

OPERATION EVALUATION

Bhutan Development Project 200300 Improving
Children's Access to Education: A midterm
evaluation of WFP's Operation (2014-2018)

Final Evaluation Report

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Acronyms

ADB	Asian Development Bank
AIIB	Asian Infrastructure and Investment Bank
BAFRA	Bhutan Agriculture and Food Regulatory Authority
BLSS	Bhutan Living Standards Survey
CO	Country Office
CSO	Civil Society Organization
CPS	Corporate Partnership Strategy
DAO	Delivering as One
DEO	District Education Official
DEV	Development Programme
DVPA	Domestic Violence Prevention Act
EB	Executive Board
ECCD	Early Childhood Care and Development
ECR	Extended Classroom
EM	Evaluation Manager
EMIS	Education Monitoring and Information System
EPIG	Education Planning and Implementation Guidelines
ET	Evaluation Team
FAO	Food and Agriculture Organization
FCB	Food Corporation of Bhutan
FGD	Focus Group Discussion
FY	Financial Year
FYP	Five-Year Plan
GDI	Gender Development Index
GDP	Gross Domestic Product
GII	Gender Inequality Index

GNH	Gross National Happiness
GNHC	Gross National Happiness Commission
GPI	Gender Parity Index
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
HoO	Head of Office
HSS	Higher Secondary School
IDI	In-depth interview
IEC	Information, Education and Communication
I/NGO	International / Non-Governmental Organization
JMP	Joint Monitoring Programme
KII	Key Informant Interview
LDC	Least Developed Country
LSS	Lower Secondary School
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MFA	Ministry of Foreign Affairs
MoAF	Ministry of Agriculture and Forestry
MoE	Ministry of Education
MoF	Ministry of Finance
MOU	Memorandum of Understanding
MSS	Middle Secondary School
MT	Metric Tonne
MTE	Midterm Evaluation
NCI	National Capacity Index
NEF	National Education Framework
NEP	National Education Policy

NER	Net Enrolment Rate
NFSR	National Food Security Reserve
NKRA	National Key Results Area
ODA	Official Development Assistance
OEV	Office of Evaluation
OpEvs	Operation Evaluations
PCR	Programme Component Results
PM	Prime Minister
PPD	Policy and Planning Division
RB	Regional Bureau
RGoB	Royal Government of Bhutan
RNR	Renewable Natural Resources
RTM	Round Table Meeting
SABER	School Feeding Systems Approach to Better Educational Results
SAFED	School Agriculture, Feeding and Environment Division
SAP	School Agriculture Programme
SDC	Swiss Development Cooperation
SDGs	Sustainable Development Goals
SFMC	School Feeding Management Committee
SFTC	School Feeding Technical Committee
SFP	School Feeding Programme
SHND	School Health and Nutrition Division
SPR	Standard Project Report
SEN	Special Education Need
SO	Strategic Objective
TOR	Terms of Reference
UN	United Nations

UNAIDS	United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization
WTO	World Trade Organization

