Transition Strategy, is summarized in Table 16 (further discussion follows the table).[251] The effectiveness of the transition is evidenced by the demonstrated performance (described under 2.2 Effectiveness and 2.4 Impact) and the demonstrated capacity of the Government to maintain the NSFP (discussed under Sustainability EQs 4-6).

Table 16: Criteria for effective transition outlined in the 2022 Joint Transition Strategy

Criteria	Level of achievement
Group 1 school integration into national and district NSFP budgets and plans.	**High**
Trained and functional school feeding units at national and district levels.	**High**
Reliable procurement systems, with local supplier engagement.	**Medium-High**
Parental contributions structured and mobilized.	**Medium-High**
Strong monitoring and reporting through SDMS.	**Medium-High**

179. **Budget integration.** Project documents and a review of district-level transition workplans indicate that Group 1 schools were successfully integrated into both national and district NSFP budgets and plans prior to the transition of project-supported schools.[252] [253]

180. **Trained school feeding units.** WFP worked closely with school and district-level staff to ensure the transition was well-supported. Following the transition, additional staff were seconded to government ministries and entities and the National School Feeding Steering Committee was formally launched.

181. **Procurement.** The updated procurement modality, communicated by MINEDUC in August 2023 just weeks before the school year began, left limited time for dissemination and capacity-building.[254] Although WFP, in collaboration with MINEDUC and MINALOC, developed emergency flexible procurement guidance ensuring uninterrupted feeding during the first term, varied implementation approaches emerged across districts in the second term. However, stakeholders widely agree that the new procurement model is working well overall at endline. Stakeholder consultations and cooperative scorecard data indicate that

[251] Republic of Rwanda and WFP Rwanda. 2022. Joint transition strategy for Home-Grown School Feeding Programme to the National School Feeding Programme. January 2023-September 2025.
[252] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[253] Republic of Rwanda: Karongi, Nyamagabe, Nyaruguru, and Rutsiro Districts. 2023. Transition plans.
[254] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.

linkages between schools and smallholder farmers have increased, with a growing number of sales under the new model.[255]

182. **Parent contributions.** WFP and government structures took steps to mobilize parents prior to the transition, and efforts are ongoing. Though actual contributions vary widely across schools, with stakeholders suggesting ranges from 40 to 90 percent, district government officials note that contributions in transitioned schools are higher on average, compared with NSFP schools.

183. **Monitoring and reporting.** WFP and government stakeholders noted that the quality of monitoring and reporting data through the SDMS has significantly improved. District-level staff explained that what is needed now is increased capacity to use SDMS data for decision-making.

EQ4: What is the demonstrated capacity at central and sub-national levels to manage school feeding in Rwanda?

Finding 32	Rwanda has demonstrated strong institutional commitment to school feeding, with the NSFP now firmly embedded within national policy frameworks.

184. The successful scale-up to universal coverage and the effective transition of Group 1 schools reflect the country's capacity to manage and expand school feeding. Institutional collaboration has notably improved by endline, particularly through the activation of platforms such as the National School Feeding Steering Committee. Education sector stakeholders recognized government staff at both central and district levels for their technical expertise and dedication, which has played a key role in sustaining progress.

185. Despite institutional and technical strengths, the pace and consistency of implementation remain constrained by human resource limitations. Government staff, though competent and committed, are sometimes stretched across multiple portfolios, diluting their capacity to fully support NSFP implementation. District officials and external partners raised concerns about the lean staffing structure, citing in particular the critical need for dedicated School Feeding Coordinators. These roles are seen as essential for ensuring program quality at the school level; without them, stakeholders believe significant operational gaps are likely to emerge. However, the Government has also recognized the utility of the district coordinator roles and is exploring options to maintain them in all districts.

Finding 33	Rwanda's engagement in the School Meals Coalition has bolstered the institutional and technical capacity to scale and sustain school feeding.

186. Rwanda's engagement in the School Meals Coalition (SMC), which WFP has supported, has played a key role in strengthening government capacity to sustain and scale the NSFP. The SMC's global agenda, promoting school meals as a platform for education, nutrition, local agriculture, and social protection, closely aligns with the McGovern-Dole project's integrated approach.[256] The project has contributed to this agenda while reinforcing government ownership and helping institutionalize the NSFP within national systems. Furthermore, through the Government's engagement in the SMC, Rwanda has made a series of robust commitments that collectively lay a strong foundation for the sustainability of school feeding. These include achieving universal coverage for basic education, maintaining and growing the national budget allocation, and regularly reviewing and updating the national school feeding policy and strategy to ensure continued relevance and inclusivity.[257] These actions, combined with Rwanda's ten-year commitment to active participation in the Global Coalition for School Feeding, demonstrate strong national ownership and are expected to significantly enhance the technical, institutional, and financial sustainability of school feeding in Rwanda.

187. Rwanda's engagement in the SMC's East African chapter has further bolstered national capacity by facilitating peer learning, policy alignment, and technical collaboration.[258] With WFP's support, the Government has developed national guidelines, trained staff to cascade knowledge to schools, and expanded the program across districts. Participation in South-South exchanges has enabled Rwanda to

[255] WFP Rwanda. 2025. School Feeding Readiness Assessment for Farmer Organisations.
[256] School Meals Coalition. 2024. School Meals Coalition: Operational principles in 2024.
[257] Republic of Rwanda. MINEDUC. n.d. Global School Meals Coalition: Country Commitment.
[258] Eastern Africa Regional SMC Network. 2023. Draft Roadmap 2024 -2025.

share its experience and learn from others, reinforcing its role as a leader in school feeding and strengthening the technical and institutional foundations needed to sustain the NSFP.

EQ5: To what extent are local communities able to manage and coordinate school feeding and education activities?

Finding 34	Local communities have established school feeding committees and show growing management capacity, though challenges with parental engagement remain.

188. Local communities have made substantial progress in establishing the structures needed to manage and coordinate school feeding and related education activities. At endline, all Group 1 and Group 2 schools have active School Feeding Committees, as well as Tender and Audit Committees.[259] A large majority of these committee members have received training (90 percent of Group 1 and 87.5 percent of Group 2 schools), indicating strong foundational capacity. Nearly all schools in both groups have launched procurement processes and identified suppliers for fresh food, demonstrating a growing ability to manage procurement and coordinate logistics.

189. However, persistent challenges continue to limit the full effectiveness of local management. Committee members pointed to a need for more reliable suppliers, adequate cooking equipment and fuel, and increased parental contributions. Committee members shared that low and inconsistent parental cash and in-kind contributions, driven largely by poverty, remain a key barrier. WFP staff note that, within the constraints of the local context, schools are already maximizing dietary diversification. Drawing on a combination of NSFP or WFP support, parent contributions, and school garden cultivation, schools are increasingly effective at providing a variety of nutritious foods, including fruits, vegetables, and eggs.

Finding 35	While project design supports the sustainability of smallholder farmer engagement in the NSFP by strengthening smallholder capacity and addressing barriers to market participation, broader environmental and institutional challenges undermine the sustainability of smallholder engagement in the NSFP.

190. Smallholder engagement is constrained by broad, market system challenges that fall partially outside WFP's scope and which continue to hinder smallholder engagement. For example, delayed payments from schools were frequently cited by smallholder farmers as a key deterrent but addressing school payment lies beyond the control of the project's design or timeline. WFP plans to address payment delays through support to refine the procurement model, including centralized procurement.[260] WFP staff shared that Rwanda's smallholder farmers tend to be risk-averse, and even one negative experience, such as a delayed payment, can discourage future participation in school markets. Restoring trust and ensuring repeated engagement with school procurement processes will require time, consistent follow-through and support that extends beyond initial linkage efforts or training sessions.

191. Broader environmental and institutional challenges further undermine the sustainability of smallholder engagement in the NSFP. Weather variability, pest outbreaks, and environmental degradation, such as poor soil quality and limited irrigation infrastructure reduce productivity and reliability of supply. Cooperatives noted that drought makes vegetable planting during the summer months challenging, yet vegetables are the primary crops supplied to schools. For many farmers, barriers such as high input costs, limited access to irrigation, poor post-harvest infrastructure, and weather shocks (e.g., floods, droughts, pests) reduce productivity and undermine consistent participation in institutional markets.

[259] WFP Rwanda. 2025. District and school level scorecard data.
[260] Centralized procurement is expected to ease the administrative load on districts and improve coordination, leading to faster payment processing.

EQ6: To what extent are the benefits likely to continue beyond WFP's intervention?

Finding 36	School feeding is highly valued at all levels (i.e., government, district, community) and has become an expected government service.

192. School feeding in Rwanda is likely to continue beyond WFP's direct intervention due to the strong value placed on the programme across all levels of society and the significant capacity strengthening support provided by WFP. Government stakeholders at both central and district levels report that school feeding is increasingly seen as part of Rwanda's national identity, with community members expecting children to receive meals at school. This cultural shift is reinforced by the Government of Rwanda's demonstrated ownership, evidenced by organizing nationwide awareness campaigns through Umuganda and celebrations such as the Africa Day of School Feeding, which institutionalize recognition for best practices in school feeding implementation.[261] The NSFP also benefits from collaboration among different initiatives. For instance, programs like the Farm to Market Alliance, Africa Improved Foods, and Excellence in Agronomy strengthen farmer linkages, value chains, and weather-resilient production. [262] [263] [264] Together these partnerships support local procurement and sustainable school feeding after the WFP exit.

193. Moreover, improvements in capacity and implementation quality are visible in the field. District officials and WFP staff note that Group 1 schools, which have transitioned to the NSFP, continue to outperform government-supported schools. Reportedly, Group 1 schools have fewer gaps and stronger adherence to school feeding standards. These qualitative observations are supported by survey findings, which suggest that positive outcomes are continuing.

Finding 37	Despite continued government support, including increased financial support, the main risk to school feeding in Rwanda is funding constraints.

194. Despite continued and increasing government financial support for the NSFP, funding constraints remain the most significant risk to the long-term sustainability and quality of school feeding in Rwanda. While the Government has consistently raised its budgetary allocations to the NSFP, from RWF 78 billion in 2022/2023 to RWF 94 billion in 2024/2025, these increases have been outpaced by rising food prices and currency depreciation; the value of allocations decreased from approximately USD 74 million to USD 66 million.[265] Inflationary pressures, driven in part by ongoing global crises such as the conflict in Ukraine, have kept the cost of essential food items high, particularly animal-sourced proteins and other nutrient-rich foods. This has made it increasingly difficult for schools to provide nutritious meals within the current budget framework, which is still based on outdated 2020 per-child meal costs.[266]

195. The Government's ambitions to improve procurement systems, scale the NSFP, and integrate local supply chains are also challenged by fiscal uncertainty. Although recent funding from USAID initially supported improvements to digital systems and procurement modalities,[267] this funding stream has faced interruptions,[268] casting uncertainty over future external support. While WFP and government staff shared that the continued scale-up of the centralized procurement model, as well as continued innovation such as the "Dusangire Lunch" campaign, show potential for optimizing school meal design and cost-efficiency, they remain in early stages of development and deployment. Without increased and sustained investment, both domestic and external, the financial gap threatens to undermine the program's ability to deliver nutritious, cost-effective, and scalable school meals in the long term.

[261] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.
[262] WFP. 2025. Farm to Market Alliance. Accessed August 2025.
[263] Farm to Market Alliance. 2022. Africa Improved Foods (AIF).
[264] Farm to Market Alliance. 2022. Excellence in Agronomy (EIA).
[265] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.
[266] WFP Rwanda. 2024. Semi-annual performance report narrative. Oct 2023 – March 2024.
[267] WFP Rwanda. 2023. Semi-annual performance report narrative. April – Sept 2023.
[268] WFP Rwanda. 2025. Semi-annual performance report narrative. Oct 2024 – March 2025.

Conclusions, lessons and recommendations

3.1 Conclusions

Relevance

Conclusion 1: The McGovern-Dole project was largely relevant to national priorities, USDA objectives, and the needs of target beneficiaries.

196. Project interventions were well-aligned with national policies across education, nutrition, and agriculture, as well as USDA's goals to improve literacy and food security. The design effectively addressed government capacity gaps, especially through capacity strengthening across all administrative levels. The project is aligned with United Nations agency frameworks, development partner strategies, and WFP's global strategy and guidance. The project response to the COVID-19 pandemic and extreme weather events were timely and relevant to meet the needs of project schools and smallholder farmers. However, a gap in relevance emerged from the lack of community-based literacy activities, suggesting opportunities to further strengthen outreach beyond schools.

197. The project was relevant to address the continued need to strengthen early-grade literacy, as well as health and hygiene outcomes in schools across Rwanda. Beyond the classroom, the project has increased linkages between farmers and schools, strengthened cooperative capacity, and improved health and nutrition through the promotion of kitchen gardens and deworming. The provision of school meals also directly met the needs of both students and households, to promote food security with communities. The project was relevant in addressing barriers faced by students with disabilities, incorporating disability-sensitive infrastructure and pedagogy. Nevertheless, the lack of disability-disaggregated monitoring data limits the ability to fully assess how well the needs of children with disabilities were met, highlighting the need for improved data collection in future programming. The project was responsive to girls' needs, promoting girls' participation and providing menstrual hygiene support.

Effectiveness

Conclusion 2: The project achieved or exceeded most of its intended outcomes, particularly in improving student enrollment, attendance, attentiveness, and food safety practices. Mid-course correction following the 2023 midterm evaluation and WFP and partners' effective mitigation strategies in response to external shocks contributed to the project's high performance.

198. Across project schools, student attendance, attentiveness, and at-home reading support increased substantially. Safe food preparation and storage behaviors improved over the course of the project, with increases in both knowledge and application of practices. While earlier in the project implementation period some schools lacked reliable access to water, all project schools had access to water at endline, contributing to improved water availability and allowing students to apply the hygiene practices they were taught. However, gaps in water availability and soap provision may still have limited the full application of learned practices, indicating an area for future program attention.

199. While efforts to update the M&E system were ongoing at endline, overall WFP and partners demonstrated effective mid-course correction to address gaps identified at midterm. The slow implementation of midterm recommendations on M&E can largely be attributed to staffing shortages in the CO; With staffing now filled, there is an opportunity to further strengthen the KML and M&E strategy to capture data on capacity strengthening, student wellbeing, and the perspectives of children with disabilities. This will ensure that WFP and partners are capturing data on capacity strengthening efforts, as well as the perspectives of students and community members with a disability.

200. External factors such as the COVID-19 pandemic and extreme weather events delayed some activities and hindered progress on others, such as nursery establishment and school garden harvests. However, WFP and partners' responsive and adaptive management, including reallocation of resources and continuous coordination with stakeholders, enabled the project to recover much of the lost ground. At

endline, the project has recovered from early delays and achieved most of its objectives, showing strong resilience to external challenges.

Efficiency

Conclusion 3: Overall, food security interventions were cost-efficient. Greater efficiency and implementation optimization could be achieved with cost-efficiency benchmarks and by re-examining processes used to make programmatic adjustments.

201. The project made efficient use of monitoring systems and coordination platforms to identify issues and apply corrective measures. For example, WASH audit recommendations were implemented at a high rate, and the feedback mechanism was responsive and trusted. The project demonstrated overall cost-efficiency of programming, though the same efficiency was not reflected when examining individual components of the projects (e.g., teacher training). Findings suggest that factors such as staffing and support to Group 1 schools following their transition may have resulted in reduced cost-efficiency, compared to what would have been expected. Furthermore, while the project actively tracks expenditures and has made efficient adaptations to programming in response to factors such as currency depreciation, the project does not have cost-efficiency benchmarks or targets. Establishing benchmarks and increasing adaptive management flexibility could enhance efficiency in future phases.

Impact

Conclusion 4: There have been significant improvements in students' literacy and use of hygiene practices since baseline, as well as on smallholder farmers' income and market readiness. Several unintended impacts emerged, including disparities in school cook roles between men and women, commodity loss, additional unpaid labor for women in school gardens, and continued reliance on government and project support.

202. Students' literacy has significantly improved across indicators at endline: reading comprehension at NESA benchmarks improved 12 percentage points from baseline to endline, a statistically significant increase. Stakeholders attributed these results to the introduction of remedial sessions, regular reading assessments, and increased teacher coaching post-midterm. Students' identification and (self-reported) use of health and hygiene practices both improved, with a notable increase in Group 2 schools. Smallholder farmers attributed the project's capacity strengthening activities to improved cooperative management and improved post-harvest practices. While interviews indicated challenges in market participation for women smallholders, overall, cooperatives reported substantial sales to school feeding programs, with documented increases in income and savings.

203. Both internal factors such as continuity in staffing and the addition of an MOU with MINICOM, and external factors such as a strong enabling environment, have contributed to the project's impact. Further steps to ensure minimum staffing levels in the WFP office and continued technical support to help the Government achieve its goals for the NSFP will continue to bolster the project's impact.

204. These results were accompanied by disparities in school cook positions, with men favored due to perceptions of physical demands and household responsibilities. Women also faced increased unpaid workloads through contributions to school gardens. For smaller cooperatives, the shift to district-level procurement limited access and contributed to loss of commodities. Additionally, some parents continued to rely on government support rather than contributing to school meals, indicating challenge for sustainability and ownership of the NSFP. Addressing these issues will be critical to improve equal participation, ownership, and long-term effectiveness of school feeding interventions.

Sustainability

Conclusion 5: The project laid a solid foundation for sustainability through systems strengthening, and there is broad-level buy-in to maintain school feeding in Rwanda. The main risk to sustainability is funding constraints.

205. WFP invested heavily in national and subnational systems, including co-developing the National School Feeding and Financing strategies, strengthening digital monitoring tools, and facilitating multisectoral coordination. These efforts, including regional ToTs and policy-level engagements, have anchored school feeding in Rwanda's governance architecture. These efforts contributed to a successful

transition of Group 1 schools to the NSFP, in alignment with the Government-endorsed transition strategy. Group 1 schools have seen a reduction in meal quality and have had difficulty covering other purchases such as firewood under the NSFP, however. This is associated with the reduced budget under the NSFP, the need to further mobilize parents to make contributions and further exploration of innovative financing. Therefore, strengthening accountability and ownership at the community level remains a critical next step.

206. Despite the Government's continued investment in school feeding, the greatest risk to the sustainability of project results and the NSFP is funding constraints. WFP has continued to support the Government in exploring efficient and innovate ways to address the USD 84 million funding gap; WFP supported the development of the new procurement model and the introduction of the "Dusangire Lunch" campaign. However, further support to the Government to identify innovative financing and the exploration of cost-efficiency measures is critical to ensure the future of the NSFP in Rwanda.

Overall conclusions (cross-cutting)

207. The McGovern-Dole project demonstrates that a well-designed, multisectoral school feeding program can effectively align with national priorities and USDA objectives, delivering measurable improvements in student literacy, health, and nutrition while strengthening market linkages for smallholder farmers. The project achieved its objectives efficiently, using adaptive management and responsive coordination to mitigate external shocks such as COVID-19 and extreme weather events. Investments in capacity strengthening, digital monitoring, and multisectoral coordination have laid a strong foundation for sustainability, supporting the transition of schools to the NSFP and anchoring school feeding in Rwanda's governance systems. Moving forward, continued technical support, innovative financing, strengthened M&E, and attention to equal participation and stakeholder engagement will be essential to sustain and build upon the gains achieved, scale successful interventions, and further enhance program efficiency and effectiveness across the country.

3.2 Lessons

Lesson 1: Effective school feeding program designs require a more holistic approach to involve communities in school initiatives.

208. A key lesson reinforced during this project phase is that community engagement is an essential component for sustainable school feeding and literacy outcomes. Although school-based literacy interventions were robust, the lack of complementary community programming limited parent involvement and follow-through at home, particularly in supporting reading comprehension. Community engagement must be embedded in project design and budgeting from the outset, with clearly defined activities and actors at the community level. If, as was the case with the FY20 project, external circumstances limit the scope of planned community activities, the project should be prepared to take necessary steps to re-engage parents and communities. Without this, even the best school-based programming may fall short.

Lesson 2: "Hardware" and "software" must be aligned to translate training into behavior change.

209. WFP and partners invested significant resources in WASH sensitization and hygiene education, training students, teachers, and cooks on the importance of handwashing and sanitation. At midterm, however, some schools lacked consistent access to soap and water, therefore students were unable to use the practices they had learned. This disconnect between the "software" (training, behavior change communication) and the "hardware" (facilities and supplies) limits long-term behavior adoption. Going forward, WASH interventions (as well as similar activities) must ensure that behavior change efforts are matched with adequate facilities and supplies. Otherwise, critical gains in health and hygiene awareness will not translate into lasting change.