Operational Fact Sheet

OPERATION			
Type/Number/Title	DEV 200300: Improving Rural Children's Access to Basic Education with a Focus on Primary Education		
Approval	The operation was approved by the Executive Board on November 06, 2013.		
Amendments	There has been no amendment to the initial project document.		
Duration	<u>Initial:</u> 01 January 2014 – 31 December 2018	<u>Revised:</u> N/A	
Planned beneficiaries	<u>Initial:</u> 30,000	<u>Revised:</u> N/A	
Planned food requirements	<u>Initial:</u> In-kind food: 9.396 MT of food commodities Cash and vouchers: N/A	<u>Revised:</u> In-kind food: N/A Cash and vouchers: N/A	
US\$ requirements	<u>Initial:</u> 8,579,519	<u>Revised:</u> N/A	
OBJECTIVES AND ACTIVITIES			
	Strategic Objective	Operation-specific objectives and outcomes	Activities
Contributes to millennium development goal (MDG) 2 and 3, and UNDAF outcome 2	Crosscutting results	Gender: Gender equality and empowerment improved	
		Partnership: Food assistance interventions coordinated and partnerships developed and maintained	
	WFP Strategic Objective 4 (SO4): Reduce undernutrition and break the intergenerational cycle of hunger	SO4.1: Work with the government to maintain access to and gender parity in primary education	
		Outcome SO4.1: Increased equitable access to and utilization of education	<ul style="list-style-type: none"> • Provision of onsite school meals • Sensitization on sanitation, hygiene and nutrition • Training on food storage warehouse and stock management
		SO4.2: Strengthen the capacity of the Ministry of Education to run a nationwide school feeding programme	
		Outcome SO4.2: Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels	<ul style="list-style-type: none"> • Joint policy analysis and priority setting • Supply chain management • Programme management, oversight and monitoring
PARTNERS			
Government	Gross National Happiness Commission (GNHC), Ministry of Education (MoE), School Health and Nutrition Division (SHND), Policy and Planning Division (PPD), Ministry of Health (MoH), Ministry of Agriculture and Forests (MoAF), Bhutan Agriculture and Food Regulatory Authority		

United Nations	Food and Agriculture Organization of the United Nations (FAO), United Nations Population Fund (UNFPA), United Nations Children’s Fund (UNICEF), World Health Organization (WHO)
NGOs	N/A
Other	N/A

RESOURCES (INPUTS)

Amount required:
US\$ 8,579,519

Contribution received as of 1 May 2016:
US\$6,691,152

Percent against appeal: 78%

Cumulative total expenditure:
US\$3,791,586

No budget revisions to date

Figure 1: Top five donors

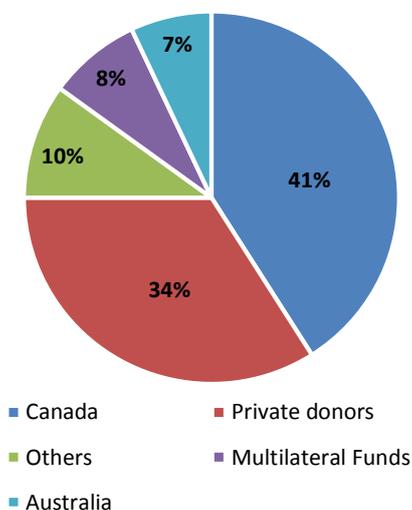


Figure 2: Overall funding situation

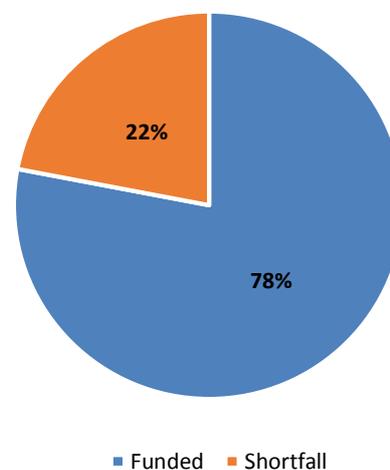
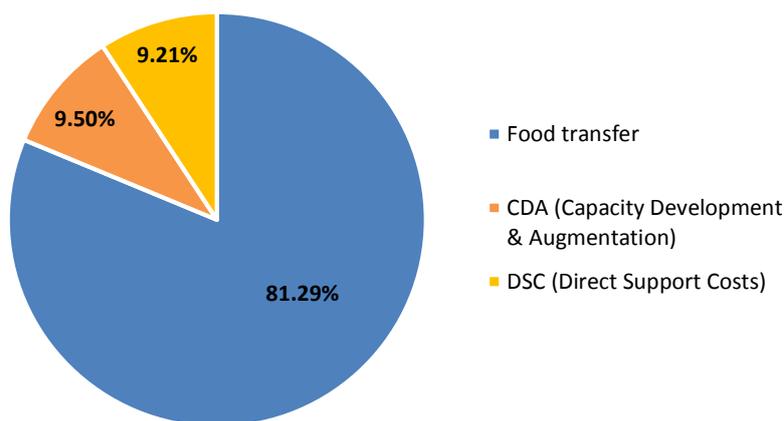


Figure 3: Cumulative direct project costs until 31 December 2015



Source: WFP. 2016. Resource Situation Update: Summary Chart of Confirmed Contributions to Development Projects (DEVs.) May; WFP. Bhutan DEV 200300 SPRs 2014 and 2015; WFP. 2015. Terms of Reference, Mid Term Operation Evaluation, Bhutan Development Project 200300; WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300.