Lesson 3: A whole-of-government approach can accelerate impact—when effectively mobilized.

210. Rwanda's whole-of-government commitment to school feeding emerged as a major strength of the project. When multiple ministries, including education, finance, agriculture, and local government, are engaged with shared ownership and responsibilities, implementation is smoother and system-wide impacts become more likely. WFP's work across ministries, and its role in convening government actors to respond to emerging challenges (e.g., procurement under the NSFP), illustrates the benefits of this model. In practice, much of this coordination was initially facilitated through WFP-supported secondments and embedded technical assistance within key ministries, which helped accelerate collaboration and problem-solving across sectors. Over time, these arrangements catalyzed stronger institutional linkages that are now

increasingly being internalized by government actors. Importantly, the evaluation found that system-level improvements supported by the McGovern-Dole project (such as food safety reforms and local procurement guidance) produced measurable benefits even in non-project schools. These ripple effects suggest that school feeding can serve as a strong entry point for broader systems change—when government buy-in is deep and cross-sectoral.

Lesson 4: Phased transitions yield better results and smoother handovers.

211. The importance of a phased and well-supported transition process was evident throughout the FY20 project. Group 1 schools successfully transitioned to government management under the NSFP, and outcomes were more positive due to WFP's decision at midterm to strengthen follow-up support after transition. Still, the evaluation found that Group 1 schools experienced some backsliding in meal quality, primarily due to budget constraints and insufficient parent contributions. Had the transition to the NSFP been even more gradual, schools may have been better prepared to maintain meal quality following the transition. A phased approach, with tailored support to schools and districts before and after transition, increases the likelihood of sustaining quality outcomes under national systems. For the next project phase, Group 2 schools would benefit from a more gradual and structured transition, to prepare for expected differences in financing and support under the NSFP.

Lesson 5: School feeding is a strategic anchor for broader capacity strengthening.

212. School feeding has proven to be more than just a food security or education intervention—it has become a powerful platform for building government trust and serving as a launching point for wider systems change. The visibility and concreteness of daily school meals give WFP a tangible success story that resonates with government counterparts. This trust has facilitated broader collaboration in areas such as procurement, food safety, monitoring systems, and cross-sectoral coordination. School feeding has also become an entry point for more complex and less visible systems-strengthening work, offering a practical case for how coordinated government support can deliver results. This positions school feeding not just as a programmatic outcome, but as a foundational strategy for long-term country capacity strengthening.

3.3 Recommendations

213. The following recommendations are made in the context of a highly positive endline evaluation. They are intended not as corrective actions but as strategic opportunities to build on the project's strong performance, fine-tune implementation, and ensure the sustainability and scalability of its successes.

#	Recommendation	Type	Responsibility	Other contributing entities	Priority	By when
1	**Recommendation 1: Institutionalize best practices and lessons learned within WFP and the National School Feeding Programme** WFP and its partners should ensure that the successful practices, approaches, and systems developed through the McGovern-Dole project are formally documented, institutionalized, and scaled within both WFP's internal structures and Rwanda's national systems. In doing so, WFP and government counterparts should also ensure that lessons related to equitable participation and access (such as those promoting the involvement of women in school feeding committees, supporting learners with disabilities, and improving access for all children) are documented and carried forward in future programme design and policy dialogue. This should include efforts to strengthen the collection and use of disability-disaggregated data, given that limited information was noted as a gap in the evaluation. This recommendation includes the finalization and implementation of a robust Knowledge Management and Learning (KML) strategy, which was ongoing at endline. This evaluation is a first step in identifying some of the best practices, as documented in Lessons.	Operational	WFP Rwanda CO, SF team and M&E team	Government of Rwanda (national and local levels); School staff, District Coordinators; WFP Regional Office and HQ (school meals team)	High	Ongoing and with increasing focus as the FY24 project progresses
2	**Recommendation 2: Define and track efficiency indicators to guide implementation optimization** While outcome results have been strong, the evaluation identified limited attention to cost optimization. The absence of the regular monitoring of efficiency metrics, such as cost per beneficiary or cost per output, constrains WFP's ability to monitor performance over time and adjust accordingly.	Operational	WFP Rwanda CO, SF and M&E team	World Vision and GHI Government of Rwanda (especially MINEDUC	High	In place by the start of the FY24 project

#	Recommendation	Type	Responsibility	Other contributing entities	Priority	By when
	Suggested actions include: • Develop a set of efficiency indicators for core components (e.g., cost per school meal, cost per trained teacher, cost per student reached). • Incorporate these metrics into the project's Performance Monitoring Plan (PMP) and internal management dashboards. • Set clear annual or semi-annual efficiency targets to drive continuous monitoring and improvement. • Include cost-efficiency analysis in the evaluation plan for the FY24 project, starting with the midterm evaluation, to allow the CO to assess efficiency and make mid-course corrections if needed. • Promote shared ownership of efficiency with award sub-recipients and government, ensuring transparency in cost structures and expected returns.			and other partnered ministries)		
3	**Recommendation 3: Transition toward implementation and process optimization, beginning with WFP's internal systems** Given the project's solid foundation and favorable results, future phases should prioritize implementation quality and operational processes—both within WFP and across the NSFP. As Rwanda continues to scale its national programme, WFP can serve as a learning laboratory, refining its own tools and workflows in ways that offer models for government adoption. Suggested actions include: • Conduct a process mapping and efficiency audit of key WFP-led functions (e.g., procurement coaching, food safety training, M&E reporting). • Identify internal bottlenecks and opportunities for streamlining, with attention to staffing, workflows, and budget use.	Operational	WFP Rwanda CO, SF and M&E team	Government of Rwanda (national and local levels) WFP Regional Office and HQ (school meals team)	Med	Before the midterm evaluation of the FY24 project

#	Recommendation	Type	Responsibility	Other contributing entities	Priority	By when
	• Pilot process optimization tools (e.g., simplified reporting templates, procurement planning tools) that could later be transferred to government systems. • Work closely with MINEDUC and district actors to co-design tools that support efficiency in NSFP scale-up—ensuring alignment with WFP's own practices.					

Annexes

Volume 1:

Annex 1: Results Framework of McGovern-Dole

Annex 2: Results Framework of LRP

Annex 3: Map of Programme Area

Annex 4: Project theory of change

Annex 5: Summary Terms of Reference

Annex 6: Summary of project indicators at endline

Annex 7: Performance Indicators Overview

Annex 8: Timeline

Annex 9: Fieldwork agenda

Annex 10: Evaluation matrix

Annex 11: Additional Information on Methodology

Annex 12: Summary of people interviewed

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Annex 14: Supplemental tables

Annex 15: Findings, conclusions and recommendations

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Annex 17: Acronyms

Volume 2:

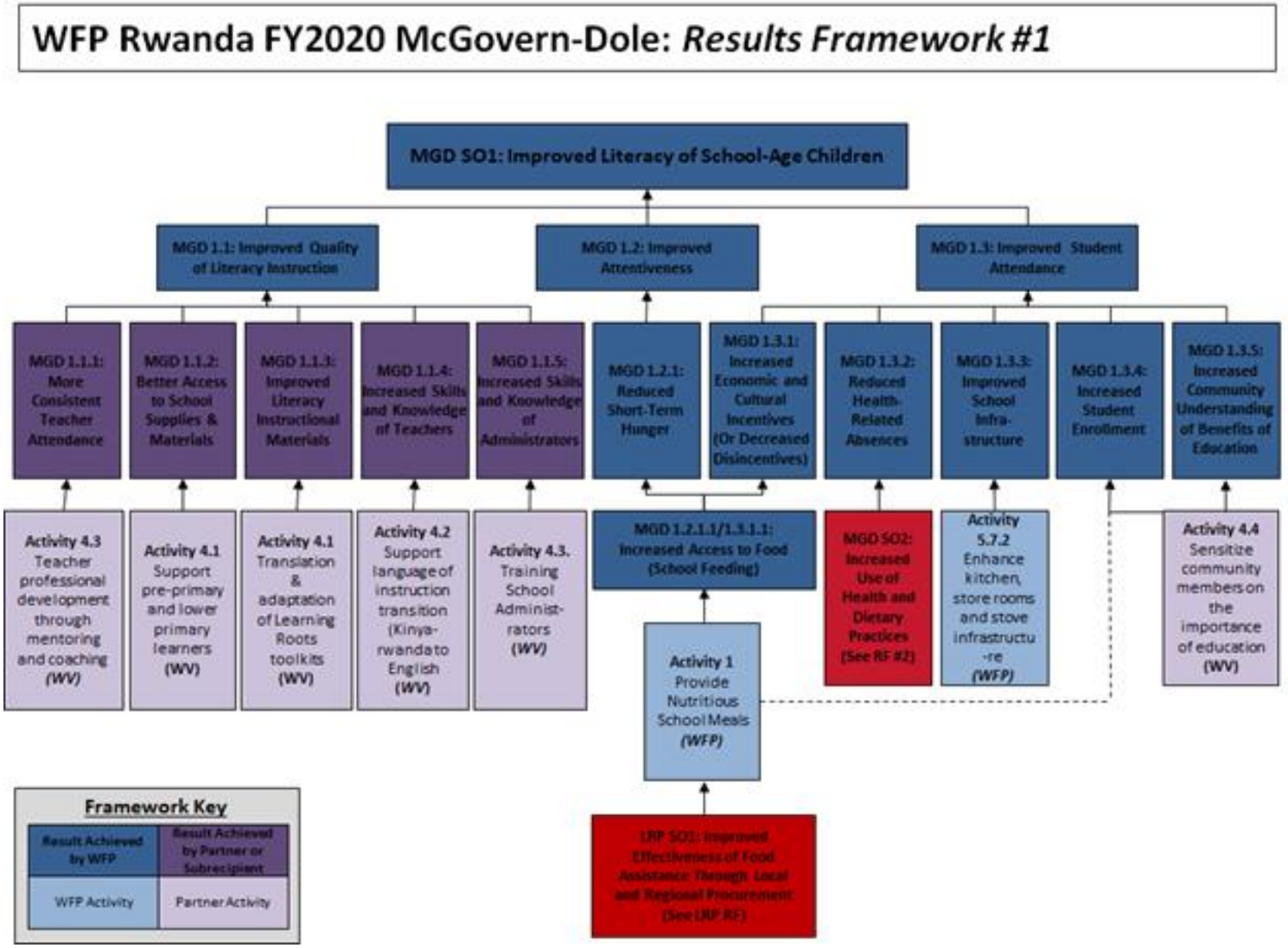
Annex 18: Qualitative data collection tools

Annex 19: EGRA tool

Annex 20: School survey

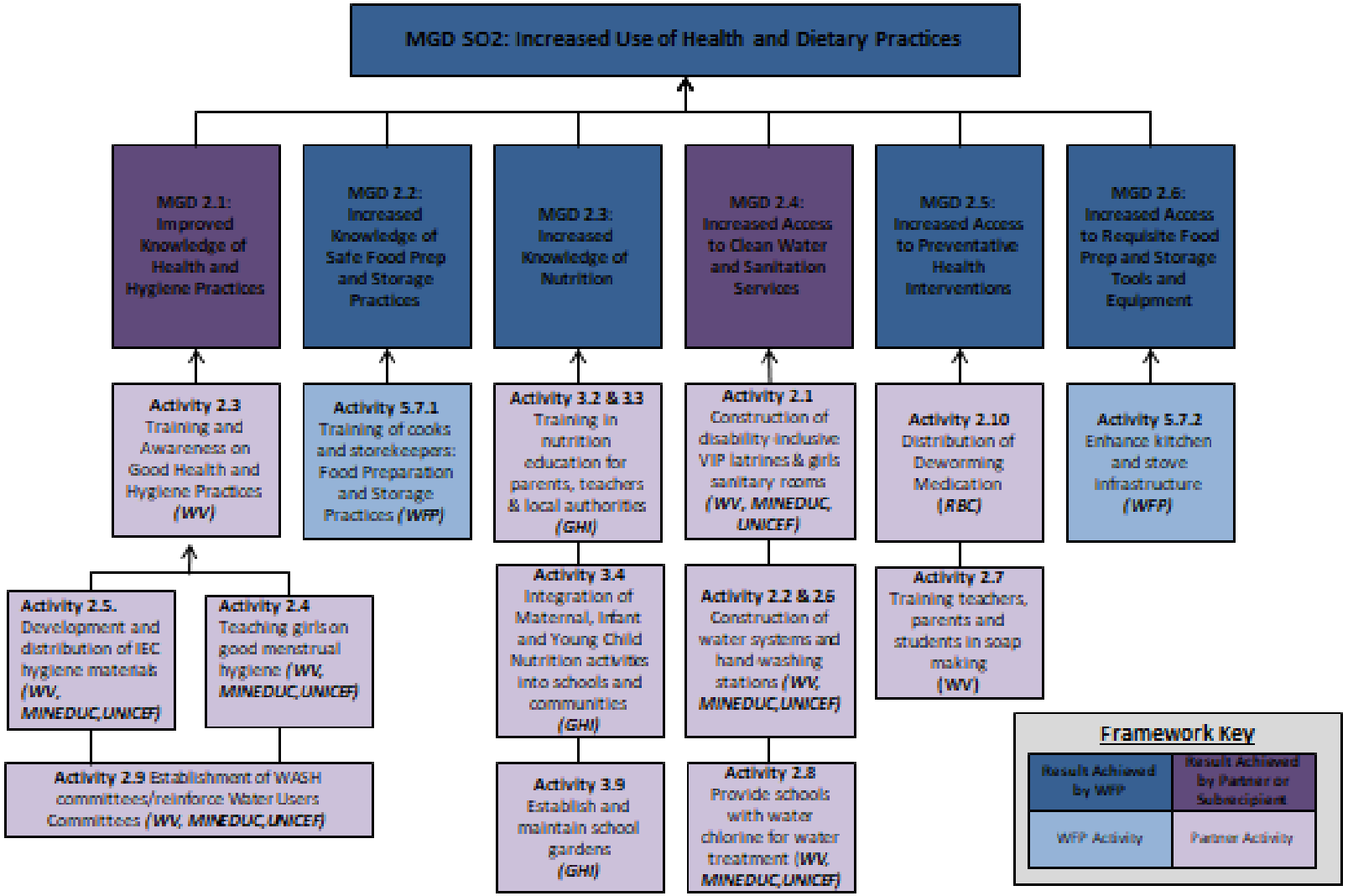
Annex 21: Confidentiality, ethical pledge and conflict of interest statements

Annex 1: Results Framework of McGovern Dole



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

WFP Rwanda FY2020 McGovern-Dole: *Results Framework #2*



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

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

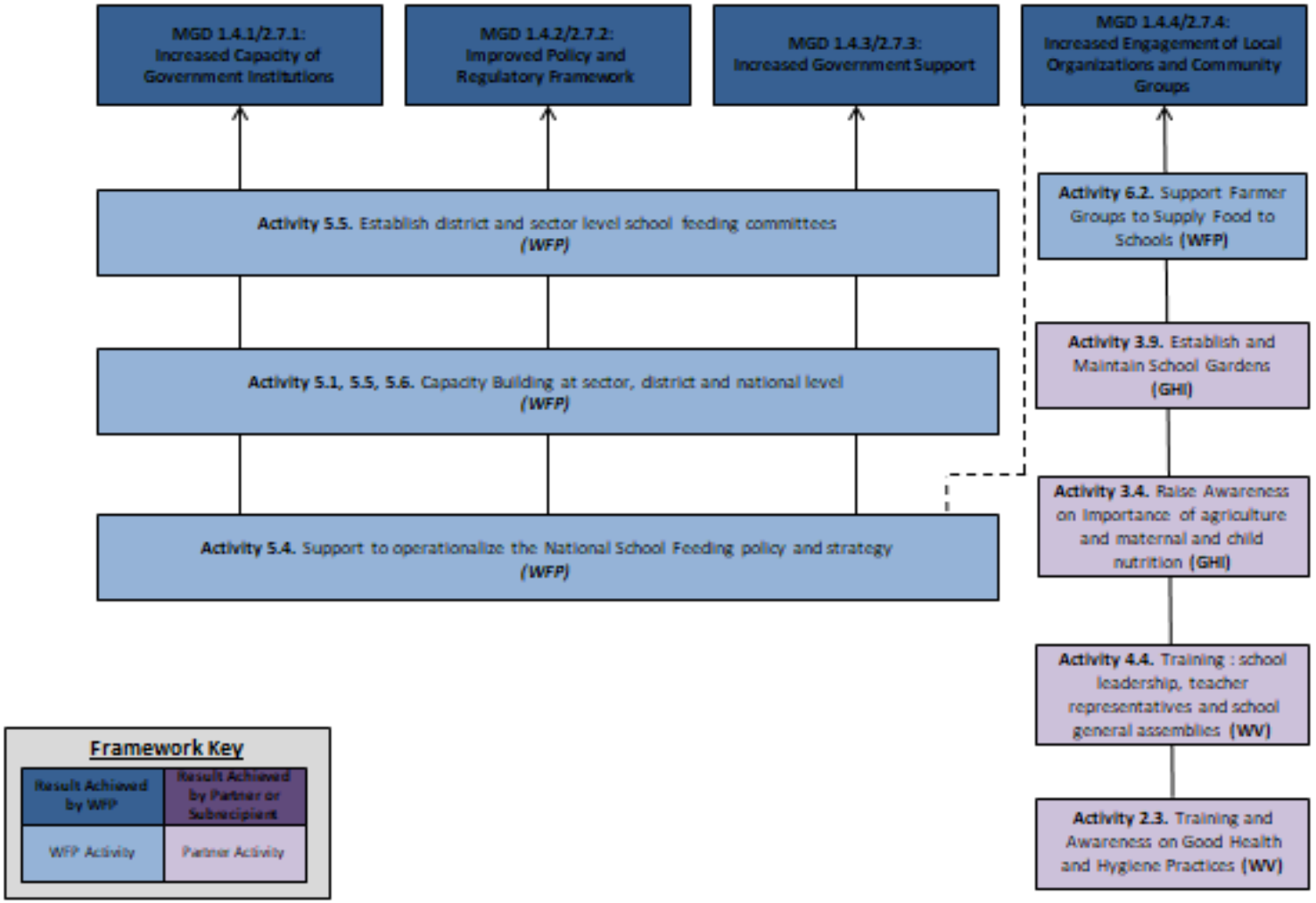
2. Environmental Assumptions
- Sufficient agricultural production for local purchase of non-USDA commodities namely maize, beans and fresh foods;
- Continued national economic growth and absence of large-scale natural disasters or macro-economic shocks that could affect farmer production;
- Adequate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

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

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

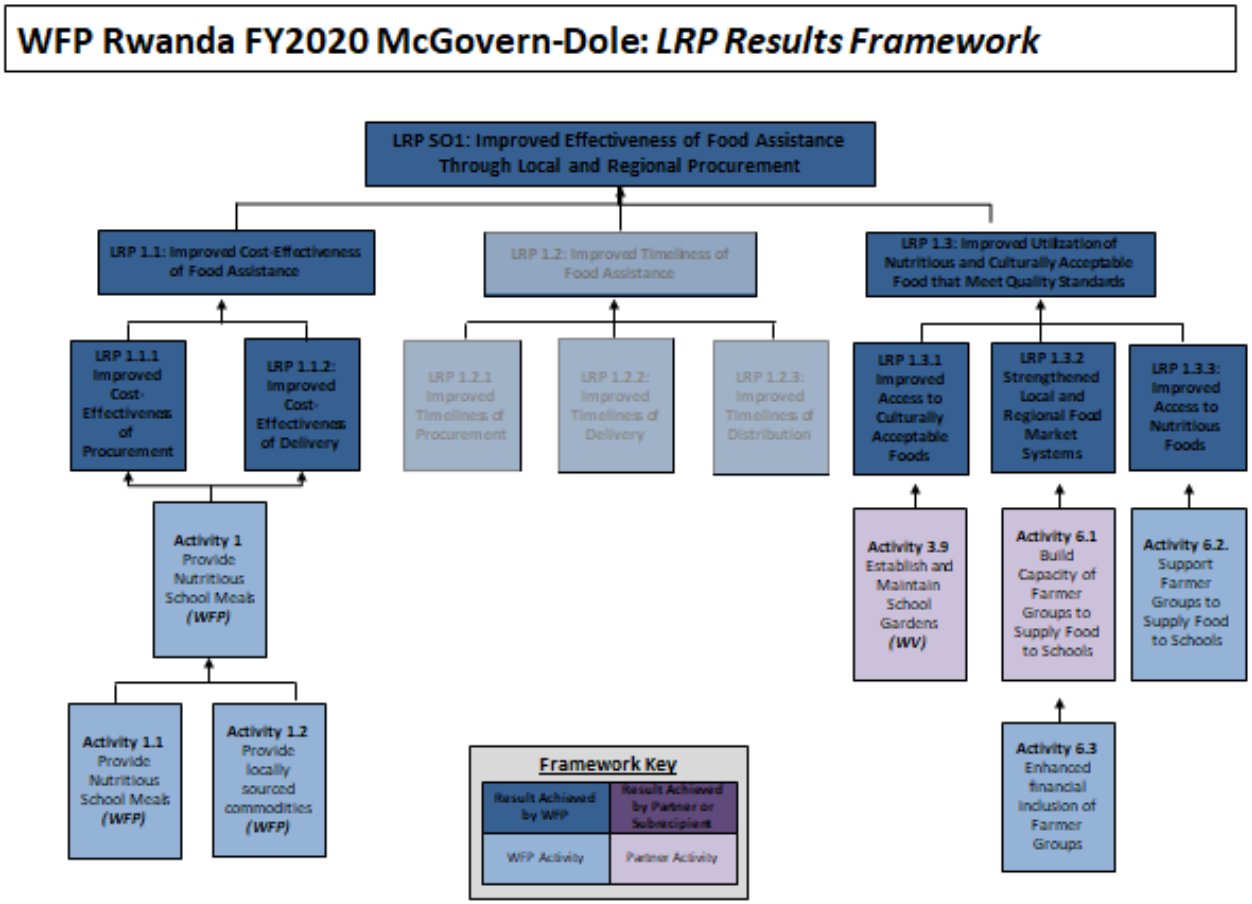
5. Other Assumptions
- Children are being fed adequately /normally in house - meet dietary calories

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



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

Annex 2: Results Framework of LRP

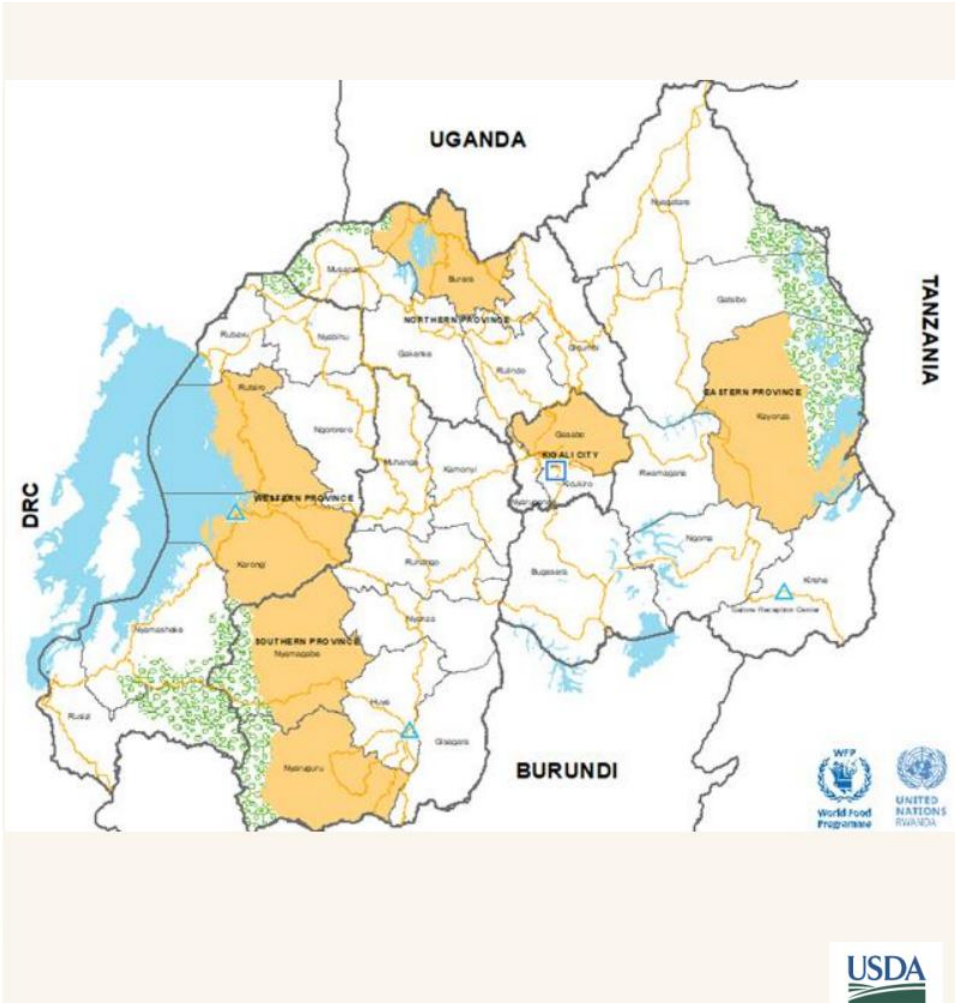


Source: LRP Results Framework shared by the WFP Rwanda CO

Annex 3: Map of Programme Area

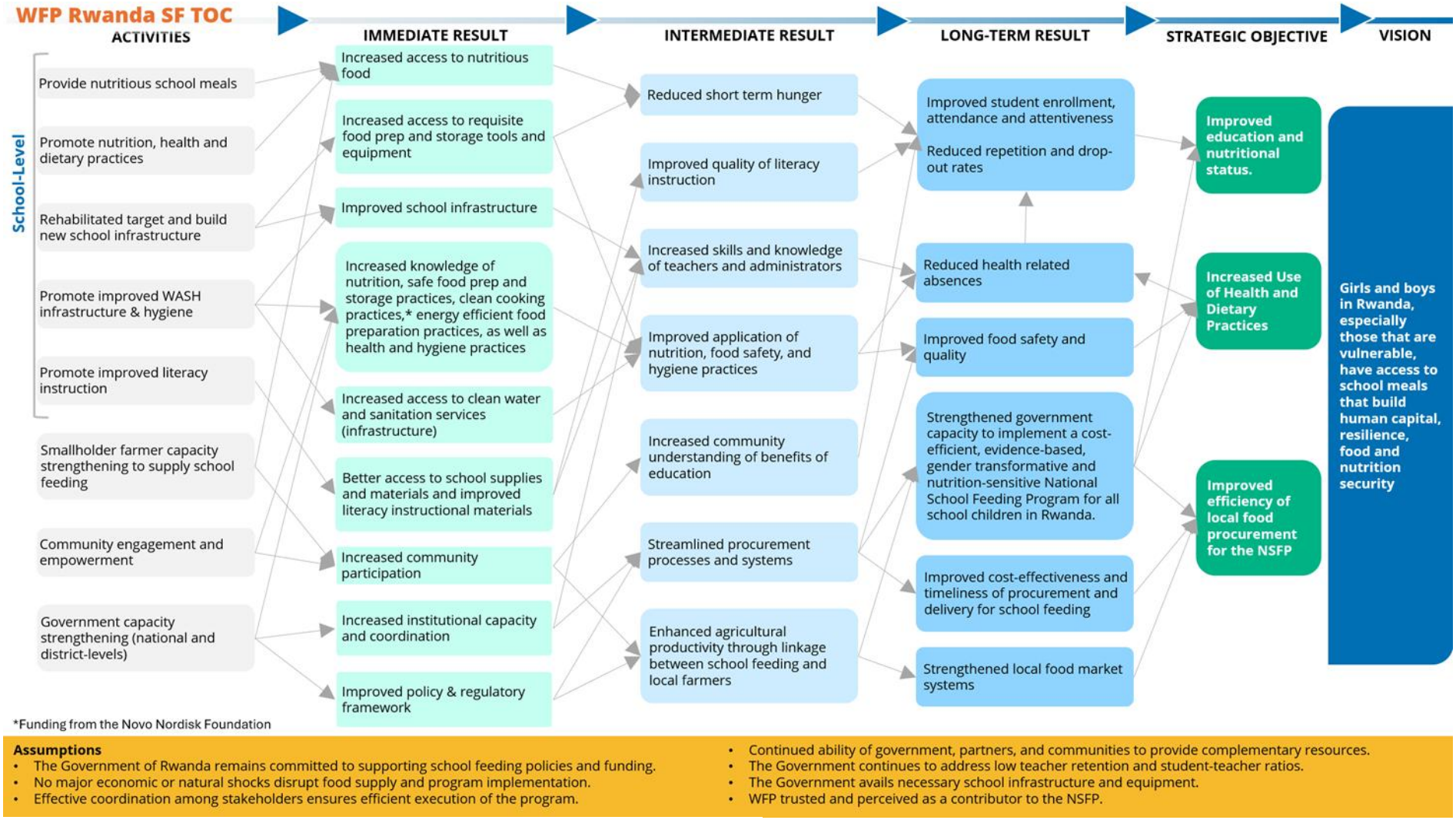
COMPLEMENTARY ACTIVITIES

- Capacity strengthening to school stakeholders in food preparation and food safety
- Infrastructural improvements
- Access to clean water
- Literacy support
- School gardens
- Access to preventive health interventions
- Linking smallholder farmers to the school feeding market



Source: WFP Rwanda country office, 13 March 2023 via email

Annex 4: Project theory of change



Source: WFP Rwanda CO

Annex 5: Summary Terms of Reference

(See next page)

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

Summary Terms of Reference

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

Subject and focus of the evaluation

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

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

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

final districts representing 28 new schools will be added to McGovern-Dole support in FY20 in order to install best practices through model schools in vulnerable regions ahead of handover.

Objectives and stakeholders of the evaluation

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

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

Key evaluation questions

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

The baseline evaluation will address the proposed key evaluation questions outlined in the approved evaluation plan (see Annex 10: Evaluation Matrix) to provide high-level insight on risks and opportunities related to the OECD-DAC criteria to ground evaluation analysis at midterm and endline on 1) quality of program design, 2) quality of WFP output and outcome monitoring tools (to the extent these are available), and 3) WFP's targeting for the overall indicator set.

The evaluation will take a programme theory approach based on the results framework. It will draw on the existing body of documented data as far as possible and complement and triangulate this with information to be collected in the field.

Scope, methodology and ethical considerations

The evaluations for this programme cover all five school feeding years of implementation of the McGovern-Dole funded programme for FY 2020-2025 related to its formulation, implementation, resourcing, monitoring,

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

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

The evaluations will be carried out through the same representative sample of HGSF schools in all districts of intervention: Karongi, Rutsiro, Nyamagabe, Nyaruguru, Burera, Kayonza and Gasabo.

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

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

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

Roles and responsibilities

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

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

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

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

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

Communication

Preliminary findings will be shared with WFP stakeholders in the Country Office, the Regional Office and Headquarters during a debriefing session at the end of the data collection phase.

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

Timing and key milestones (endline)

Inception Phase: January-May 2025

In-country data collection: May-June 2025

Remote Debriefing: Early June 2025

Reports: October 2025

Presentation to USDA: October 2025

Annex 6: Summary of project indicators at endline

Table 17: Progress towards LOP targets at endline

Result	Indicators	Actual Endline Value	Life of Project Target	Comments
1.1 Improved Quality of Literacy Instruction	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	70.4%	69%	**Target met.** Endline value reflects EGRA results collected at endline.
MGD 1.3: Improved Student Attendance	Average student attendance rate in USDA supported classrooms/schools	94.3%	99%	**Not met**. Endline value reflects school survey results at endline.
1.1 Improved Quality of Literacy Instruction	Number of teaching and learning materials provided as a result of USDA assistance	200	140	**Target met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 0; FY 2022: 28; FY 2023: 140; FY 2024: 0; FY 2025: 32
1.1 Improved Quality of Literacy Instruction	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	470	384	**Target met.** Endline value calculated from WFP and partners' performance monitoring. FY 2021: 0; FY 2022: 445; FY 2023: 64; FY 2024: 445; FY 2025: 470
1.1 Improved Quality of Literacy Instruction	Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance	484	384	**Target met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 0; FY 2022: 1,286*; FY 2023: 444; FY 2024: 461; FY 2025: 484. * The FY 2022 value used a different definition and is therefore not reflected in the total.
MGD 1.4.4 Increased Engagement of Local Organizations and Community Groups	Number of Parent-Teacher Associations (PTAs) or similar "school" governance structures supported as a result of USDA assistance	1,236	1,120	**Target met.** Endline value calculated from WFP and partners' performance monitoring. FY 2021: 0; FY 2022: 420; FY 2023: 560; FY 2024: 128; FY 2025: 128.

Result	Indicators	Actual Endline Value	Life of Project Target	Comments
1.1 Improved Quality of Literacy Instruction	Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance	502	498	**Target met.** Endline value calculated from WFP and partners' performance monitoring. FY 2021: 0; FY 2022: 445; FY 2023: 502; FY 2024:126; FY 2025: 502
1.1 Improved Quality of Literacy Instruction	Number of school administrators and officials trained or certified as a result of USDA assistance	502	498	**Target met.** Endline value calculated from WFP and partners' performance monitoring. FY 2021: 123; FY 2022: 473; FY 2023: 496; FY 2024: 127; FY 2025: 502
2.4: Increased Access to Clean Water and Sanitation Services	Number of educational facilities (i.e. improved water sources, latrines, etc.) rehabilitated/constructed as a result of USDA assistance	192	179	**Target met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 4; FY 2022: 17; FY 2023: 163; FY 2024: 3; FY 2025: 5
MGD 1.2.1.1/1.3.1.1: Increased Access to Food (School Feeding)	Number of students enrolled in school receiving USDA assistance	129,665	145,793	**Not met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 79,624; FY 2022: 111,075; FY 2023: 118,108; FY 2024: 30,733; FY 2025: 32,372; FY 2026: 117,214. However, counting only the unique/new students in each fiscal year: FY 2021: 79,624, FY 2022: 19,020; FY 2023: 17,052; FY 2024: 791; FY 2025 (through Sept): 5,482; FY 2026: 7,696 = 129,665
MGD 1.4.2/2.7.2: Improved Policy and Regulatory Framework	Number of policies, regulations, or administrative procedures in each of the following stages of development as a result of USDA assistance	5	4	**Target met.** Includes the New School Feeding Procurement Guidelines, the National School Feeding Strategy (including Financing Strategy) and the revised School Feeding Operational Guidelines. *Note*: For this indicator, policies and strategies may be counted multiple times as they process through the five stages of the policy reform process (e.g., the NSF Strategy and Financing Strategy moved from stage 3 to stage 5, so it is counted multiple times in the endline value).

Result	Indicators	Actual Endline Value	Life of Project Target	Comments
MGD 1.2.1.1/1.3.1.1: Increased Access to Food (School Feeding)	Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance	50,426,888	77,009,747	**Not met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 1,284,525; FY 2022: 15,562,256; FY 2023: 19,015,388; FY 2024: 5,199,681; FY 2025: 5,503,344; FY 2026: 3,861,694 Not met due to delays to the expansion of the project to Group 2 schools resulting from the COVID-19 pandemic.
MGD 1.2.1.1/1.3.1.1: Increased Access to Food (School Feeding)	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance	129,665	145,793	**Not met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 79,624; FY 2022: 111,075; FY 2023: 118,108; FY 2024: 30,733; FY 2025: 32,372; FY 2026: 117,214. However, counting only the unique/new students in each fiscal year: FY 2021: 79,624, FY 2022: 19,020; FY 2023: 17,052; FY 2024: 791; FY 2025 (through Sept): 5,482; FY 2026: 7,696 = 129,665
MGD 1.2.1.1/1.3.1.1: Increased Access to Food (School Feeding)	Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance	129,665	145,793	**Not met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 79,624; FY 2022: 111,075; FY 2023: 118,108; FY 2024: 30,733; FY 2025: 32,372; FY 2026: 117,214. However, counting only the unique/new students in each fiscal year: FY 2021: 79,624, FY 2022: 19,020; FY 2023: 17,052; FY 2024: 791; FY 2025 (through Sept): 5,482; FY 2026: 7,696 = 129,665
MGD 2.3: Increased Knowledge of Nutrition	Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance	2,048	6,644	**Not met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 0; FY 2022: 723; FY 2023: 801; FY 2024: 308; FY 2025 (through March): 216. WFP and partners had to revise targets for FY23, FY24 and FY25 to meet USDA definition of training upon feedback from USDA: "The MGD handbook says that trainings should be counted only if they

Result	Indicators	Actual Endline Value	Life of Project Target	Comments
				are at least two working days." FY21 and FY22 targets could not be adjusted retroactively, hence they remained too high
2.2: Increased Knowledge of Safe Food Prep and Storage Practices	Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance	272	1,144	**Not met.** Endline value calculated from WFP and partners' performance monitoring. Per WFP this activity was only planned for FY2023, but additional trainings were conducted from October – December 2025. Project documents indicate that an additional 9,692 individuals were trained between October 2022 and September 2023 using complementary funding. However, as they were not trained with USDA funds, their use of these practices is not included under this indicator.
2.2: Increased Knowledge of Safe Food Prep and Storage Practices	Number of individuals trained in safe food preparation and storage as a result of USDA assistance	530	1,542	**Not met.** Endline value calculated from WFP and partners' performance monitoring. Per WFP this activity was only planned for FY2023, but additional trainings were conducted from October – December 2025. FY 2022: 84; FY 2023: 373; FY 2026: 73. Project documents indicate that an additional 9,692 individuals were trained between October 2022 and September 2023 using complementary funding. However, as they were not trained with USDA funds, they are not included under this indicator.

Result	Indicators	Actual Endline Value	Life of Project Target	Comments
3 Promote Nutrition and Dietary Practices	Number of individuals trained in child health and nutrition as a result of USDA assistance.	2,427	9,492	**Not met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 219; FY 2022: 723; FY 2023: 856; FY 2024: 378; FY 2025 (through March): 251. WFP and partners had to revise targets for FY23, FY24 and FY25 to meet USDA definition of training upon feedback from USDA: "The MGD handbook says that trainings should be counted only if they are at least two working days." FY21 and FY22 targets could not be adjusted retroactively, hence they remained too high
MGD 2.3: Increased Knowledge of Nutrition	Number of children under five (0-59 months) reached with nutrition-specific interventions through USG-supported programs	8,680	4,695	**Target met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 0; FY 2022: 0; FY 2023: 1,897; FY 2024: 3,755; FY 2025: 3,028.
MGD 2.4: Increased Access to Clean Water and Sanitation Services	Number of schools using an improved water source	140	140	**Target met**. Endline value calculated from WFP and partners' performance monitoring. Achieved during FY 2023.
MGD 1.3.3: Improved School Infrastructure	Number of schools with improved sanitation facilities	140	140	**Target met**. Endline value calculated from WFP and partners' performance monitoring. Achieved during FY 2023.
MGD 2.5: Increased Access to Preventative Health Interventions	Number of students receiving deworming medication(s)	289,211	117,095	**Target met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 0; FY 2022: 107,998; FY 2023: 118,108; FY 2024: 30,733; FY 2025: 32,372.
MGD 1.2.1.1/1.3.1.1: Increased Access to Food (School Feeding)	Number of individuals participating in USDA food security programs	295,879	165,938	**Target met.** Endline value calculated from WFP and partners' performance monitoring. FY 2021: 123; FY 2022: 23,207; FY 2023: 146,440; FY 2024: 57,593; FY 2025: 68,516.