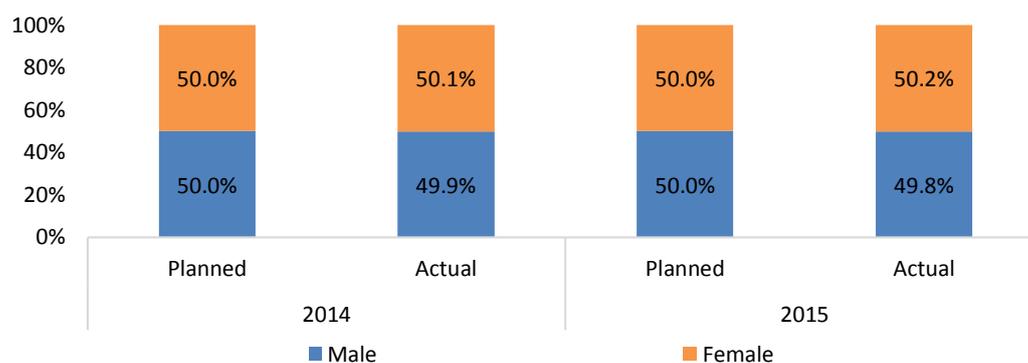
OUTPUTS

Table 1: Beneficiary numbers, planned vs. actual

Year	Component	Planned (per Project Document)			Actuals (per SPRs)			% achieved
		Male	Female	Total	Male	Female	Total	
2014	School feeding	15,000	15,000	30,000	15,146	15,200	30,346	101.2%
2015	School feeding	12,500	12,500	25,000	12,167	12,270	24,437	97.7%
Total		27,500	27,500	55,000	27,313	27,470	54,783	99.6%

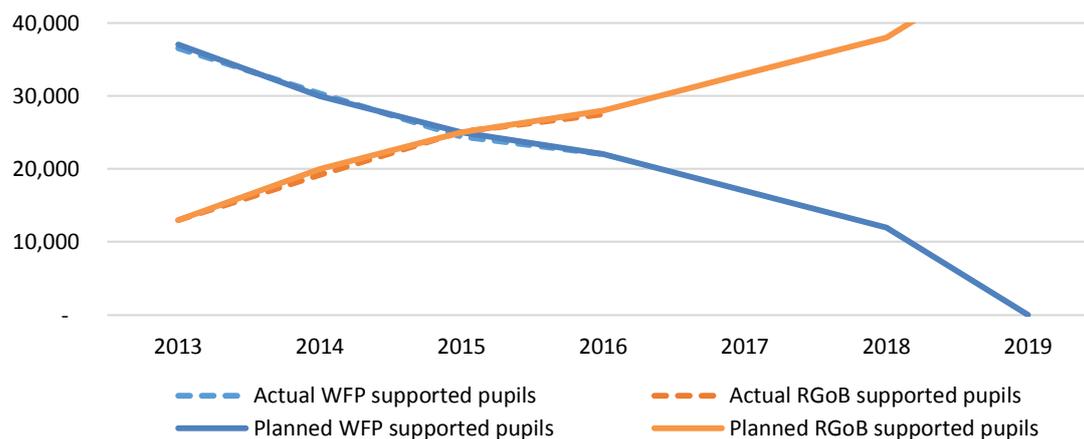
Source: WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300.; WFP Bhutan DEV 200300 SPRs 2014 and 2015.