Result	Indicators	Actual Endline Value	Life of Project Target	Comments
MGD 1.2.1.1/1.3.1.1: Increased Access to Food (School Feeding)	Number of individuals benefiting indirectly from USDA-funded interventions	514,094	497,814	**Target met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 390,782; FY 2022: 57,060; FY 2023: 51,156; FY 2024: 2,373; FY 2025: 12,723. *Note*: This indicator is linked to the new/unique direct beneficiaries (i.e., the number of beneficiaries benefiting indirectly is calculated by taking the number of direct beneficiaries and multiplying by 3)
MGD 1.2.1.1/1.3.1.1: Increased Access to Food (School Feeding)	Number of schools reached as a result of USDA assistance	140	140	**Target met**. Achieved during FY 2023.
MGD 1.4.4/2.7.4: Increased Engagement of Local Organizations and Community Groups	LRP Standard Output 2: Number of individuals benefitting indirectly as a result of USDA assistance	593,935	359,226	**Target met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 48,855; FY 2022: 115,975; FY 2023: 123,230; FY 2024: 129,725; FY 2025: 176,150.
LRP 1.3.2: Strengthened Local and Regional Food Market Systems	LRP Standard Output 5: Cost of commodity procured as a result of USDA assistance (by commodity and source country)	$1,725,326.00	$1,594,789.23	**Target met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 0; FY 2022: $464,623; FY 2023: $646,778; FY 2024: $197,503; FY 2025: $416,422 *Note:* For this indicator, lower is better. Additional commodities were procured following the August 2025 amendment.
LRP 1.3.2: Strengthened Local and Regional Food Market Systems	LRP Standard Output 6: Quantity of commodity procured as a result of USDA assistance (by commodity and source country)	1,740.3 MT	3,253 MT	**Not met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 0; FY 2022: 450 MT; FY 2023: 666 MT; FY 2024: 219.3 MT; FY 2025: 405 MT. At midterm, WFP noted that the LOP target for total MT purchased would likely not be reached due to high food prices (which indeed continued after midterm).

Result	Indicators	Actual Endline Value	Life of Project Target	Comments
LRP SO1: Improved Effectiveness of Food Assistance through Local and Regional Procurement	LRP Standard Output 7: Value of annual sales of farms and firms receiving USDA assistance	$1,899,446	$1,747,312	**Target met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 0; FY 2022: $372,000; FY 2023: $500,595; FY 2024: $349,939; FY 2025: $676,912.
LRP SO1: Improved Effectiveness of Food Assistance through Local and Regional Procurement	LRP Standard Output 8: Volume of commodities sold by farms and firms receiving USDA assistance	6,070 MT	6,500 MT	**Not met.** Endline value calculated from WFP and partners' performance monitoring. FY 2021: 0; FY 2022: 1,105 MT; FY 2023: 1,109 MT; FY 2024: 1,570 MT; FY 2025: 2,286 MT.
LRP SO1: Improved Effectiveness of Food Assistance through Local and Regional Procurement	Number of schools reached under fortified whole maize meal pilot	81	81	**Target met**. Endline value calculated from WFP and partners' performance monitoring. Achieved during FY 2023.
LRP 1.3.2: Strengthened Local and Regional Food Market Systems	LRP Standard Output 12: Number of individuals in the agriculture system who have applied improved management practices or technologies with the USDA assistance	118,787	15,000	**Target met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 9,771; FY 2022: 23,195; FY 2023: 24,646; FY 2024: 25,945; FY 2025: 35,230.
LRP SO1: Improved Effectiveness of Food Assistance through Local and Regional Procurement	Number of individuals participating in USDA food security programs that include an LRP component	305,502	132,095	**Target met**. Endline value calculated from WFP and partners' performance monitoring. FY 2021: 9,771; FY 2022: 23,195; FY 2023: 146,427; FY 2024: 57,593; FY 2025: 68,516.
LRP SO1: Improved Effectiveness of Food Assistance through	Number of schools reached with LRP activities as a result of USDA assistance	140	140	**Target met.** Achieved during FY 2023.

Result	Indicators	Actual Endline Value	Life of Project Target	Comments
Local and Regional Procurement				

Annex 7: Performance Indicators Overview

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text	4 Support Improved Literacy	Assessment report	Early Grade Reading Assessment Tool	**Total** Female Male	Baseline, Midterm, Final	**TANGO**
Average student attendance rate in USDA supported classrooms/schools	1.1 Provide Nutritious School Meals	School records: attendance registers collected by head teachers and school directors, WFP Monitoring tools	WFP analysis of school attendance records	**Total** Female Male	Biannual	Teachers and head teachers; WFP Field Monitors
Number of teaching and learning materials provided as a result of USDA assistance	4.2 Support Lower Grade Teachers	WV project reports	Monitoring forms	n/a	Biannual	WV
Number of teachers/educators/teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools as a result of USDA assistance	4..2 Support Lower Grade Teachers	Survey: interview	Direct observations with standard forms Literacy Boost Assessment Tool/ MECA (Measuring Evidence of Quality Achievement)	**Total** Female (60%) Male (40%)	Biannual	WV
Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance	4.2 Support Lower Grade Teachers	WV project records, training records	Training attendance form	**Total** Female Male	Biannual	WV

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

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

Performance Indicator	Result/Activity	Data Source	Method/ Approach of Data Collection or Calculation	Disaggregation	Data Collection When?	Data Collection: Who?
Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance	1,1 Provide Nutritious School Meals	School reports and Cooperating Partners (CP) reports	WFP analysis of reports	n/a	Bi-annual report, monthly report by CP, daily collection by school	WFP, Head Teachers
Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance	1,1 Provide Nutritious School Meals	School reports and CP reports	WFP analysis of reports	**Total** New, Female Continuing, Female New, Male Continuing, Female	Bi-annual report, monthly report by CP, daily collection by school	WFP, Head Teachers
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance	1.1 Provide Nutritious School Meals	School reports and CP reports	WFP analysis of reports	**Total** Community Assets Household Assets Human Assets/Capital, Female, New Human Assets/Capital, Female, Continuing Human Assets/Capital, Male, New Human Assets/Capital, Male, Continuing	Annual	WFP, Head Teachers
Number of individuals who	3 Promote Nutrition	WV and GHI	WV and GHI analysis of	**Total**	Annual	WV, GHI

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

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

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

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

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

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

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

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

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

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

Annex 8: Timeline

Table 18: WFP Rwanda USDA school feeding final evaluation timeline

Steps	By whom	Date (2025) (Rwanda time)	Description of deliverable
Inception			
Launch call	EM, ET	21 Jan	The inception report will follow the DEQAS template for decentralized evaluations: **Report body** (15,000 words) 1. Introduction 1.1 Evaluation features 1.2 Context 2. Subject of the evaluation 2.1 Subject evaluated 2.2 Scope of the evaluation 2.3 Stakeholder analysis 3. Evaluation approach, methodology and ethical considerations 3.1 Evaluability assessment 3.2 Methodological approach 3.3 Data collection methods 3.4 Data analysis 3.5 Ethical considerations 3.6 Risks and assumptions 3.7 Quality assurance 4. Organization of the evaluation 4.1 Roles and responsibilities 4.2 Timeline 5. Issues to be agreed and information required **Mandatory annexes** • Summary TOR • Detailed timeline • Methodology guidance • Evaluation matrix • Data collection tools • Evaluation field mission schedule • Reconstructed theory of change • Results framework/line of sight • Detailed stakeholder analysis • Updated internal reference group membership • Communication and knowledge management plan • List of people interviewed • Bibliography • Acronyms
Desk review; inception meeting(s) with stakeholders	ET	Beginning late January and throughout inception phase	
Inception mission		24-28 Feb	
NISR process:	*ET*	Wed 9 Apr	
TANGO sent endline protocol for EM to submit for NISR approval	*EM*	Mon 28 Apr	
EM submitted endline protocol to NISR with MINEDUC letters of support, per NISR request	*EM*	Target: No later than Fri 9 May	
NISR approves endline survey visa	*ET*	Wed 9 Apr	
TANGO submitted draft endline inception report (IR)	ET	Tue 16 Apr	
EM sent WFP's initial feedback on endline IR to TANGO	EM	Thu 24 April	
TANGO sent revised endline IR based on WFP initial comments	ET	Wed 30 April	
EM sends endline IR to DEQAS+ERG	EM	Fri 1 May	
EM sends DEQAS +ERG comments on endline IR to TANGO	EM	Fri 9 May	
TANGO submits revised and final endline IR integrating DEQAS +ERG comments	ET	Fri 16 May	
Data collection			
Survey team training	ET	Wk of Mon 12 May	
Data collection/ fieldwork: school survey *NB: primary school leaving exams 6 Jun – 3 Jul; school year ends 27 Jul*	ET	Mon 19 May – Fri 6 Jun	
Data collection/ fieldwork: qualitative	ET	Mon 19 May –	

Steps	By whom	Date (2025) (Rwanda time)	Description of deliverable
		Fri 6 Jun	
Analysis, validation workshop and reporting			
TANGO submits draft endline report	ET	Fri 1 Aug	The report will follow the DEQAS template for decentralized evaluations: **Executive summary** (2,500 words) **Report body** (30,000 words) 1) Introduction 2) Evaluation features 3) Context 4) Subject being evaluated 5) Evaluation methodology, limitations and ethical considerations 6) Evaluation findings 7) Lessons 8) Conclusions and recommendations **Mandatory annexes**: (40,000 words) • Summary ToR • Evaluation timeline • Methodology • Evaluation matrix • Data collection tools • Fieldwork agenda • Findings – conclusions - recommendations mapping • List of people interviewed • Bibliography • Acronyms
EM sends feedback to TANGO (initial review, *before* report is sent to DEQAS+ERG)	EM, ET	Tues 26 Aug	
TANGO submits revised endline report based on EM comments	ET	Tues 2 Sept	
EM sends endline report to RO EU + DEQS	EM	Wed 3 Sept	
EM sends RO EU + DEQS reviewed endline report to ET	EM	Mon15 Sept	
EM sends TANGO RO EU + DEQS comments	EM	Mon 29 Sept	
EM sends endline report to ERG	EM	Fri 3 Oct	
TANGO submits revised endline report integrating RO EU + DEQS comments	ET	Wed 15 Oct	
Virtual validation workshop with ERG	ET	Wed 15 Oct	
EM sends consolidated ERG comments to TANGO	EM	Thurs 16 Oct	
TANGO submits revised endline report integrating ERG comments	ET	Mon 20 Oct	
EM sends endline report to WAS, then USDA	EM	21-22 Oct	
TANGO presentation to USDA	ET	TBD	
EM sends TANGO USDA comments on endline report	EM	Tues 16 Dec	
TANGO sends final endline report in response to USDA comments	ET	Fri 19 Dec	
USDA approval of endline report	USDA	TBD	
Dissemination and follow up			
TANGO submits draft evaluation brief	ET	TBD	2–3-page Evaluation brief

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

Annex 9: Fieldwork agenda

Table 19: Field schedule for school and cooperative visits

Day #	Date	Day	District	Sector	School/cooperatives visited	Team	Ph2EL	Ph3BL	Other
Training	15 May	Thur	Gasabo	-	Training day 1	All	yes	yes	
	16 May	Fri	Gasabo	-	Training day 2	All	yes	yes	
Day 01	19 May	Mon	Ngororero	Bwira	1 school	T1		yes	
			Nyamasheke	Gihombo	1 school	T2		yes	
Day 02	20 May	Tues	Ngororero	Bwira	1 school	T1		yes	
		AM	Nyamasheke	Gihombo	1 school	T2		yes	
		PM	Nyamasheke	Gihombo	1 school	T2		yes	
		AM	Burera	Kivuye	1 school	T3		yes	
		PM	Burera	Gatebe	1 school	T3/TL	yes		
Day 03	21 May	Wed AM	Nyamasheke	Kirimbi	1 school	T2		yes	
		PM	Nyamasheke	Kirimbi	1 school	T2		yes	
		AM	Burera	Ruhunde	1 school	T3		yes	
		PM	Burera	Ruhunde	1 school	T3	yes	yes	
Day 04	22 May	Thurs AM	Ngororero	Kageyo	1 school	T1		yes	
		PM	Ngororero	Kageyo	1 school	T1		yes	
		AM	Nyamasheke	Kirimbi	1 school	T2		yes	
		PM	Nyamasheke	Kirimbi	1 school	T2		yes	
		AM	Burera	Gatebe	1 school	T3	yes		
		PM	Burera	Gatebe	1 school	T3		yes	
Day 05	23 May	Fri	Ngororero	Kageyo	1 school	T1		yes	
			Nyamasheke	Kirimbi	1 school	T2		yes	
		AM	Burera	Kivuye	1 school	T3	yes		
		PM	Burera	Kivuye	1 school	T3	yes		
Day 06	26 May	Mon AM	Gasabo	Rutunga	1 school (Deep Dive)	T1/TL		yes	
		PM	Gasabo	Rutunga	1 school	T1	yes	yes	
			Karongi	Gashari	1 school	T2	yes		
			Nyaruguru	Ngoma	1 school	T3	yes		
Day 07	27 May	Tues AM	Kayonza	Murama	1 school	T1		yes	
		PM	Kayonza	Murama	1 school	T1		yes	
			Karongi	Gitesi	1 school	T2	yes		

Day #	Date	Day	District	Sector	School/cooperatives visited	Team	Ph2EL	Ph3BL	Other
			Nyaruguru	Ruheru	1 school	T3	yes		
Day 08	28 May	Wed AM	Kayonza	Rwinkwavu	1 school	T1		yes	
		PM	Kayonza	Rwinkwavu	1 school	T1	yes		
		AM	Karongi	Gitesi	1 school	T2	yes		
		PM	Karongi	Gitesi	1 school	T2	yes		
		AM	Nyaruguru	Ruheru	1 school	T3	yes		
		PM	Nyaruguru	Ruheru	1 school	T3	yes		
Day 09	29 May	Thur	Kayonza	Rwinkwavu	1 shcool (Deep Dive)	T1/TL	yes	yes	
		AM	Karongi	Ruganda	1 school	T2	yes		
		PM	Karongi	Ruganda	1 school	T2	yes		
		AM	Nyaruguru	Kivu	1 school	T3	yes		
		PM	Nyaruguru	Ruheru	1 school (Deep Dive)	TL	No	No	PH1
			Nyamagabe	Tare	1 school (Deep Dive)	TL	No	No	Non-project
			Nyamagabe		1 farm cooperative	TL			Coop
Day 10	30 May	Fri AM	Kayonza	Murama	1 school	T1	yes		
		PM	Kayonza	Murama	1 school	T1	yes		
			Karongi	Murundi	1 school	T2	yes		
			Nyamagabe	Cyanika	1 school	T3	yes		
			Nyaruguru	Rusenge	1 school Deep Dive)	TL	No	No	Non-project
			Nyaruguru		1 farm cooperative	TL			Coop
Day 11	02 June	Mon	Rutsiro	Ruhango	1 school	T1	yes		
			Karongi	Ruganda	1 school	T2	yes		
			Nyamagabe	Kibirizi	1 school	T3	yes		
			Nyamagabe	Kibirizi	1 school Deep Dive)	TL	No	No	PH1
			Kayonza		1 farm cooperative	TL			Coop
			Kayonza		1 farm cooperative	TL			Coop
Day 12	03 June	Tues	Rutsiro	Ruhango	EP BUSENDA	T1	yes		
			Rutsiro	Ruhango	1 school (Deep Dive)	TL	No	No	Non-project
			Rutsiro	Manihira	1 school	T2	yes		
			Nyamagabe	Kamegeri	1 school	T3	yes		
Day 13	04 June	Wed	Gasabo	Kinyinya	1 school (Deep Dive)	TL	No	No	Non-

Day #	Date	Day	District	Sector	School/cooperatives visited	Team	Ph2EL	Ph3BL	Other
									project
			Rutsiro	Kivumu	1 school	T2	yes		
			Nyamagabe	Musange	1 school	T3	yes		

Annex 10: Evaluation matrix

Table 20: Evaluation criteria - relevance

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Relevance					
1. To what extent is the McGovern-Dole project appropriate to the needs of the target beneficiaries, including men, women, boys, and girls? To what extent has the design of capacity strengthening activities aligned with and/or enhanced government capacity building gaps within the national school feeding programme?					High
1.1 Is the project improving enrolment, literacy skills, etc. among all students, as intended? Are there differences based on sex, disability, poverty, teacher and parent engagement?	Attendance rates; drop-out rates; 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; poverty rates; food insecurity, health, and nutrition indicators.	Literature review, surveys, key informant interviews, focus group discussions	Monitoring reports from WFP and award sub-recipients, evaluation quantitative and qualitative data	Quantitative comparative analysis between baseline, midterm, and endline data, disaggregated by sex Qualitative analysis, outcome harvesting techniques, triangulation	Medium - Data in monitoring reports were not disaggregated by disability status. The project/project partner did not have an explicit definition of "disability" therefore it was unclear how disability information was monitored. The ET explored this through qualitative data collection. Poverty data were not collected directly at endline. Instead, the endline gathered data on parents' ability to make contributions to school feeding.
1.2 Is the project contributing to the improvement of	Attendance rates, days of school missed (by	Literature review, surveys, key informant	Monitoring reports from WFP and award sub-	Quantitative comparative analysis	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Relevance					
health and hygiene at schools? In communities?	sex/age), health and nutrition indicators	interviews, focus group discussions, observation	recipients, evaluation quantitative and qualitative data	between baseline, midterm, and endline data, disaggregated by sex; Qualitative analysis, outcome harvesting techniques, triangulation	
1.3 How are programme interventions enhancing the capacities of farmers to supply HGSF? What is working well, and why or why not?	Data on production changes, sales to schools, purchases by school from farmers, etc.	Literature review, surveys, key informant interviews, focus group discussions (disaggregated by sex)	WFP quantitative data and reports, Monitoring reports from WFP and award sub-recipients qualitative data	Quantitative analysis on production changes, sales to schools and purchases from farmers; Qualitative analysis, outcome harvesting techniques, triangulation	High
1.4 What systems, policies, strategies and other support has WFP provided to help the government meet its national school feeding goals?	Systems, policies, strategies, etc. supported by WFP Alignment with the objectives and orientations of relevant government policies (food security, nutrition, school health, education, etc.).	Literature review, interviews with key informants from government staff and WFP staff	Government policies on school feeding, nutrition, school health and social nets	Qualitative analysis, triangulation	High
1.5 How has WFP supported the capacity development of national, regional and district level structures to support	Systems, policies, strategies, etc. supported by WFP	Literature review, interviews with key informants from	Government policies on school feeding, nutrition, school health and social nets	Qualitative analysis, outcome harvesting techniques, triangulation	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Relevance					
school feeding and the transition to the NSFP?	Alignment with the objectives and orientations of relevant government policies (food security, nutrition, school health, education, etc.).	government staff and WFP staff			
2. To what extent is the McGovern-Dole project aligned with overall USDA objectives as well as strategies, policies, and normative guidance? To what extent is the McGovern-Dole project aligned with Government's relevant stated national policies, including sector policies and strategies?					High
2.1 What aspects of the WFP Rwanda programme are aligned with USDA objectives? Where does it differ, and why?	Review of consistency with USDA objectives, strategies, policies, and guidance	Literature review, key informant interviews	Literature review, WFP staff	Qualitative analysis, triangulation	High
2.2 What aspects of the McGovern-Dole project are aligned with and support the Government's strategies and objectives on the national school meal programme? What aspects are not aligned, and why? How is the program aligned with the government's Education Sector Plan?	Alignment with and support for Government of Rwanda policies and strategies on national school meal programme, nutrition, education, school health, etc.	Literature review, interviews with key informants from government and WFP staff	Government policies on school meals, nutrition, school health, equity between women and men, equal access to education, including those of NCDA, MINEDUC, MINAGRI, RBC, REB, RCA.	Qualitative analysis, triangulation	High
2.3 What aspects of the McGovern-Dole project did	Perspectives on Government capacity	Literature review, interviews with key	Government policies on school meals, nutrition,	Qualitative analysis, triangulation	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Relevance					
the Government adopt for the NSFP? What aspects of the McGovern-Dole project were not retained by the Government after the transition, and why?	(technical, administrative, financial) to adopt programme aspects	informants from government and WFP staff	school health, equity between women and men, equal access to education, including those of NCDA, MINEDUC, MINAGRI, RBC, REB, RCA.		
3. To what extent is the McGovern-Dole project aligned with frameworks of UN agencies and relevant development partners? To what extent is the McGovern-Dole project aligned with WFP's overall strategy and related guidance?					High
3.1 Are there areas where the project and UN agencies and development partners are not aligned, and if so, why? What are the implications?	Consistency and complementarity with the frameworks and objectives of UN agencies and development partners	Literature review, interviews with key informants from government, WFP staff and other UN agencies, award sub-recipients	Policies and strategies as stated in the UNDAF (2018-2023); other policies and strategies of development partners (e.g., UNICEF, UNESCO, IFAD, FAO, MIINICOM), and district education officials; and award sub-recipients World Vision, GHI).	Qualitative analysis, triangulation	High
3.2 What aspects of the McGovern-Dole project and WFP's overall strategy support the objectives of both? Where do gaps exist, and why? What are the implications?	Consistency and complementarity with WFP strategy and guidance on school meals and complementarity with other relevant aspects of the country programme	Literature review, interviews with key informants from government, WFP staff	Policies and objectives as stated in WFP Rwanda country strategy, WFP global strategy and guidance, guidance specific to McGovern-Dole project	Qualitative analysis, outcome harvesting techniques, triangulation	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Relevance					
4. To what extent were the changes made to activities (design and implementation) due to external shocks and other factors (e.g. Covid-19) relevant for beneficiaries?					High
4.1 What external shocks have affected the project? How have these shocks affected programme beneficiaries?	Review of external shocks and other unanticipated factors affecting programme (e.g., inflation, price increases, supply issues, weather-related shocks, COVID-19, etc.); perceptions and formal assessments of effect on programme and beneficiaries	Literature review; key informant interviews with WFP staff, Government staff, interviews with school personnel (disaggregated by sex), and FGDs; observation	Literature review, WFP staff, Government staff, school-level key informants and FGDs, farmer groups,	Qualitative analysis, outcome harvesting techniques, triangulation	High
4.2 What changes have been made to the project to address the effect of these shocks on beneficiaries? What has worked, what has not worked as expected?	Review of programmatic responses to external shocks, including timeliness, effectiveness, unanticipated outcomes.	Literature review, key informant interviews with WFP staff, Government staff, school-level interviews, FGDs	Literature review, WFP staff, Government staff, school-level key informants and FGDs disaggregated by sex, farmer groups	Qualitative analysis, triangulation	High

Table 21: Evaluation criteria - effectiveness

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Effectiveness					
1. To what extent were the objectives and results of the McGovern-Dole programme achieved for various beneficiary groups (by sex where applicable) and by type of activity?					High
1.1 What are the major achievements of the McGovern-Dole project at the end of the project? What are the key factors contributing to those achievements?	Number of students receiving meals (actual vs. planned); number of teachers trained; 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; number of schools with an improved water source and hygiene facilities; engagement of community members; farmer capacities for HGSF	Literature review, secondary data, key informant interviews	M&E data and reports from WFP Rwanda, award sub-recipients, key informants from schools, communities, farmer groups	Quantitative analysis comparing baseline, midterm, and endline data; disaggregated by sex; Qualitative analysis; outcome harvesting techniques, triangulation	High
1.2 What activities, if any, produced additional positive results? What activities, if any, produced an undesirable result? Actions taken to address each?	Perceptions of unintended outcomes or consequences as reported by WFP, government, award sub-recipients and programme participants, and effect on programme and participants	Literature review, key informant interviews	WFP staff, government staff, award sub-recipients, programme participants; programme reports	Qualitative analysis, outcome harvesting techniques, triangulation	

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Effectiveness					
1.3 Are there areas where progress towards programme achievements is not as expected, and why?	Number of students receiving meals (actual vs. planned); number of teachers trained; 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; number of schools with an improved water source and hygiene facilities, engagement of community members; farmer capacities for HGSF	Literature review, secondary data, key informant interviews, primary quantitative data (e.g., outcome indicators collected in school survey)	M&E data and reports from WFP Rwanda, award sub-recipients, key informants from schools, communities, farmer groups; school survey	Quantitative analysis comparing baseline, midterm, and endline data; disaggregated by sex; Qualitative analysis; outcome harvesting techniques, triangulation	High
2. To what extent has the programme achieved its overarching objectives, considering both expected and unexpected outcomes across different population groups?					High
2.1 To what extent have the intended results and overarching programme objectives been achieved? 2.2 Which features of the McGovern-Dole programme and context made a	Number of students receiving meals (actual vs. planned); number of teachers trained; percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade	Literature review, secondary data, key informant interviews, primary quantitative data (e.g., outcome indicators collected in school survey)	M&E data and reports from WFP Rwanda, award sub-recipients key informants from schools, communities, farmer groups; school survey; WFP staff, government staff, award sub-recipients, programme	Quantitative analysis comparing baseline, midterm, and endline data; disaggregated by sex; Qualitative analysis; outcome harvesting techniques, triangulation	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Effectiveness					
difference for men, women, boys and girls? 2.3 What was the influence of other factors? What unexpected outcomes resulted from programme implementation?	level text; number of schools with an improved water source and hygiene facilities, engagement of community members; farmer capacities for HGSF; Perceptions of unintended outcomes or consequences as reported by WFP, government, award sub-recipients and programme participants, and effect on programme and participants		participants; programme reports		
3. To what extent have the findings of the midterm evaluation been implemented to contribute to the achievement of the expected outcomes?					High
3.1 How were midterm findings and recommendations incorporated into project design and implementation? How effective were these changes?	Examination of management and implementation strengths as reported by WFP, government, award sub-recipients, and programme participants	Literature review, key informant interviews, primary quantitative data (e.g., outcome indicators collected in school survey)	WFP staff, government staff, award sub-recipients, programme participants; programme reports; school survey	Qualitative analysis, outcome harvesting techniques, triangulation	High
4. To what extent has the M&E system been adequately designed to respond to the needs and requirements of the project? Has the M&E system been sufficiently able to capture changes in the lives of the beneficiaries?					High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Effectiveness					
4.1 Is the WFP M&E system producing information that is relevant for the programme management team and partners and useful for decision-making in a timely and user-friendly manner? Is it capturing information on different demographic groups, with a focus on equity and empowerment of women and girls?	Review of WFP M&E system against programme requirements and needs	Literature review, data review, key informant interviews	Monitoring and evaluation data and reports from WFP staff, award sub-recipients, key informants	Qualitative analysis, triangulation	High
4.2 Where has the WFP M&E system best captured changes in beneficiaries' lives due to the project? How is this measured? What are the areas where M&E can be improved to capture changes?	Attendance rates (by sex); drop-out rates, promotion rates, reading test scores, number of health-related absences (esp. girls); farmer production and/or sales for HGSF	Literature review, key informant interviews, field observations, quantitative survey	Monitoring and evaluation data and reports from WFP staff, award sub-recipients; beneficiaries	Quantitative analysis comparing baseline, midterm, and endline data; disaggregated by sex; Qualitative analysis; triangulation	High
5. To what extent have the monitoring and Beneficiary/Stakeholder Complaint and Feedback mechanisms been utilized for McGovern-Dole programme corrective measures as well as for WFP's learning agenda? What specific lessons have been identified through these mechanisms?					High
5.1 How effective are mechanisms for beneficiary and stakeholder feedback, including issues of access for women and persons with	Review of Beneficiary/Stakeholder Complaint and Feedback mechanism including number of complaints,	Literature review, key informant interviews	Monitoring and evaluation data and reports from WFP staff, award sub-recipients; beneficiaries; CFM data	Analysis of data from feedback mechanism; Qualitative analysis, triangulation	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Effectiveness					
disabilities? How is the information collected and used?	frequency, locations, follow-up (timeliness, completeness), evidence of resolution on issues; perceptions of efficacy of system by managers, partners, government				
5.2 How has feedback and resolutions on feedback been incorporated into programme lessons and learning, including issues related to women and persons with disabilities?	Examples of lessons identified, and process used for same; evidence of application of lessons identified through feedback mechanisms	Literature review, key informant interviews	Monitoring and evaluation data and reports from WFP staff, award sub-recipients, beneficiaries; CFM data	Analysis of data from feedback mechanism; Qualitative analysis, triangulation	High
6. To what extent did external shocks and other factors, including factors related to COVID-19, affect project implementation and performance and how were these mitigated?					High
6.1 What external factors affected programme implementation and performance?	Perception of challenges to management, implementation, and overall performance posed by specific external shocks and other factors	Literature review, context analysis, key informant interviews, secondary data review	WFP staff, government staff, award sub-recipients, programme participants (disaggregated by sex); programme reports	Qualitative analysis, outcome harvesting techniques, triangulation	High
6.2 What adjustments to programme activities were made in response to external shocks and other factors? What were the most	Perception of challenges to management, implementation, and overall performance posed by specific external shocks and other factors	Literature review, key informant interviews, secondary data review	WFP staff, government staff, award sub-recipients, programme participants (disaggregated by sex); programme reports	Qualitative analysis, outcome harvesting techniques, triangulation	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Effectiveness					
significant effects on performance?					

Table 22: Evaluation criteria - efficiency

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Efficiency					
1. To what extent are the transfer cost, cost per beneficiary, logistics, programme deliveries and M&E arrangement aligned with project design? What factors impacted the delivery process and the programme's achievements (cost factors, WFP and partners' performance, external factors)?					High
1.1 Are the systems, especially support systems in place to support programme implementation, able to support activities in a timely and efficient manner?	Achievement of programme activities (planned vs actual) and systems supporting programme delivery, logistics, M&E	Data review, literature review, key informant interviews	WFP M&E data, WFP staff, government staff, award sub-recipients, programme participants; programme reports	Analysis of relevant M&E data; Qualitative analysis, triangulation	High
1.2 Were the resources, expertise and partnerships that WFP adequate to implement Phase 2 and support the transition of the HGSF? (e.g., other donor support to cash purchases)	Achievement of activities against plan; explanations of mitigating factors that affected programme delivery	Data review, literature review, key informant interviews	WFP staff, government staff, award sub-recipients, programme reports	Analysis of data from school readiness assessment and relevant M&E data; Qualitative analysis, outcome harvesting techniques, triangulation	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Efficiency					
2. Were the activities undertaken as part of McGovern-Dole programme cost-efficient?					Medium
2.1 Were programme resources used to deliver results in an economic and timely way? If not, where did the project deviate, and why?	Review of budget data, budget revisions, perception of cost vs available funding	Data review, key informant interviews with WFP staff and relevant stakeholders	WFP financial and operational reports and information	Analysis of cost data; Qualitative analysis, outcome harvesting techniques, triangulation	Medium – There were some gaps in the data requested to conduct the cost-efficiency analysis (i.e., output and expenditure data for LRP 1.4.3). Additionally, analysis of cost data indicate that the CO's financial management system may be unable to accurately separate costs per intervention. The ET worked with the CO to answer these questions. Additionally, the ET explored efficiency through qualitative data collection.
2.2 How is the knowledge gained under the project being used to support the Government's national school feeding programme financing strategy?	Examples of knowledge transfer and integration of lessons learned into Government programming	Literature review, key informant interviews	WFP staff, Government staff, meeting notes, reports	Qualitative analysis, outcome harvesting techniques, triangulation	High
3. What factors impacted the cost-efficiency of the project implementation?					High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Efficiency					
3.1 Were there external or internal events that affected programme efficiency? To what extent were these anticipated and mitigated?	Review of budget data, budget revisions, perception of cost vs available funding	Data review, key informant interviews with WFP staff and relevant stakeholders	WFP financial and operational reports and information	Qualitative analysis, outcome harvesting techniques, triangulation	High
3.2 What aspects of the project can be adopted/adapted or improved by the Government after transition?	Perceptions of changes in efficiency in management, logistics, etc. that can be made by Government as part of the transition	Literature review, key informant interviews	WFP staff, government, award sub-recipients	Qualitative analysis, outcome harvesting techniques, triangulation	High

Table 23: Evaluation criteria - impact

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Impact					
1. What intended and unintended impact has the McGovern-Dole programme made on men, women, boy and girl beneficiaries and stakeholders (including Government, authorities, communities)?					High
1.1 What are the most significant achievements or changes among programme beneficiaries in targeted schools?	Assessment of impact of programme and its various activities at endline on beneficiaries through review of progress against outcome indicators and	Literature, review, key informant interviews; analysis of sample panel data on targeted schools	WFP staff, government, award sub-recipients, programme participants	Data analysis, disaggregated by sex; Qualitative analysis, outcome harvesting techniques, triangulation	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Impact					
	perceptions on overall wellbeing changes, including on access for women and persons with disabilities?				
1.2 What unintended impact has the programme had on beneficiaries and stakeholders?	Assessment of impact of programme and its various activities at endline on beneficiaries through review of progress against outcome indicators and perceptions on overall wellbeing changes, including on access for women and persons with disabilities	Literature, review, key informant interviews; analysis of sample panel data on targeted schools	WFP staff, government, award sub-recipients, programme participants	Data analysis, disaggregated by sex; Qualitative analysis, outcome harvesting techniques, triangulation	High
2. What were the internal factors contributing to the achievement or non-achievement of the expected outcomes (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring and evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RO/HQ); and internal partnership and coordination approaches and arrangements; etc.?					High
2.1 What are WFP's internal organizational systems and processes that support the achievement of programme goals in a coordinated, integrated way? How has the country office changed its	Review of internal processes, systems and tools to assess whether they adequately support all aspects of the project; steps taken by country office to improve	Literature, review, key informant interviews	WFP staff, government staff award sub-recipients	Qualitative analysis, triangulation	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Impact					
internal processes to date to better support the project?	coordination, communication and other cross-functions				
2.2 What internal organizational systems and processes could be strengthened or adjusted to better understand and uncover challenges to M&E during the transition to Government? If certain systems or processes cannot be altered, why and what is the effect on programme outcomes?	Review of internal processes, systems and tools and identification of areas where support needs to be strengthened	Literature review, key informant interviews	WFP staff, government staff, award sub-recipients	Qualitative analysis, triangulation	High
3. What were the external factors leading to the impact (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc?					High
3.1 What external factors influenced the project's impact? How did WFP and partners respond to external influences? Was the response effective?	Review of external driving factors such as the external operating environment, the funding climate and external incentives and pressures; review of WFP and partners' response to these factors	Literature review, key informant interviews	Secondary research, monitoring and annual reports, WFP staff, government staff, ward sub-recipients	Context analysis; Qualitative analysis, outcome harvesting techniques, triangulation	High
4. What are the overall effects on smallholder farmers' lives through the support received under the McGovern-Dole Programme?					High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key Indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Impact					
4.1 How have the capacities of smallholder farmers been enhanced to produce nutritious food for the national school feeding programme?	Assessment of positive or negative programme effects on smallholder farmers participating in HGSF	Literature, review, key informant interviews, FGDs with smallholder farmers	WFP staff, government staff, award sub-recipients, programme participants (farmers)	Qualitative analysis, outcome harvesting techniques, triangulation	High
4.2 What has been the progress in improving household food security, nutrition, and financial inclusion for smallholder farmers as a result of programme participation? What areas need to be addressed to support progress on outcomes?	Assessment of positive or negative programme effects on smallholder farmers participating in HGSF	Literature, review, key informant interviews, FGDs with smallholder farmers	WFP staff, government staff, award sub-recipients, programme participants (farmers)	Qualitative analysis, outcome harvesting techniques, triangulation	High

Table 24: Evaluation criteria - sustainability

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Sustainability					
1. To what extent was the McGovern-Dole programme implementation in line with the transition plan/strategy agreed with and endorsed by the Government, including handover to the Government at national and local levels, communities and other partners, for all project components (school feeding, literacy, food safety, WASH and hygiene, agricultural market support, etc.)? Have adjustments to the transition plan/strategy identified during the mid-term evaluation and throughout the programme been factored in the McGovern-Dole programme implementation and impacted success of the handover process? Has the overall transition process been conducted as per the McGovern-Dole programme plan and transition plan/strategy agreed with and					High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Sustainability					
endorsed by the Government?					
1.1 What challenges have emerged in implementing the transition process and how are those challenges being addressed in preparation for the remaining Group 2 schools?	Achievements against plan and milestones for programme transition	Literature review, (reports, coordination meetings, MOUs, roadmaps, etc.) key informant interviews	WFP staff, government staff, award sub-recipients	Qualitative analysis, outcome harvesting techniques, triangulation	High
2. To what extent has the package of technical assistance activities and measures undertaken during the project duration been institutionalized into the Government's policies, strategies and systems and is likely to support the sustainability of the intervention (including policy work, support to systems, institutional capacity, etc.)? What progress has been made since the project design stage (through strategic engagement, advocacy and other efforts with Government and relevant stakeholders) in supporting the transition of school feeding implementation from the McGovern-Dole programme beyond WFP's intervention national school feeding programme, to the (national budget for the national school feeding programme and other funding sources)?					High
2.1 What is the status of measures to support the sustainability of the national school feeding programme, (including the national policy framework, level of engagement in the global School Meals Coalition, effectiveness of the National School Feeding Technical Working Group)	Assessment of achievements against plan for technical assistance to support policies, systems, and institutional capacity to support transition and sustainability; status of government bodies responsible for specific roles in transition and sustainability	Literature review, (reports, coordination meetings, MOUs, etc.) key informant interviews	WFP staff, government staff, award sub-recipients	Qualitative analysis, triangulation	High
2.2 How effective is the National School Feeding	Strategies, objectives, roadmaps of the TWG;	Literature review, meeting notes, reports,	WFP staff, government staff, award sub-	Qualitative analysis, outcome harvesting	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Sustainability					
Technical Working Group as the coordinator across ministries and partners? What features of the group support sustainability? Where does it need to be strengthened?	evidence of achievements against plans; achievements against plans and expectations in supporting the transition of McGovern-Dole project elements into the national school feeding programme	key informant interviews	recipients	techniques, triangulation	
2.3 What is the status of the national school feeding strategy and financing strategy? What are the challenges to achieving the strategies? What are the plans to mitigate shortfalls in financing?	WFP and government institutional strategies, plans, and milestones for transition and sustainability, especially relating to long-term financing	Literature review, (reports, coordination meetings, MOUs, etc.) key informant interviews	WFP staff, government staff, award sub-recipients	Qualitative analysis, triangulation	High
3. How effective has the transition process been? (criteria for effective transition outlined in the Joint Transition Strategy for the Home-Grown School Feeding Programme to the National School Feeding Programme 2022)					High
3.1 What aspects of the transition of Group 1 schools into the NSFP was successful?	Achievements against plan and milestones for programme transition; project outcome indicators	Literature review, (reports, coordination meetings, MOUs, roadmaps, etc.), key informant interviews	WFP staff, government staff, award sub-recipients; project participants (e.g. school administration, teachers, smallholder farmers)	Analysis of school readiness score card; quantitative and qualitative analysis, outcome harvesting techniques, triangulation	High
3.2 What challenges have Group 1 schools encountered since	Achievements against plan and milestones for programme transition; project outcome	Literature review, (reports, coordination meetings, MOUs, roadmaps, etc.) key	WFP staff, government staff, award sub-recipients; project participants (e.g. school	Analysis of school readiness score card; quantitative and qualitative analysis,	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Sustainability					
transitioning into the NSFP?	indicators	informant interviews	administration, teachers, smallholder farmers)	triangulation	
3.3 What support do Group 1 schools receive from WFP and implementing partners following transition?	Achievements against plan and milestones for programme transition	Literature review, (reports, coordination meetings, MOUs, roadmaps, etc.) key informant interviews	WFP staff, government staff, award sub-recipients; project participants (e.g. school administration, teachers, smallholder farmers)	Analysis of school readiness score card; quantitative and qualitative analysis, outcome harvesting techniques, triangulation	High
4. What is the demonstrated capacity at central and sub-national levels to manage school feeding programme in Rwanda (WFP and government programmes)?					High
4.1 How has capacity been strengthened at the national, district, school and community level to prepare institutions and communities to transition to full management of school meal programmes?	Examination of structures, mandates, and capacities of designated bodies/agencies at central and sub-national level responsible for managing school feeding programme	Literature review, key informant interviews	WFP staff, Government staff (including MINEDUC district level staff), award sub-recipients	Qualitative analysis, outcome harvesting techniques, triangulation	High
4.2 What management functions are national and subnational institutions responsible for at endline? What is their assessed performance against goals and expectations? Where are the gaps and what needs to be strengthened?	Assessed ability of national and subnational institutions to fulfil management responsibilities for school feeding programmes	Literature review, key informant interviews	WFP staff, Government staff (including MINEDUC district level staff), award sub-recipients	Qualitative analysis, outcome harvesting techniques, triangulation	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Sustainability					
5. To what extent are local communities (SGACs, School Feeding Committees, Procurement Committees, farmers' groups, etc.) able to manage and coordinate school feeding and education activities (WFP and government school-feeding related activities)?					High
5.1 How have programme trainings (e.g., for Audit Committees, SFCs, SGACs, Procurement Committees, etc) contributed to the ability of programme participants to fully manage school feeding and education activities? What areas need further strengthening?	Review of number and type of initiatives taken by formal school committees and farmer groups to support school feeding and education activities	Literature review, key informant interviews, FGDs with SGACs, SFCs, Procurement Committees, farmer groups	WFP staff, Government staff, award sub-recipients, school staff, community members	Qualitative analysis, outcome harvesting techniques, triangulation	High
5.2 What is the level of community support for actively engaging in school feeding and education activities (e.g., recognition of important of literacy and education, adoption of promoted hygiene and nutrition activities, child's participation in literacy, nutrition club activities	Review of number and type of activities by parent representatives, and community leaders to support school feeding and education activities and encourage children's engagement	Literature review, key informant interviews, FGDs	WFP staff, Government staff, award sub-recipients, school staff, parents, community representatives	Qualitative analysis, outcome harvesting techniques, triangulation	High
6. Based on available evidence to what extent are the benefits of the programme likely to continue beyond WFP's intervention for the targeted beneficiaries (men, women, boys and girls)?					High
6.1 What programme activities best support the long-term sustainability of	Review of McGovern-Dole project elements with priorities and capacities	Literature review, (reports, coordination meetings, MOUs, etc.)	WFP staff, government staff, award sub-recipients	Qualitative analysis, triangulation	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Sustainability					
initiatives undertaken by the McGovern-Dole project (e.g., in school feeding, literacy, WASH, nutrition, smallholder support, capacity strengthening of school committees, communities, etc.). What activities are not likely to be sustainable, and why?	of national school feeding programme; WFP and government institutional strategies, plans, and milestones for sustainability, of supporting government policies	key informant interviews			
6.2 What aspects of the project are most highly valued by parents, school heads, teachers, and other community members? Why?	Perceptions of programme benefits that are most highly valued by participants, evidence of positive behaviour changes related to programme interventions, parental and community attitudes about the value of education and literacy (especially for girls)	Literature review, key informant interviews, FGD interviews with school staff and community members	WFP staff, Government staff, award sub-recipients, school staff, community members	Qualitative analysis, triangulation	High
6.3 To what extent are parents, school heads, teachers, and other community members able and willing to practice behaviours and support school activities that they	Perceptions of the ability of programme participants to sustain benefits they value most, evidence of aspirations and plans post-programme, sense of agency to continue	Literature review, key informant interviews, FGD interviews with school staff and community members	WFP staff, Government staff, award sub-recipients, school staff, community members	Qualitative analysis, outcome harvesting techniques, triangulation	High