Figure 4: Beneficiary numbers, planned vs. actual, by sex



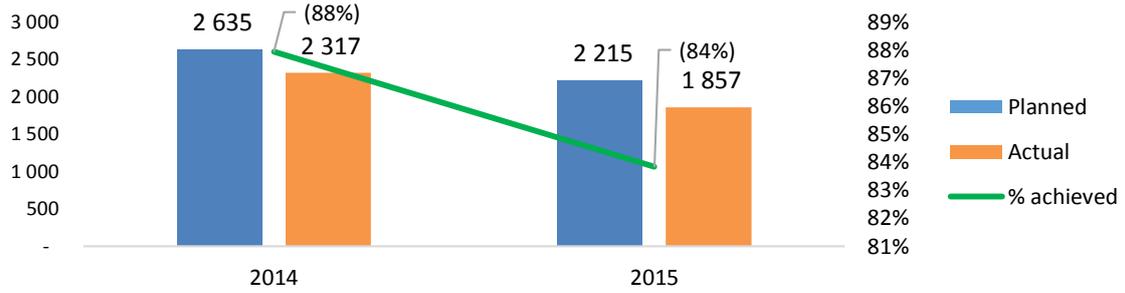
Source: WFP Bhutan DEV 200300 SPRs 2014 and 2015.

Figure 5: School feeding handover, planned vs. actual



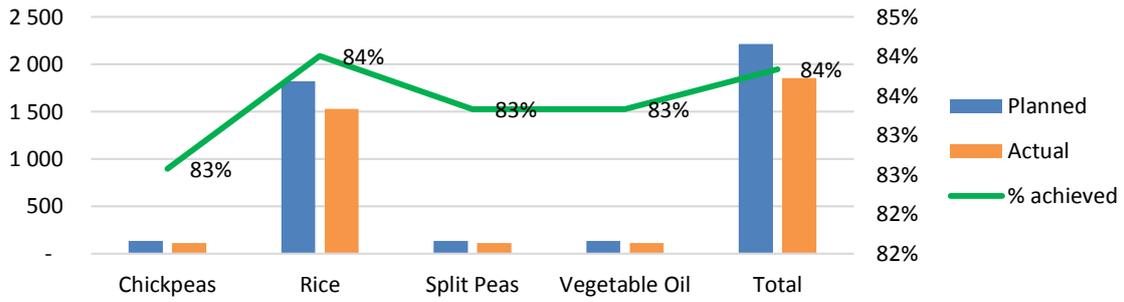
Source: WFP Bhutan DEV 200300 SPRs 2014 and 2015.

Figure 6: Food distributed (MT), planned vs. actual, by year



Source: WFP Bhutan DEV 200300 SPRs 2014 and 2015

Figure 7: Commodities distributed (MT), planned vs. actual, 2015



Source: WFP Bhutan DEV 200300 SPR 2015.

OUTCOMES

Table 2 : Presentation of outcomes

KEY	Attained	Not attained	Baseline	Target	SPR 2014	SPR 2015
CROSSCUTTING RESULTS						
Partnerships: Food assistance interventions coordinated and partnerships developed and maintained	Number of partner organizations that provide complementary inputs and services		6	8	6	6
Gender: Gender equality and empowerment improved	Proportion of women beneficiaries in leadership positions of project management committees		50%	50%	50%	50%
OUTCOMES						
SO4.1: Increased equitable access to and utilization of education	Net Enrolment Rate (NER) in WFP-assisted primary schools (boys)		95%	97%	95%	92.4%
	NER in WFP-assisted primary schools (girls)		96%	98%	95%	98.1%
	Retention rate in WFP-assisted primary schools (boys)		96%	96%	99.1%	96.8%
	Retention rate in WFP-assisted primary schools (girls)		96.2%	96.2%	99.9%	98.8%
SO4.2: Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels	NCI: School Feeding National Capacity Index		11	14	11	12
	Handover strategy developed and implemented [1=not achieved; 2=partially achieved; 3=achieved]		2	3	2	2

Source: WFP Bhutan DEV 200300 SPRs 2014 and 2015.