Evaluation Criteria and Question					Quality of Evidence
Sub-questions	**Key indicators**	**Data collection methods**	**Sources of data/information**	**Data analysis methods/ triangulation**	
Sustainability					
value?	programme benefits				

Annex 11: Additional Information on Methodology

Early Grade Reading Assessment

215. Student literacy was assessed using the EGRA tool, which tests reading and comprehension skills. Based on a standardized method for measuring changes in reading outcomes, analysis of the EGRA data showed changes over time in literacy indicators. Qualitative data informed relationships between the literacy outcomes and other trends. Consistent with the FY15 EGRA and FY20 baseline and midterm EGRA, the EGRA tool ended with a brief series of questions ("student survey"') to capture data on a few additional indicators, such as health, hygiene and nutrition practices.

216. Rwandan evaluators administered the EGRA in-person to 2nd graders in the sample of project schools. This is consistent with the McGovern Dole literacy indicator, which measures student reading and comprehension performance "…by the end of Grade 2."

217. The EGRA was administered in Kinyarwanda only. The evaluation team acknowledges that both Kinyarwanda and English are the official languages of instruction; this was not the case at the time of developing the overall methodology and budget at baseline, which included Kinyarwanda only. Hence the decision to administer an EGRA in Kinyarwanda was made in light of the absence of an English EGRA in the original overall methodology and budget, and to ensure consistency and comparability of the EGRA approach across the three evaluation exercises. The Word and software versions of the EGRA tool, student survey questions, and school survey) were initially developed in FY15. World Vision, TANGO and Ihema collaborated to update the tools for each evaluation round in FY15 and FY20. World Vision's literacy team updated the EGRA reading content for each round to ensure students have had no previous exposure to the material, which is designed to be of comparable skill level across the three exercises. Under the advisement of World Vision, at midterm EGRA tool was adjusted to align with NESA standards, specifically the addition of a listening module and a second timing stop (adding a 180-second marker to the existing 60-second marker) for the reading comprehension section. In addition, some questions in both tools were adjusted to ensure relevance to the project at the time of the tools' administration; these changes were minor, in the interest of preserving data compatibility across rounds. These adjustments were retained in the endline EGRA. The midterm and endline data was comparable to baseline (with the understanding that the listening section and 180-second marker did not have comparable baseline values because they were introduced only at midterm).

218. Ihema pre-tested the tools described above. The tools were not tested in any panel schools or in areas where the evaluation was conducted.

School survey

219. Consistent with the baseline and midterm methodology, the final evaluation included a structured survey to assess performance against school-level programme indicators not already captured in the EGRA. The tool retained the questions from the baseline and midterm surveys that enabled comparison of the PMP indicators for which the outside evaluator was responsible. It was updated to omit questions that do not correspond to indicators listed in the PMP.

220. The school survey was administered in the form of a small group KII of the following three people: 1) head teacher; 2) school feeding focal point; and 3) head/member of School General Assembly Committee (SGAC) (usually a parent). We aimed for a mix of males and females in this group. This approach was expected to improve the reliability of responses; questions were answered based on consensus perception among this group. The team conducted the survey one time only, with the maximum number of these three respondents that were able to be arranged. Responses were recorded on Android tablets using ODK software.

Cost-efficiency analysis

221. Table 25 shows the list of indicators and information required to conduct the cost-efficiency analysis, as described in greater detail in Section 3.4.

Table 25: List of output indicators and information used for cost-efficiency analysis

INDICATOR	ANNUAL OUTPUT			EXPENDITURE BY ACTIVITY AREA								
				2022			2023			2024		
	'22	'23	'24	Staff	Operation	Other	Staff	Operation	Other	Staff	Operation	Other
MGD 1.1.4: Number of teachers/educators/ teaching assistants trained or certified as a result of USDA assistance												
MGD 1.3.4: Number of students enrolled in school receiving USDA assistance												
MGD 1.2.1,1.3.1, 1.2.1.1/1.3.1.1: Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance												
MGD 2.3: Number of children under five (0-59 months) reached with nutrition-specific interventions through USDA-supported programs												
MGD SO1/SO2: Number of individuals participating in USDA food security programs												
MGD SO1/SO2: Number of schools reached as a result of USDA assistance												
LRP 1.4.3: Number of individuals who have received short-term agricultural sector productivity or food security training as a result of USDA assistance												

Key informant interviews and focus group discussions

222. KIIs and FGDs were guided by interview guides (see Vol. 2, Annex 17) and were largely the same across the three evaluation exercises. The tools were based on the FY15 project interview guides and learning from the FY15 final evaluation; they were modified to ensure responsiveness to the FY20 endline evaluation questions and the interests of stakeholders as expressed during the endline evaluation inception phase. The tools were updated and adjusted to topics of special interest at endline, particularly around school readiness to be transferred to the NSFP.

223. Per standard practice, all KIIs and FGDs were conducted by a team of two people, with one leading the interview or focus group and the other taking notes. Efforts were made to assign team members KIIs and FGDs in accordance with sex, language, and cultural considerations. Phone interviews were conducted by only one person to simplify the scheduling, for technical ease, and to maximize number of interviews. All KIIs and FGDs followed informed consent protocols.

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

- WFP Rwanda Country Office staff; WFP Regional Office (Nairobi) staff
- Sub-grantees/ partners: World Vision, Gardens for Health International
- Government officials at national and district authorities) levels: Ministry of Education (MINEDUC), Ministry of Agriculture and Animal Resources (MINAGRI), Ministry of Local Government (MINALOC),

National Child Development Agency (NCDA), Ministry of Gender and Family Promotion (MIGEPROF), Rwanda Biomedical Centre (RBC), Rwanda Education Board (REB), Rwanda Cooperative Agency (RCA)
- Donors: USDA, Novo Nordisk
- District Education Coordinators (includes WFP-funded district school feeding coordinators) and Officers
- District School Feeding Committees
- School Feeding Committees
- School Tender Committees
- Head teachers
- Mayors

225. Annex 12 contains a list of interviews conducted.

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

- Teachers
- School General Assembly Committees (SGACs) (some FGDs may be with parents only)
- School Management Committees
- School Feeding Committees
- School Tender Committees
- Cooks and cleaners
- Storekeepers
- Community leaders
- Smallholder farmers who are part of a farmer organization or cooperative

227. Deep dives were conducted in the following schools:

Table 26: Deep dive schools

District	Sector	School visited	Focus areas /Rationale	Project school?	Panel school?
Gasabo	Rutunga	1	School Garden	Yes, Group 2	Yes
	Kinyinya	1	Centralized cooking modality	No	No
	Kigali City	1	Control/comparison	No	No
Burera	Ruhunde	1	School Garden & Livestock	Yes, Group 2	Yes
Kayonza	Murama	1	Local procurement	Yes, Group 2	Yes
Nyamagabe	Kibirizi	1	Parent contribution/ Food Safety Measures	Yes, Group 1	No
	Tare	1	Control/comparison	No	No
Nyaruguru	Ruheru	1	Diversified and nutritious meal (milk, porridge, fruits)	Yes, Group 1	No
	Rusenge	1	Control/comparison	No	No
Rutsiro	Ruhango	1	Control/comparison	No	No

228. Table 27 presents the data collection tools and type of data gathered. The evaluation matrix (Annex 10) further details which data sources and data collection tools were used to answer the evaluation questions. All tools were revised and finalized based on reviewer feedback and pre-test results before deployment.

Table 27: Description of data collection tools

Data collection tool	Type of data to be collected	Description
School survey	**McGovern-Dole indicators** MGD Standard 2/ MGD 1.3 MGD Custom 3/MGD 1.2 MGD Standard 20 MGD Custom 1 MGD Custom 33	The school survey was administered in all panel schools on Android devices using the Open Data Kit (ODK) survey platform. This survey collects data on McGovern-Dole indicators, WFP Rwanda custom indicators, and other information relevant to the endline evaluation questions. The survey was administered as a small group interview with three key informants: 1) head teacher; 2) school feeding focal point; and 3) head/member of SGAC (usually a parent). It aimed for a mix of males and females. The small-group interview approach was expected to improve the reliability of responses. Questions were answered based on consensus perception. The team conducted the survey one time only, with the maximum number of these three respondents that could be arranged.
Observation	**McGovern-Dole indicators** MGD Standard 3 MGD Standard 27	The observation module, which was appended to the school survey, prompted the data collection team to answer questions and take photos related to ongoing or planned project activities, such as existing school WASH infrastructure.
EGRA tool	**McGovern-Dole indicators** MGD Standard 1/ MGD SO 1	The EGRA was administered in Kinyarwanda to P2 students in all sampled project schools (Group 1 and Group 2). The EGRA tool aligns with National Examination and School Inspection Authority (NESA) standards and was validated by the World Vision literacy team. The EGRA was administered on Android devices using Tangerine (RTI) data collection software.

Data collection tool	Type of data to be collected	Description
Student survey	**McGovern-Dole indicators** MGD Custom 9	The student survey is appended to the EGRA tool and was administered to the same P2 students selected for the EGRA. The survey collects data on students' health and hygiene practices, and on limited questions regarding access to reading materials and literacy support at home.
Interview guides for KIIs and FGDs	Qualitative data to respond to endline questions and to validate and help interpret all McGovern-Dole standard and custom indicator data	The topical outlines were based on the FY20 midterm qualitative tools, which were updated to capture information related to the endline lines of inquiry and evaluation questions specified in the evaluation matrix. Topical outlines were designed for the following stakeholder categories: • WFP Kigali and field staff Government institutions and ministries • District government (District Education Officials) • Award sub-recipients Donor(s) • United Nations Agency Partner(s) • Schools (head teachers, teachers, students, cooks, storekeepers, SGACs, School Management Committees, School Feeding Committees, School Tender Committees) • Cooperatives In-person interviews were prioritized and supplemented by remote interviews when necessary.
Desk review	Review of secondary data to respond to endline questions and validate and interpret McGovern-Dole and custom indicator data	Secondary data such as project monitoring data and reports, project documents, and government documents were examined by desk review.

Definition of Group 1 and Group 2 schools

229. The final evaluation covered activities in "Group 1" and "Group 2" schools, defined as follows:

- Group 1: WFP McGovern Dole FY15 schools (108 schools from four districts)
- Group 2: Schools added to the original 108 (32 schools from three districts)

230. In sampling terms, each of these groups was a stratum. The baseline study and midterm evaluation also had a Group 3, control schools, but as discussed in Section 3.3, the final evaluation did not include control schools because given the universality of school feeding now, a meaningful counterfactual was not possible.

Sampling

231. **Overview.** The FY20 midterm evaluation used a stratified panel sample of 31 schools (Group 1: 21 from FY15, and Group 2: 10 from FY20). The 31 panel sample schools were selected randomly from 108 schools continuing from FY15 (Group 1) and 32 new schools in FY20 (Group 2). The random samples of 341 male students and 341 female students in P2 (grade 2) were not panel samples; new student samples were selected for each survey round. The sampling frame of P2 students in the sample schools was constructed by stratifying boys and girls from the school registers. A sample of 11 male students and 11 female

students from P2 in each sample school was selected randomly from the boys' and girls' strata, respectively. The sample size and sampling strategy were the same for the FY20 endline, i.e., a new random sample of 11 male students and 11 female students from each of the panel sample of 31 project schools.

232. The FY20 midterm sampling strategy also included 10 control sample schools with a sample size of 220 P2 students. As noted previously, currently there are no control schools in Rwanda, as all schools are included in the school feeding program. Therefore, the 10 control schools from the FY20 endline sample were excluded from the endline.

233. **Computation.** TANGO applied the formula below to derive a minimum sample size of P2 students to assure statistical accuracy in comparisons across strata (groups 1, 2, and 3,) as well as across survey rounds (baseline, midterm, endline).

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

8jh][poi76ytgfw[

where:

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

234. The above formula computes a minimum required sample size of 210 students to enable statistically accurate comparisons for a single group (stratum). When Group 1 and Group 2 are combined into a single 'pool' this allows the researchers to establish statistically representative data points for boys and girls and thus allow meaningful comparisons between these two groups as well. TANGO rounded up the sample size to 220 for logistical ease – where 11 male and 11 female grade students were interviewed in 31 programme schools.[269] Note that implementation in Group 1 schools phased out two or three years after the baseline, so in effect, the midterm evaluation for the project served as an endline for Group 1 schools, and the final evaluation serves as an ex-post evaluation. As such, the hypothesis and evaluation/research questions for the latter, in the phased-out schools, differed from those in the schools that continued the project.

[269] Note that The P2 midterm sampling strategy included 10 comparison schools (i.e., schools not supported by the McGovern-Dole award) for comparison with project-supported schools. However, all schools in Rwanda now receive school feeding through the NSFP. With universal coverage of school feeding, the WFP country office and the evaluation team agreed that collecting quantitative data from comparison schools during the final evaluation would be neither useful nor efficient, as non-HGSF schools no longer provide a relevant comparison group.

Ethical considerations

235. The final evaluation conformed to the 2020 United Nations Evaluation Group (UNEG) Ethical Guidelines. Accordingly, TANGO International, Inc. was responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle. This included, but was not limited to, ensuring informed consent, protecting privacy, confidentiality, and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities. Table 28 in Annex 11 summarizes the relevant ethical issues, related risks, and safeguards for this evaluation.

236. In addition to following UNEG guidelines, all staff, consultants, and officers complied with TANGO's policies and procedures, including TANGO's Code of Ethics and Conduct. TANGO consultants are trained internally on ethical research safeguards, and child and youth protection, based on current UNICEF guidance and client policies and standards, where available.[270] The evaluation team underwent any mandatory orientation or training and complied with any ethics approval required by WFP before field work commenced. TANGO also assisted the CO to prepare the application for a "survey visa" required by the National Institute of Statistics of Rwanda (NISR). The survey visa was a written authorization granted on request by the NISR to anyone wishing to undertake a statistical survey, stating that the methods to be used are standards, and lead to the production of high-quality statistical data. WFP submitted the application.

237. The evaluation team ensured the dignity of all evaluation participants was respected by engaging stakeholders in a way that honored their well-being and personal agency while recognizing and respecting their different backgrounds and perspectives. The evaluation team ensured fair and respectful participation and treatment of all evaluation participants and their opportunity to voice their perspectives. The evaluation complied with international and national legal codes governing respecting and protecting the rights of children (e.g., guidelines on researching and interviewing children and young people).

238. The evaluation team informed all interviewees of the purpose and duration of the interview, how they were identified to participate in the interview, and informed interview participants of their rights, providing guarantees that specific interview findings will remain confidential, and that all information provided will be used to assess the project – with no direct attribution to the interviewee. All interviewees were informed that they may choose not to participate. Students along with their teachers were asked to give their verbal informed consent to participate in the student survey. In the case of administering the EGRA to minors (students) and asking additional questions on health and hygiene practices, consent was requested from the head teacher (see school survey tool in Vol. 2, Annex 19); the consent was requested before proceeding with the interview). Photographs were taken in accordance with WFP guidelines, including only taking photos with the subject's signed consent and, if the subject was a minor, requiring the additional signature of the minor's legal guardian. TANGO ensured that data collection was efficient and respectful of people's time and did collect data that was not be used.

239. Table 28 summarizes relevant ethical issues, related risks, and safeguards identified for this evaluation.

Table 28: Ethical considerations, risks and safeguards

Phase	Ethical issues	Risks	Safeguards
Inception	Sample design is inclusive and fair	Certain locations are not included	Random selection of schools to be surveyed
Data collection	Sample is inclusive and fair in representing all members of participant groups and stakeholders Survey information reflects	Interviews do not reflect views of women, excluded groups, or other stakeholders	Interviewers ensured representation of all beneficiaries; focus groups were of same sex with same sex

[270] https://www.unicef-irc.org/research/ethical-research-and-children/

Table 28: Ethical considerations, risks and safeguards

Phase	Ethical issues	Risks	Safeguards
	a range of perspectives and present unbiased views Safe participation of girls, and of boys Participants give voluntary, informed consent before interviews Data collection is culturally sensitive and does not harm participants	Respondent bias Inappropriate behavior or intimidation of girls Participants do not know purpose of survey or participate unwillingly Conduct of interviewers or content of question may be upsetting or offensive to participants	interviewer to the extent possible; a range of stakeholders were interviewed Perspectives were solicited from a range of stakeholders and took anticipated bias into account. Interviewers of girls and boys were of same sex Survey purpose, confidentiality and voluntary participation were explained prior to beginning interviews Data collected by Rwandan teams who are sensitive to cultural norms
Data analysis	Data storage is secure Data is analysed in a neutral and unbiased way	Unauthorized parties get access to data	Data was stored on secure servers and deleted from tablets after uploading to server
Reporting	Participant confidentiality is maintained Generalizability of findings	Individuals and their views can be identified Resources and time determine the scope and how much the evaluation team can cover	All identifying information was removed from narrative and interview lists Any limitations to generalizability of findings were identified

240. The ethical and safeguarding issues described above were monitored throughout the evaluation process, including during fieldwork. No such issues arose during implementation. Had they occurred, they would have been reported to the team leader and/or quality assurance manager, who was responsible to record and investigate the issue, determine its severity and the level at which it should be addressed, identify remedies, and resolve the issue or refer it to the TANGO president or TANGO managing partner to restore compliance with all safeguards as soon as possible. Any such issues would have been reported to the WFP evaluation manager as soon as they were discovered, and the WFP evaluation manager would have been invited to participate in the resolution process.

Data Security

241. TANGO employs robust procedures and systems for data storage, transmission, storage and backup that also allow for timely quality checks on data quality. Data collected in the field were uploaded to

TANGO secure servers twice per week at minimum. TANGO reviewed the data, provided feedback on data quality and survey progress, and highlighted specific issues to be discussed with survey/field teams. The survey director and/or team leader also held daily check-ins during data collection for real-time analysis and troubleshooting. Data security procedures are detailed in the box on the next page.