Figure 8: Net enrolment rate for WFP-assisted schools, by year and sex

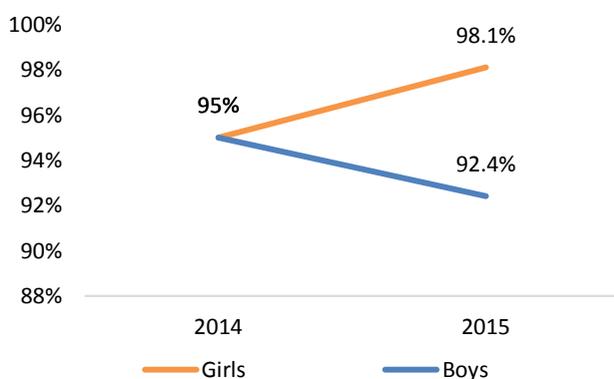
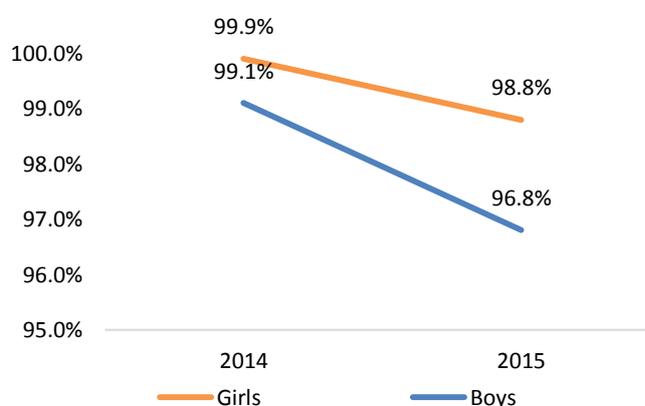


Figure 9: Retention rate for WFP-assisted schools, by year and sex



Source: WFP Bhutan DEV 200300 SPRs 2014 and 2015.

Assessment of project progress on capacity development

Table 3: Bhutan Capacity Development Road map (2015 - 2018)¹

Objective / Milestones	Status assessment by ET and CO
Policy Goal 1: Policy Framework	
A comprehensive School Feeding Policy/strategic document is developed and approved.	Pending
Policy Goal 2: Financial Capacity	
Financial capacity upgraded through strengthening the financial sustainability and the School Feeding Programme fully funded by the RGoB	Pending
Policy Goal 3: Institutional Capacity and Coordination	
School feeding division with a clear mandate and enhanced manpower and technical capacity to ensure strengthened coordination between national, district and school levels established	In progress
National guidance on school feeding management finalized and rolled out in place in all schools and accountability mechanism in place	In progress
Policy Goal 4: Design and Implementation	
Strengthened comprehensive M&E system for school feeding, which is integrated into national education monitoring systems, with recurrent monitoring, data collection and reporting at both national and Dzongkhag level	Pending
Revised targeting mechanism for school feeding developed and rolled out	In progress
National standards on food modalities and food basket defined and included in the overall School Feeding guidelines	Pending
National food procurement guideline developed that addresses quality of food	Pending
Streamlined Supply Chain for School Feeding	In progress
Policy Goal 5: Community Roles – Reaching Beyond Schools	
Increased community involvement in school feeding	Pending

¹ Source: This table was prepared with inputs from the CO using the Bhutan Road Map 2015-2018 and the Annual Work Plan (AWP) 2014, 2015 and 2016 as guiding documents, and was validated in email communication from CO to ET on 6 June 2016.

Executive Summary

Introduction

1. **Evaluation features:** The World Food Programme (WFP) Office of Evaluation commissioned TANGO International to conduct this independent midterm evaluation of Development Project (DEV) 200300: “Improving Rural Children’s Access to Basic Education” to provide accountability, learning, and evidence-based findings to inform operational and strategic decision-making. The timing of the evaluation allows findings to guide WFP programme phase-out and closure in December 2018, with handover of WFP-supported schools to the Royal Government of Bhutan (RGoB). The main evaluation questions are: i) How appropriate is the operation? ii) What are the results of the operation? iii) Why and how has the operation produced the observed results?
2. The evaluation period covers the development of the DEV (January – December 2013), and from the beginning of the operation through the start of the evaluation (January 2014 – December 2015). The evaluation’s internal stakeholders and users are WFP Bhutan staff, who can use it to inform decision-making for the remaining time in the DEV; WFP Regional Bureau, which will apply learning to other country offices; and OEV, which will use it to better understand how to support country offices in evaluation functions. The direct external stakeholders are beneficiaries, the government, cooperating partners and donors.
3. The evaluation team (ET) was gender-balanced and composed of four team members. The in-country fieldwork was conducted by an international evaluator/team leader and a Bhutanese evaluator. An international expert in education and school feeding provided distance support on evaluation design and analysis. A research associate assisted with the literature review and report preparation.
4. The evaluation employed a mixed-method approach and was guided by the criteria of relevance, coherence, and appropriateness; efficiency; effectiveness; impact; sustainability and connectedness; and gender. The methodology included review of project documentation, RGoB and WFP policies relevant to the DEV strategy and implementation, and relevant external literature; collection of primary qualitative data; and triangulation of findings via comparison and validation of information from primary and secondary sources, as well as debriefings and follow-up discussions with stakeholders. The fieldwork took place from 7-25 March 2016, with time divided between Thimphu for interviews with WFP Bhutan staff and RGoB stakeholders, and field visits. The evaluators developed data collection tools that were reviewed and adjusted for gender appropriateness; field data collection protocols included on-site measures to proactively engage with women and gender-disaggregated data collection, where possible. The team visited 13 schools in Bumthang, Mongar, Trashigang, Zhemgang, Samdrup Jongkhar and Chukha districts following a purposive sampling strategy to vary in terms of accessibility, school level, WFP- versus RGoB-supported schools, and settled vs. semi-nomadic populations. The team observed school feeding activities and school, road and market infrastructure, and interviewed parents, students and school staff using key informant, in-depth interview and focus group discussion approaches. The evaluators also interviewed village and local government officials in the districts visited. The evaluators held separate exit debriefings with WFP and external stakeholders, and continued correspondence and review of findings and recommendations online during the report-writing period.

5. **Country context:** Bhutan is a landlocked country in the Eastern Himalayas located between China in the north and India in the south. It has a total surface area of 38,394 km² and an estimated population of 764,940 in 2015, with substantial ethnic and linguistic diversity. Bhutan has experienced steady economic growth and is classified by the World Bank as a lower-middle-income country. Per capita gross national income is US\$2,070 (2011), and Gross Domestic Product was US\$1.82 billion in 2014. Bhutan's main economic sectors are manufacturing, wholesale and retail trade, and construction. Constraints to economic growth include distance from global and regional markets, landlocked situation, weak growth in the primary sector, low levels of value addition in manufacturing and high dependence on imports. Poverty reduction has been identified as a focus in the RGoB's 11th Five-Year Plan (2013-2018), with emphasis on multidimensional poverty, income inequalities, malnutrition and growing urban poverty. Agricultural land covers only eight percent of the country, and food production is low. The National Food Security Reserve ensures availability of domestically produced and imported rice, sugar and oil. Nearly 40 percent of household expenditures are devoted to food. Overall, macro-nutritional indicators have been improving, but micronutrient deficiencies are a challenge among pre-school and schoolchildren and pregnant women.
6. Public expenditure on education is given high priority in Bhutan, with 7.3 percent of GDP and 16.7 percent of total government spending allotted to education. Education policies are established by the draft National Education Policy and the Education Blueprint (2014-2024). Since WFP's arrival in Bhutan in 1974, the RGoB school feeding programme, with WFP support, has substantially scaled up from supporting children at boarding schools to focusing on increasing primary and lower-secondary school enrolment and attendance – especially of girls. In 2008, RGoB started taking over WFP beneficiaries, committing to a full handover by the end of 2013, which in 2010 was extended until the end of 2018. Bhutan has greatly progressed toward gender inclusion and parity in primary education. However, girls' poor performance in the last two years of basic education narrows their options for higher and technical education. Main obstacles to girls' education performance and enrolment at secondary and tertiary level are early marriage, household work and caregiving, and the influence of Bhutan's matrilineal system.
7. **Operation overview:** The two objectives of DEV 200300 are: (1) maintain access to, and ensure gender parity in, primary education that contributes to enhanced learning; and (2) strengthen the capacity of the Ministry of Education to be an effective steward of a nationwide school feeding programme. To achieve these objectives, WFP supports selected schools through direct food assistance, and strengthens Ministry of Education capacities in policy-setting, supply-chain management and programme oversight to enable the Ministry to absorb new students and independently manage the countrywide school feeding programme. Over the life of the project, DEV 200300 plans to provide food assistance to a maximum of 106,000 beneficiaries (54,060 boys + 51,940 girls). Total resource requirements are US\$8,579,519; contributions as of May 2016 are 78 percent against appeal.