Data Security

TANGO maintains daily backups of all qualitative and quantitative data in a secure physical location on site at TANGO headquarters as well as in separate secure locations on secure cloud servers that are only accessible to authorized TANGO data managers. TANGO assignments that employ tablets for data collection use CAPI software. Data were uploaded daily from the field to secure cloud servers in an encrypted format. The downloadable ODK software TANGO uses does not have any mechanisms that might allow ODK to access or control TANGO's devices or systems. TANGO contracts with an IT specialist who follows a protocol to ensure that TANGO IT systems (hardware and software) are equipped with current anti-virus, malware, and other relevant tools to ensure the maintenance and security of the data and information that TANGO collects and produces in the course of business.

Datasets

242. TANGO provided primary data and datasets as follows:

Quantitative data: Included school survey and student survey/EGRA. TANGO prepared and submitted raw and clean Stata datasets and associated syntax files.
Qualitative data: Included FGD data only; TANGO did not provide KII data, to protect the anonymity of key informants. TANGO did not provide recorded audio recordings or transcripts of FGDs or KIIs.

243. All shared data was stripped of personally identifiable information such as location, school/organization/committee name, name and title/position/role of respondent.

TANGO quality assurance measures

244. A fundamental element of TANGO's internal quality assurance system is an effective and comprehensive orientation and training of all team members regarding the evaluation objectives, subject, and scope; roles and expectations of team members; and quality standards and quality assurance processes. TANGO launched its internal planning and preparation with orientation and training to review protocols and procedures and provide in-depth training on elements such as topical outlines, attention to sensitivities and differences between girls and boys, photo evidence as part of observation, and use of structured checklists. All TANGO trainings cover required technical, logistical, and leadership aspects. This included facilitator and enumerator roles and responsibilities, rules, behaviours and ethics, respondent selection, use of field control sheets, and a detailed review of the survey tool including mock interviews/role playing.

245. During the inception phase, the evaluation team and WFP staff communicated regularly for planning, logistics, document and information sharing and progress reporting. A weekly standing meeting was established, with each call individually confirmed based on the communication needs at the time. Some issues benefited from real-time discussion while many were readily and better handled via regular communications such as email on a running basis. For confirmed calls, participation of specific evaluation team members and WFP staff were dictated by the call agenda, e.g., in some weeks only a brief touch-base between the team leader and the evaluation manager was needed. As data collection progressed, regular emailing and remote meetings also served as a forum for validating preliminary findings, specifically emerging themes and/or issues requiring clarification. WFP provided a Communication and Knowledge Plan to ensure that key stakeholders were informed, engaged, and able to contribute at each phase of the evaluation process.

246. The qualitative team concluded their field mission with an in-person debriefing session before departing. Data collection by the survey team was still in process at that time. The debriefing session focused on a status update and initial observations, rather than preliminary analysis.

247. After the submission of the draft evaluation report, TANGO worked with the evaluation manager to organize a validation session with WFP, World Vision, and external stakeholders. The purpose of the workshop was to present the findings, insights, and analysis in an accessible forum that encourages dialogue between the evaluation team and internal and external stakeholders, with a view to validate results and discuss the implications of the conclusions for future programme design and strategy. Invitees included Evaluation Committee and ERG members, other country office staff from head, area, and field offices, government and award sub-recipients, and a selection of beneficiaries, with virtual participation from the RO and HQ as deemed appropriate.

248. TANGO acknowledges the required rounds of review of report drafts by WFP, third-party quality assurance (i.e., DEQAS review), and USDA. The timeline in Annex 8 was shared with the evaluation manager in the inception phase and reflects adjustments per WFP input to date. TANGO ensured phase timelines and submission deadlines were met; if unforeseen circumstances raise a need for timeline adjustments, whether on the side of TANGO or WFP or due to changes in the operational context, the evaluation team leader and the evaluation manager discussed the matter in a timely fashion and agreed on appropriate adjustments.

Annex 12: Summary of people interviewed

Table 29: Summary of FY20 endline and FY24 baseline KIIs, by category

Key informant category	#KIIs	M	F
WFP Rwanda			
WFP Rwanda staff	15	9	6
School-based			
School-based staff (head teachers, deputy head teachers, cooks, storekeepers)	7	11	5
District Government			
District staff/ officials (directors of school feeding, education, and agriculture; agronomists)	14	20	3
National Government			
National government staff/officials	10	7	3
Partner NGOs			
Partner NGO staff (World Vision and Gardens for Health)	2	4	1
Farmer cooperatives			
Chairperson	2	1	1
TOTAL	**50**	**52**	**19**

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

Table 30: Summary of FY20 endline and FY24 baseline FGDs, by category

Focus group type and district	FGDs	M	F	FY20 districts	FY24 districts	No interventions districts
School feeding and tender committees	9	20	13	5	2	1
P5 students	7	17	19	5	2	1
Head teachers and teachers	2	4	6	2	2	
Cooks	1	3	0	1	1	
TOTAL	**19**	**44**	**38**	**13**	**7**	**2**

Annex 13: Cost-efficiency analysis

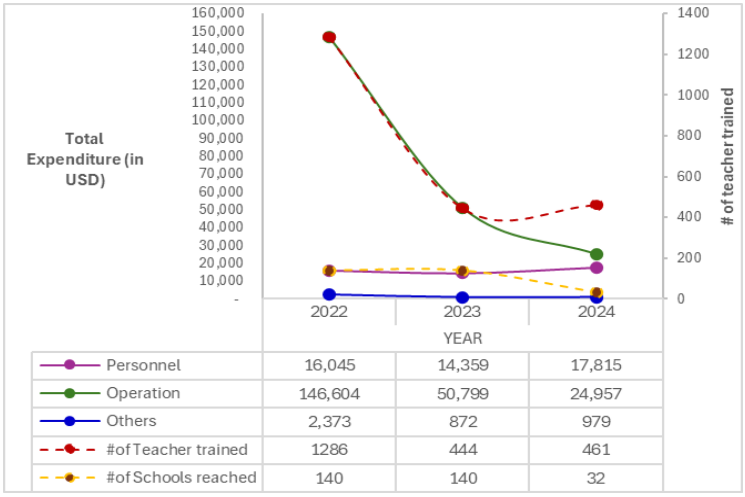
249. The evaluation team conducted a cost-efficiency analysis to assess the financial and program management capacity of the FY20 project in achieving its expected outputs. In other words, it evaluated the project's ability to deliver desired outputs at the lowest possible implementation cost over its duration year by year.

250. For this analysis, the cost-efficiency index is defined as the ratio of expenditures to the number of unique beneficiaries (i.e., students, teachers, etc.) or individuals reached. Since cost-efficiency is highly sensitive to inflation and economic volatility, the index was adjusted using the Rwanda Consumer Price Index (CPI) to ensure expenditure values are presented in comparable terms. A deflation factor derived from Rwanda's CPI was applied to recalibrate expenditures for 2023 and 2024, using 2022 as the base year.[271]

251. The cost-efficiency analysis incorporates four output indicators, three of which are a count of beneficiaries or participants reached by a key intervention area—teacher training, school meals, and nutrition interventions for children under 5. This section discusses each of these intervention-wise cost-analysis results in turn. It concludes with the cost analysis of the *total* number of people reached by *any* type of USDA-funded intervention.

252. **MGD 1.1.4: Number of teachers/educators/teaching assistants trained or certified.** This output indicator measures the number of teachers, educators, and training assistants trained or certified directly as a result of USDA funding in whole or in part.[272] This includes both pre- or in-service training programs to teach in schools or equivalent non-school-based settings that are at least two working days (i.e., 16 hours in duration). The analysis found that the average number of educators trained per school was 9 in 2022, 3 in 2023, and 14 in 2024. The dotted red line in Figure 1 shows the total number of teachers trained in all schools, by year. Although the number of schools covered by the project decreased from 140 in 2022 to 32 in 2024 (dotted yellow line), the highest average number of educators trained per school (14) was recorded in 2024. These figures play into the analysis of cost efficiency.

Figure 1: Number of teachers trained and training costs, by implementation year



	2022	2023	2024
Personnel	16,045	14,359	17,815
Operation	146,604	50,799	24,957
Others	2,373	872	979
#of Teacher trained	1286	444	461
#of Schools reached	140	140	32

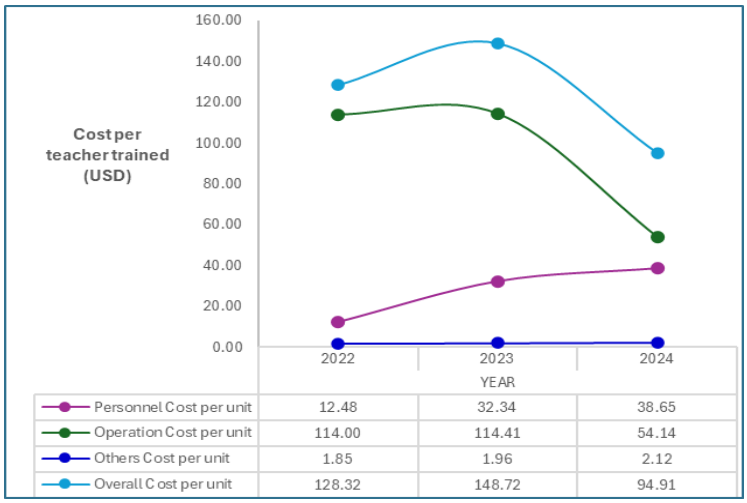
In Figure 1, the dotted lines represent the number of teachers trained and school coverage, shown on the secondary vertical axis (right side), while expenditures in USD are displayed on the primary vertical axis (left side).

253. In cost-efficiency analysis, unit costs typically decline over time as the project becomes more efficient, but this was not the case here. The cost per teacher trained peaked in 2023, at USD 149 (Figure 2, light blue line), even though only 444 teachers were trained that year, one-third of the 2022 total (Figure 1). Possible explanations for this increase include rising staff renumerations and limited staff reductions

[271] CPI for the last three years (2022, 2023, 2024) per the National Institute of Statistics Rwanda (NISR).
[272] USDA. 2019. Food Assistance Indicators and Definitions.

relative to the smaller number of schools through the FY20 project. WFP staff indicated that 2023 trainings in Group 2 schools were much longer, spanning multiple days, unlike the shorter refresher trainings in 2022 and 2024. This likely maintained operational costs per unit between 2022 and 2023. Additionally, WFP noted that WFP used complementary funds for most of the capacity strengthening trainings. WFP staff explained that personnel costs funded by USDA were considered a "contribution" to those trainings, with personnel also helping to develop training materials. This may explain the increase in personnel costs per teacher trained between 2022 and 2024.

Figure 2: Cost per teacher trained, by implementation year and expenditure category

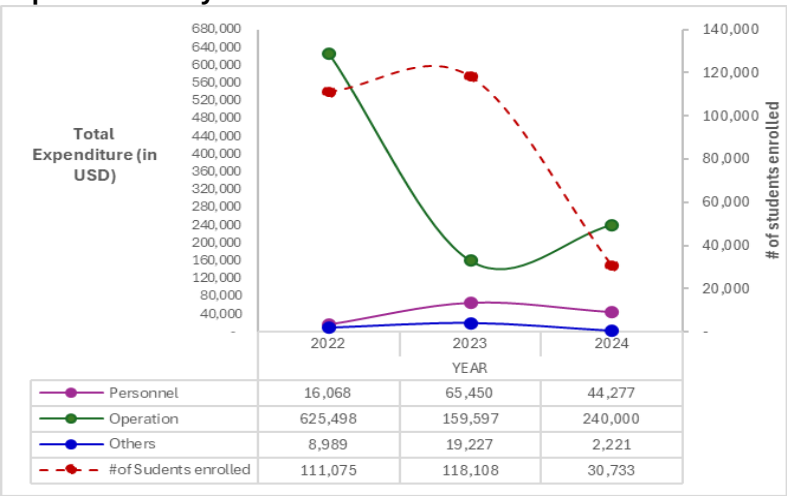


	2022	2023	2024
Personnel Cost per unit	12.48	32.34	38.65
Operation Cost per unit	114.00	114.41	54.14
Others Cost per unit	1.85	1.96	2.12
Overall Cost per unit	128.32	148.72	94.91

254. **MGD 1.3.4: Number of students enrolled in USDA-supported schools.** This outcome indicator measures the number of school-aged students formally enrolled in schools receiving USDA assistance, either through the provision of commodities for school feeding or the rehabilitation of school infrastructure.[273] As shown in Figure 1 (dotted yellow line), the number of schools covered under the McGovern-Dole project decreased between 2023 and 2024. In the same period, the number of students enrolled in schools receiving USDA assistance decreased by approximately three-quarters (Figure 3, dotted red line). Nevertheless, the unit cost per student increased substantially, from USD 2.07 in 2023 to USD 9.32 in 2024 (Figure 4, light blue line). As with this analysis of teacher training cost-per-unit, this might be attributed to personnel costs, which rose slightly between 2022 and 2024.

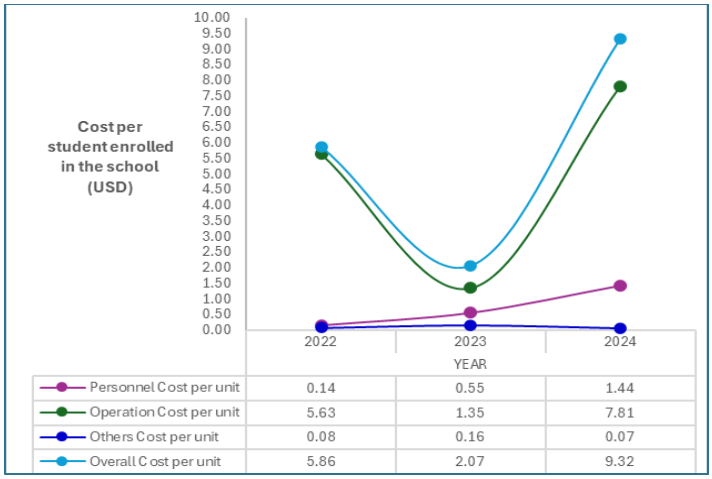
[273] USDA. 2019. Food Assistance Indicators and Definitions.

Figure 3: Number of students enrolled and expenditures, by implementation year



In Figure 3, the dotted line represents the number of students enrolled, shown on the secondary vertical axis (right side), while expenditures in USD are displayed on the primary vertical axis (left side).

Figure 4: Unit cost per student enrolled, by implementation year and expenditure category

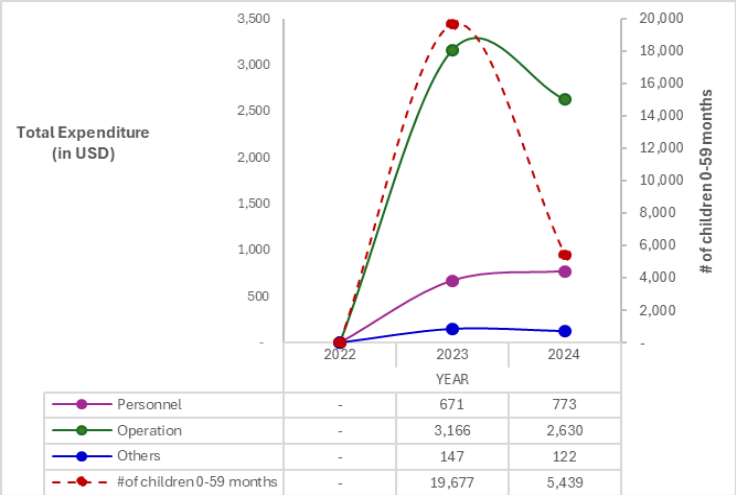


255. An additional factor potentially affecting the cost-analysis results relates to the timing of WASH infrastructure activities. Stakeholders and project documentation indicate that the COVID-19 pandemic delayed the start of project implementation. As such, some WASH infrastructure activities in Group 1 schools were not constructed before these schools transitioned into the NSFP. As a result, there was a push to complete WASH infrastructure activities in Group 1 schools following their transition in September 2023. This may partially explain the rise in operational costs and the only small change in personnel costs between 2023 and 2024, which would have impacted the cost-per-unit analysis. Regardless of the reason, the trend of rising expenditures and unit costs while student enrollment declines suggests the need for more periodic analysis of financial data against program activities and outputs to improve the efficiency of resource management.

256. **MGD 2.3: Number of children under five reached with nutrition-specific interventions.** This output indicator measures the number of children between 0 and 59 months of age who received one or more of seven types of nutrition-specific interventions directly or through the child's mother or caretaker,

as the result of USDA-supported programs.[274] [275] For the FY20 project, this refers mostly to children who participated in growth monitoring sessions. Growth monitoring was only launched in 2023, when the project aligned the activity with the biannual Maternal and Child Health week rather than monthly sessions originally envisioned. In 2023, the project reached 19,677 children with growth monitoring sessions, which decreased to 5,439 children in 2024 (Figure 5).

Figure 5: Number of children under 5 reached and expenditures, by implementation year



In Figure 5, the dotted line represents the number of children 0-59 months reached through the nutrition intervention, shown on the secondary vertical axis (right side), while expenditures in USD are displayed on the primary vertical axis (left side).

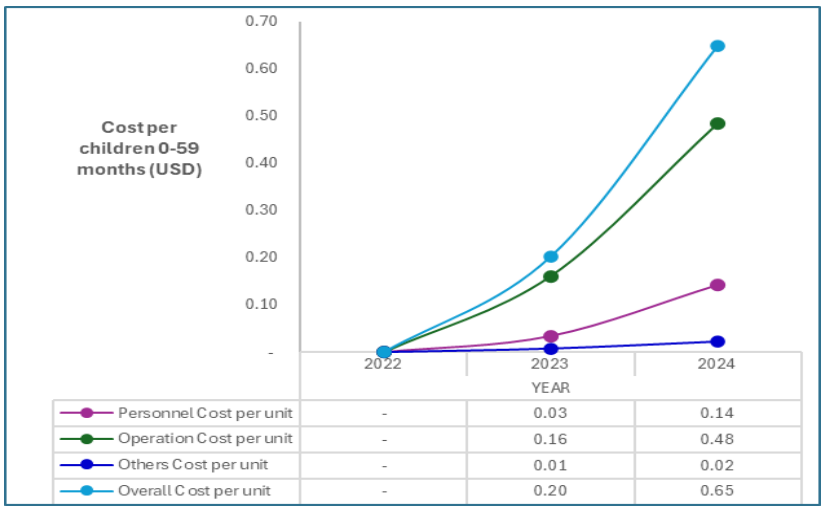
257. As shown in Figure 5, personnel (purple line) for implementing nutrition interventions rose in 2024 while operational costs declined only slightly (green line) even though data indicate that the number of children reached in 2024 was three times lower. Consequently, the cost per child for nutrition interventions (i.e., growth monitoring sessions) increased from USD 0.20 in 2023 to USD 0.65 in 2024 (Figure 6, light blue line). Though data provided by the CO indicated a decrease in the "output" (i.e., children under 5 benefitting from the activity) in the fiscal data shared with the evaluation team, notes in semi-annual reporting documents state that there was an increase in the number of students the project reached due to the Government's support for increased pre-primary enrollment.276 The difference in reported figures is at least in part due to the different timeframe used for semi-annual reporting (October through September of the following year) versus the cost-efficiency analysis (January through December of the same year). Ideally, the project's output data management system should be flexible enough to generate output indicator data monthly, allowing both output and financial data to be produced within the same timeframe.

[274] USDA. 2019. Food Assistance Indicators and Definitions.

[275] Nutrition-specific interventions include: 1) Behavior change communication (BCC) interventions that promote essential infant and young child feeding behaviors including i) immediate, exclusive, and continued breastfeeding; and ii) Appropriate, adequate and safe complementary foods from 6 to 24 months of age; 2) vitamin A supplementation in the past 6 months; 3) zinc supplementation during episodes of diarrhea; 4) Multiple Micronutrient Powder (MNP) supplementation; 5) treatment of severe acute malnutrition; 6) treatment of moderate acute malnutrition; and 7) direct food assistance of fortified/specialized food products (i.e. CSB+, Supercereal Plus, Ready to Use Therapeutic Foods (RUST), Ready to Use Supplementary Foods (RUSF), etc.).

[276] WFP Rwanda. 2024. Semi-annual performance indicator spreadsheet. Oct 2023 – Sept 2024.