Evaluation Findings

8. **Appropriateness of the operation:** The DEV 200300 educational and capacity development objectives are appropriate to RGoB and final beneficiary needs. At this time, there is insufficient evidence to support the appropriateness of school feeding as an effective or necessary incentive to school enrolment or attendance, or to assess

the contribution to learning outcomes. The analysis of the nutritional rationale for school feeding during the design was insufficient. However, the ET finds evidence that a nutritional basis for continued school feeding is justified to some extent, although the WFP food basket is not appropriate to meet the full nutritional needs of schoolchildren. The transfer modality and geographic targeting of WFP school feeding are appropriate.

9. The inclusion of the specific objective to strengthen ownership and capacity for school feeding was appropriate, given the direction of the Ministry of Education in continuing school feeding and assuming responsibility for WFP-covered schools when WFP exits Bhutan, but important analytical and implementation aspects were not properly detailed in the DEV design. There is no specific objective on handover, and limited direct reference in the DEV to handover strategy and planning. DEV 200300 was not based on comprehensive gender analysis on access to education and education outcomes. The DEV is coherent with WFP corporate strategies and policies, and with RGoB policies that mention school feeding in the context of education and nutrition improvements. The DEV is fully integrated into the UNDAF framework Bhutan One Programme 2014-2018, but there are insufficient synergies with bilateral UN partner initiatives.
10. **Results:** The WFP school feeding handover is slightly ahead of the schedule stipulated in the DEV project document. This means that WFP is currently feeding a lower number of students than planned (in 2015: 54,783 students against a planned 55,000, or 99.6 percent, with a fairly even boys-girls ratio); WFP distributed 1857 MT of planned commodities (84 percent of planned) in 2015. Supply chain management is satisfactory. Food storage, handling and preparation at schools are below WFP corporate and CO training standards. The targeting of WFP school feeding beneficiaries at school level is effective. The targeting of school feeding beneficiaries in schools handed over to RGoB during this DEV is problematic; day students previously included in WFP school feeding are not included in RGoB school feeding due to differences in targeting criteria. The WFP response to this problem has not been effective. While the project exceeded outcome targets for all education indicators in 2015 (excepting the net enrolment for boys in WFP-assisted schools, 92.4 percent against a target of 97 percent), the ET found no clear evidence of the link between the WFP school feeding programme and changes in net enrolment rate and retention outcomes, reported in the SPRs.
11. The WFP capacity development activities in 2014 were partially effective. The project did not attain outcome targets for the school feeding national capacity index (12 against a target of 14) or achievement of a handover strategy, considered “partial” achievement. The SABER report informed the development of a Capacity Development Road Map, which was endorsed by RGoB in early 2015, and was the basis for a shift from a WFP-led transition to a participatory transition model with more meaningful involvement by RGoB. The main challenges ahead are the backlog of capacity development activities, the lack of prioritization, and the large number of planned activities, not all of which are essential to handover and immediate RGoB school feeding needs. Joint RGoB and WFP capacity for the handover remains low. RGoB ownership of the handover process is limited. Gender activities were not a focus of the project and received minimal attention in project activities. There is insufficient evidence that project activities can be attributed to the reported crosscutting gender and partnership results, which are corporate requirements. The ET found no unintended effects of the DEV.