Figure 6: Unit cost per child under 5, by implementation year and expenditure category

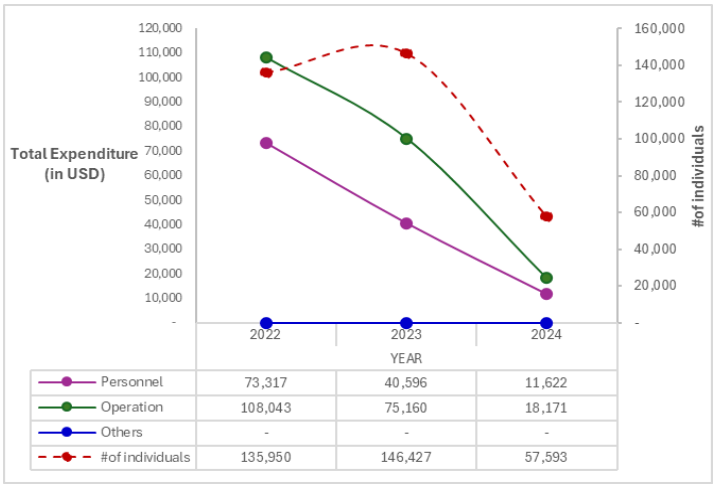


258. **MGD SO1/SO2: Number of individuals participating in USDA food security programs.** This indicator measures individuals directly participating in USDA-funded interventions, including those reached directly and participants in strengthened markets (e.g., smallholder farmers).[277] The individual is anyone who directly receives or benefits from project good or is expected to experience changes in related behavior or outcomes changes. For the Rwanda McGovern-Dole project, this indicator captures all smallholder farmers, teachers, administrators, cooks, storekeepers, government officials (e.g., district coordinators and national staff like secondments) who participate in the USDA-funded project. It is therefore broader than any of the three indicators examined above (i.e., MGD 1.1.4, MGD 1.3.4, and MGD 2.3).

259. The analysis of the MGD SO1/SO2 indicator, including all activities previously examined individually (e.g., educator training, nutrition interventions, etc.), reveals combined higher cost efficiency than for outputs connected to specific interventions. The downward trend in unit costs across categories (see Figure 8) is consistent with what would be expected as participant numbers decrease: the financial data show a gradual decrease in personnel and operational expenditures from 2022 to 2024 (figure, pink and green lines, respectively). This decline in expenditure aligns with the reduction in beneficiary coverage (Figure 7, dotted red line).

[277] USDA. 2019. Food Assistance Indicators and Definitions.

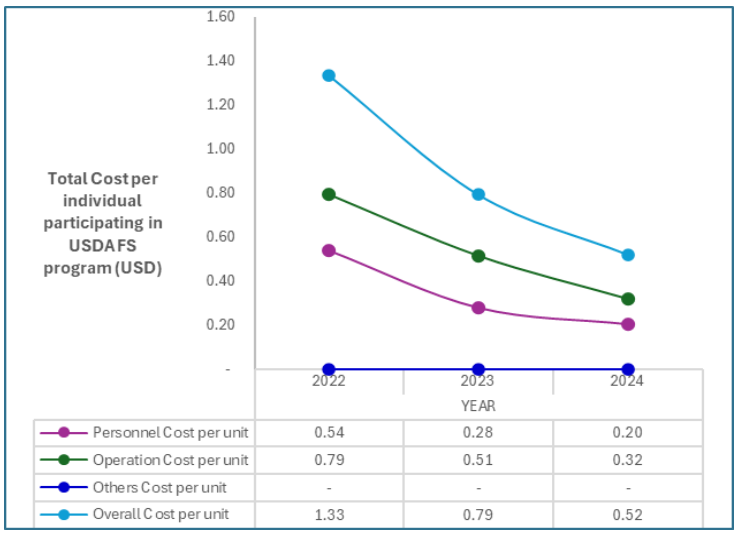
Figure 7: Number of food security beneficiaries and expenditure, by implementation year



In Figure 7, the dotted line represents the number of individuals reached through USDA food security intervention, shown on the secondary vertical axis (right side), while expenditures in USD are displayed on the primary vertical axis.

260. Although the number of beneficiaries was higher in 2023 than in 2022, the cost per beneficiary in 2023 was still lower than in 2022 (Figure 8, USD 0.79 and USD 1.33, respectively). This downward trend suggests the project saw efficiency gains between 2022 and 2024; the overall trend in cost per beneficiary follows a logical progression, with higher operational and personnel costs in the initial year due to start-up needs, followed by a gradual decline in subsequent years.

Figure 8: Unit cost per food security beneficiary, by implementation year and expenditure category



Annex 14: Supplemental tables and figures

Table 31: P2 students' reading support

INDICATOR	RESPONDENT	PERCENT					
		BL	MTE	Endline			
Learning environment		**All**	**All**	**All**	**Sig**	**Group 1**	**Group 2**
Percent of students who get time to read at home	Male students (n=351)	64.4%	89.8%	87.9%	c	82.6%	100.0%
	Female students (n=332)	79.4%	89.1%	89.8%	c	84.7%	99.2%
	All students	71.9%	89.5%	88.7%	c	83.6%	99.6%
Percent of students that were provided with extra reading materials	Male students (n=351)	40.0%	53.3%	58.7%	c	41.7%	99.4%*
	Female students (n=332)	45.2%	53.7%	58.7%	c	39.1%	94.9%
	All students	42.6%	53.4%	58.7%	c	40.5%	96.8%
	Sample size (n)	*903*	*901*	*683*		*462*	*221*

Differences between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***).
Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline student survey

Table 32: P2 students' support for schoolwork

INDICATOR	RESPONDENT	PERCENT					
		BL	MTE	Endline			
Studying support		**All**	**All**	**All**	**Sig**	**Group 1**	**Group 2**
Percent of students who get help from a parent/relative with schoolwork	Male students (n=351)	59.7%	75.7%	71.5%	c	62.4%	93.3%
	Female students (n=332)	61.2%	76.4%	76.5%	c	67.9%	92.3%
	All students	60.5%	76.0%	73.9%	c	64.9%	92.8%
Percent of students usually have enough time to study and complete their homework	Male students (n=351)	77.0%	88.5%	97.7%	c	96.8%	100.0%
	Female students (n=332)	76.3%	85.7%	98.5%	c	97.7%	100.0%
	All students	76.6%	87.1%	98.1%	c	97.2%	100.0%
	Sample size (n)	*903*	*901*	*683*		*462*	*221*

Differences between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***).
Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline student survey

Table 33: Recommendations from the 2023 FY20 midterm evaluation

Strategic or Operational	No.	Recommendation
Operational	1	Strengthen transition support for Group 1 schools, including post-transition accompaniment.
	2	Continue to strengthen the monitoring system; specifically target setting and inclusion of project-level indicators on women's empowerment, country capacity strengthening (CCS) and Persons with Disability indicators.
	3	Develop and implement a knowledge management and learning strategy to cover both the HGSF project and the NSFP.
	4	Organize an outcome-to-impact reflection process to update the TOC/results framework; this process should consider strategic recommendations from the midterm evaluation.
	5	Conduct small-scale qualitative research studies to probe more deeply into questions this evaluation has raised, to generate more detailed evidence that can inform adaptive management and sector learning.
	6	Strengthen focus on students living with disabilities to ensure their meaningful participation and prioritization in the NSFP and education opportunities.
Strategic	7	Bolster district capacity strengthening for the NSFP activities.
	8	Organize an agile HGSF technical support function that can provide short-term, high-quality technical consulting services to NFSP activities.

Table 34: P2 students' ability to read and understand a grade-level text (NESA benchmark)

INDICATOR	RESPONDENT	PERCENT					
		BL	MTE	Endline			
Reading and Listening Comprehension		**All**	**All**	**All**	**Sig**	**Group 1**	**Group 2**
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, *and* read at least 25 CWPM	Male Students (n=351)	34.1%	30.8%	48.4%	c	39.7%	69.2%
	Female Students (n=332)	46.1%	41.2%	65.4%***	c	59.1%***	76.9%
	All Students	40.0%	36.0%	56.6%	c	48.7%	73.3%
	Sample size (n)	*903*	*901*	*683*		*462*	*221*

Differences between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***). Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only. *Source*: FY20 endline EGRA

Table 35: P2 students' oral fluency, by CWPM

Percent of students in Correct Word Per Minute (CWPM) range - 60 range																	
	Baseline			Midterm			Endline - All Schools						Endline - Group 1			Endline - Group 2		
CWPM	Total	Boys	Girls	Total	Boys	Girls	Total		Boys		Girls		Total	Boys	Girls	Total	Boys	Girls
0 words	29.0	30.5	27.9	18.4	16.4	20.5	17.0	c	21.1***	c	12.6	c	23.8	28.7***	18.1	2.7	2.8	2.5
1 to 9	5.8	7.7	3.8	7.6	9.5	5.8	1.4	c	2.0	c	0.9		1.9	2.8	0.9	0.5	0.0	0.8
10 to 24	26.8	29.9	23.7	38.0	43.4	32.5	20.1	c	24.5		15.4	c	20.3	23.9**	16.3	19.5	25.9**	13.6
25 to 35	20.9	20.6	21.3	27.3	21.2	33.4	33.7	c	32.5	c	34.9	c	31.2	28.3	34.4	38.9	42.3	35.9
>36 words	17.3	11.3	23.3	8.7	9.5	7.8	27.8	c	19.9	c	36.1***	c	22.7	16.2	30.2***	38.5	28.8	47.0***
Above 25 words	38.2	31.9	44.6	36.0	30.7	41.2	61.5	c	52.4	c	71.0***	c	53.9	44.5	64.6***	77.4	71.1	82.9**
n	*903*	*452*	*451*	*901*	*452*	*449*	*683*		*351*		*332*		*462*	*247*	*215*	*221*	*104*	*117*

Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline school survey

Table 36: P2 students' reading and listening comprehension scores

INDICATOR	RESPONDENT	PERCENT					
		BL	MTE	Endline			
Reading and Listening Comprehension		**All**	**All**	**All**	**Sig**	**Group 1**	**Group 2**
Percentage of students who completely read a short story	Male students (n=351)	61.3%	64.4%	74.9%	c	68.8%	89.4%
	Female students (n=332)	67.0%	66.6%	84.3%***	c	80.5%***	91.5%
	All students	64.1%	65.4%	79.5%	c	74.2%	90.5%
Percentage of students who can understand a short story (listening)	Male students (n=351)	n/a	96.4%	94.0%		93.5%	95.2%
	Female students (n=332)	n/a	99.4%	91.6%		90.7%	93.2%
	All students	n/a	94.4%	92.8%		92.2%	94.1%
	Sample size (n)	*903*	*901*	*683*		*462*	*221*

Differences between male and female students tested for statistical significance at <10% (*), <5% (**) and <1% (***).
Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline EGRA

Table 37: P2 reading scores

QUESTION	RESPONDENT	PERCENT/AVERAGE					
		BASELINE	MIDTERM	Endline			
Reading Exercises		All	All	All	Sig	Group 1	Group 2
Reading Letters/Sounds (100) at 60 seconds	Male Students (n=351)	41.6	36.6	50.0	b	46.8	57.7
	Female Students (n=332)	44.8	30.3	57.2***	c	53.6***	63.4**
	All Students	38.8	33.5	53.5	c	50.0	60.7
Syllables (100) at 60 seconds	Male Students (n=351)	34.3	39.2	32.5		28.6	41.6
	Female Students (n=332)	28.9	32.2	40.1***	c	36.4***	47.0***
	All Students	31.6	35.6	36.2		32.2	44.5
Familiar Words (50) at 60 seconds	Male Students (n=351)	17.3	20.8	17.4		15.2	22.6
	Female Students (n=332)	13.4	17.0	22.2***	c	20.4***	25.4**
	All Students	15.3	18.9	19.7	b	17.6	24.1
Correct words in text/story (75) at 60 seconds	Male Students (n=351)	16.9	19.3	23.3	b	19.7	31.7
	Female Students (n=332)	20.9	15.5	29.2***	c	26.8***	33.7
	All Students	18.9	17.4	26.1	c	23.0	32.8
Correct words in text/story (75) at 180 seconds	Male Students (n=351)		46.9	52.0		45.9	66.5
	Female Students (n=332)		43.8	61.4***		57.2***	69.1
	All Students		45.3	56.6		51.2	67.9
Sample size (n)		*903*	*901*	*683*		*462*	*221*

Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline school survey

Table 38: Nutrition and food safety

QUESTION	RESPONSES	PERCENT/AVERAGE					
		BASELINE	MIDTERM	Endline			
School Feeding and Nutrition – Cooks/Storekeeper Questions		All	All	All	Sig	Group 1	Group 2
Are you using the nutrition and food safety guides developed for cooks and food store managers?		69.4%	92.7%	100.0%	c	100.0%	100.0%
What are safe food preparation and storage practices?	Food must be handled and prepared with utmost cleanliness, including proper hand washing before preparing food	58.3%	85.4%	96.7%		95.0%	100.0%
	All staff handling food in school must receive training on basic hygiene	0.0%	4.8%	73.3%	c	7.0%	80.0%
	Contact between raw foodstuffs and cooked food must be avoided	0.0%	2.4%	36.7%	c	25.0%	60.0%
	Food should be cooked thoroughly	27.8%	12.2%	60.0%	c	55.0%	70.0%
	Food must be kept at safe temperatures	5.6%	9.7%	80.0%	c	80.0%	80.0%
	Safe water and safe raw ingredients must be used in food preparation	13.9%	17.7%	53.3%	c	30.0%	100.0%
	None of these practices	22.2%	7.3%	0.0%	c	0.0%	0.0%
	Percent of cooks/storekeepers who could name **THREE** safety guidelines	2.4%	4.9%	80.0%	c	75.0%	90.0%
	Percent of cooks/storekeepers who could name **SIX** safety guidelines	n/a	n/a	26.7%		15.0%	50.0%
	Sample size (n)	*36*	*41*	*30*		*20*	*10*

Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline school survey

Table 39: School meal diversity

QUESTION RESPONSES	PERCENT/AVERAGE					
	BASELINE	MIDTERM	Endline			
School Nutrition	All	All	All	Sig	Group 1	Group 2
Is [your school] using the nutrition and food safety guides developed for cooks and food store managers?	69.4%	92.7%	100.0%	c	100.0%	100.0%
How many meals were provided in the last week that included Fruit in addition to the donated US commodities during the 2024-2025 school year?	91.7%	73.1%	19.4%	c	4.8%	50.0%
How many meals were provided in the last week that included Vegetables in addition to the donated US commodities during the 2024-2025 school year?	80.6%	100.0%	77.4%		71.3%	90.0%
How many meals were provided in the last week that included Legumes in addition to the donated US commodities during the 2024-2025 school year?	2.7%	100.0%	48.4%	c	57.1%	30.0%
How many meals were provided in the last week that included Animal Proteins (milk, meat, dried fish) in addition to the donated US commodities during the 2024-2025 school year?	8.3%	73.1%	16.1%		9.5%	30.0%
Sample size (n)	*41*	*41*	*31*		*21*	*10*

Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline school survey

Table 40: Health and hygiene awareness and practice

QUESTION	RESPONSES		PERCENT/AVERAGE					
			BASELINE	MIDTERM	Endline			
Student Health and Hygiene			All	All	All	Sig	Group 1	Group 2
Percent of students that can IDENTIFY at least 3 Health and Hygiene Practices	*Type of Respondent*							
		Male Students (n=351)	13.3%	16.6%	30.5%	c	6.5%	87.8%
		Female Students (n=332)	13.7%	7.6%	35.2%	c	6.5%	87.5%
		All Students	13.4%	12.1%	32.8%	c	6.5%	88.0%
Percent of students who can regularly practice at least three key health and hygiene practices	*Type of Respondent*							
		Male Students (n=351)	6.6%	6.2%	16.8%	c	2.8%	50.0%
		Female Students (n=332)	11.8%	5.3%	20.5%	c	4.1%	50.4%
		All Students	9.2%	5.8%	18.6%	c	3.4%	50.2%
	Sample size (n)		*903*	*901*	*683*		*462*	*221*

Difference between baseline and endline tested for statistical significance at <10% (a), <5% (b) and <1% (c). No comparative analysis conducted using midterm values; these are for reference only.
Source: FY20 endline school survey

Table 41: Stakeholders' roles for the transition of HGSF schools to the NSFP

Stakeholder	Roles outlined in transition plan
MINEDUC	• Budget for the existing and additional schools • Communicate changes to stakeholders
WFP	• Provide training in 7 districts • Focus on communication and mobilization of parent contributions • Maintenance plans and agreements on infrastructure • Support from the Field Office Teams • Mobilizing funds to retain the district coordinators and other human resources • Strengthen supplier/farmer connections to school feeding
Districts	• Embed transition activities in their own plans and budgets • Retain district coordinators/knowledge • Ensure strong district committees • Strengthen supplier/farmer connections to school feeding
Schools	• Maintain infrastructure and skills and management practices
Parents	• Increase parental contribution to level required in NSFP

Annex 15: Findings, conclusions and recommendations mapping

261. The table below links the findings and conclusions to the recommendations presented in Section 3.3.

Table 42: Findings, conclusions and recommendations mapping

Recommendation	Conclusions	Findings
Recommendation 1: Institutionalize best practices and lessons learned within WFP and the National School Feeding Programme	Conclusion 1	1, 2, 3, 4, 5, 6, 7, 8
	Conclusion 2	9, 10, 11, 12, 13, 14, 15, 16, 17
	Conclusion 4	21, 22, 23, 24, 25, 26
	Conclusion 5	27, 28, 29, 30, 31, 32, 33, 34, 35
Recommendation 2: Define and track efficiency indicators to guide implementation optimization	Conclusion 3	19, 20
Recommendation 3: Transition toward implementation and process optimization, beginning with WFP's internal systems	Conclusion 2	9, 10, 14, 15, 16, 17
	Conclusion 3	18, 19
	Conclusion 4	21, 22, 23, 26
	Conclusion 5	27, 28, 29, 30, 33

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Annex 17: Acronyms

AAP	Accountability to Affected Populations
CCS	Country capacity strengthening
CFM	Complaint Feedback Mechanism
CFSVA	Comprehensive Food Security and Vulnerability Analysis
CO	Country Office
CPI	Consumer Price Index
CRC	Convention on the Rights of the Child
CU5	children under five years of age
DE	Decentralized Evaluation
DEO	District Education Officer
DEQAS	Decentralized Evaluation Quality Assurance System
DRC	Democratic Republic of Congo
EB	Executive Board
EC	Evaluation Committee
ECIV5	Integrated Household Living Conditions Survey 5
EGRA	Early Grade Reading Assessment
EQAS	Evaluation Quality Assurance System
ERG	Evaluation Reference Group
ESSP	Education Sector Strategic Plan
ESWG	Education Sector Working Group
ET	Evaluation Team
FAO	Food and Agriculture Organization
FSQ	Food safety and quality
FY	Fiscal Year
GDP	Gross Domestic Product
GHI	Gardens for Health International
HGSF	Home Grown School Feeding
HQ	Headquarters
IFAD	International Fund for Agricultural Development
IR	Inception Report
KML	Knowledge Management and Learning
LRP	Local and Regional Procurement
MHM	menstrual hygiene management
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Affairs
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MINICOM	Ministry of Trade and Industry
NCDA	National Child Development Agency
NESA	National Examination and School Inspection Authority
NISR	National Institute of Statistics of Rwanda
NSF	National School Feeding
NSFP	National School Feeding Programme
ODK	Open Data Kit
OECD-DAC	Organisation for Economic Co-operation and Development – Development Assistance Committee
OEV	(WFP) Office of Evaluation
PSTA4	Strategic Plan for Agriculture Transformation
REB	Rwanda Education Board
RO	Regional Office

RWF	Rwandan Franc
SDG	Sustainable Development Goal
SDMS	School Data Management System
SFC	School Feeding Committee
SGAC	School General Assembly Committee
SO	Strategic Objective
THR	Take-home rations
TOR	Terms of Reference
ToT	Training of Trainers
TVET	Technical and Vocational Education and Training
TWG	Technical Working Group
UN CCA	United Nations Common Country Analysis
UNCT	United Nations Country Team
UNDAP	United Nations Development Assistance Plan
UNSCDF	United Nations Development Assistance Plan Sustainable Development Cooperation Framework
USDA	United States Department of Agriculture
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organization

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