12. **Factors affecting the results:** The main internal factors are WFP's low capacity to partner due to the high DEV workload, the small CO national team that lacks the experience and expertise to implement a handover and capacity development project, limited internal WFP guidance on handover and capacity development, and M&E constraints. The recruitment of an experienced Head of Office and the establishment of the School Feeding Technical Committee to guide the handover have been helpful factors.
13. The main external factors are the good institutionalization of WFP school feeding in Bhutan, which has led to a relatively smooth handover to RGoB school feeding, despite lack of handover preparedness and planning. RGoB is willing and financially able to fully take over school feeding activities from WFP by 2018, but there are still some operational capacity gaps. The delay in approval of the draft National Education Policy has affected capacity investment decisions. The lack of social safety nets in Bhutan, and resulting high dependency of rural households on school feeding, has affected local support to the handover process. The state of agriculture and the limited opportunities for collaboration with agriculture and health sectors in Bhutan have affected strengthening of decentralized procurement models and school meal composition.

Conclusions

14. **Relevance:** there is no clear evidence to indicate relevance of school feeding activities to education outcomes, and limited evidence of relevance to nutrition outcomes other than providing basic food. The WFP phase-out is appropriate to country profile and RGoB financial capacity to continue school feeding, but handover design and capacity development design are not grounded in the required situational analysis.
15. **Efficiency:** WFP school feeding is generally efficient. The handover of schools to RGoB is on track but is not efficient, with high transaction costs in communication and coordination between RGoB and WFP, and at local level. The capacity development component was not efficient but is improving. RGoB is willing and financially able to take over WFP school feeding but has capacity gaps. The WFP capacity development action plan is overly ambitious with current resources.
16. **Effectiveness:** WFP school feeding is effectively implemented. The handover so far has been partially effective. The targeting problem has not yet been resolved. The CO approach to capacity strengthening during 2014 was partially effective, and has significantly improved in 2015.
17. **Impact and sustainability:** The current DEV has so far made a minor contribution to SO4, reducing undernutrition and breaking the intergenerational cycle of hunger. When assessing impact and sustainability, it is important to reflect on this DEV as the final phase of 40 years of WFP school feeding in Bhutan. In that light, the ET finds WFP has made a critical contribution to the establishment and sustainability of the current RGoB school feeding system, not only through the current DEV but also through a succession of similar WFP school feeding programmes.

Recommendations (in order of priority)

18. R1. Immediately undertake the study of the nutritional needs of schoolchildren in Bhutan and the nutritional composition of the current RGoB and WFP school meals, including the nutritional values of the most common fresh food supplements. This study should be completed in 2016. Use this study to inform decisions on RGoB food basket composition, and to develop guidance on school feeding menu and food preparation for inclusion in the RGoB school feeding operation manual.

19. R2. Immediately undertake the situational analysis to establish a stronger rationale and medium-term vision for school feeding in Bhutan: who should be fed and why? The analysis should be completed in 2016 and be positioned to inform a consolidated school feeding strategy in the draft NEP, which is currently undergoing revision.
20. R3. In the second half of 2016, implement staff changes in WFP Bhutan to strengthen effective implementation of handover. 1) Place the WFP Programme Assistants on secondment to SHND. 2) Recruit a senior staff member to support the WFP Country Manager to coordinate the multiple handover activities, manage internal and external technical assistance to the CO, and implement minimum standards in knowledge management and learning for this handover process. 3) Allocate specific external communication responsibilities with RGoB to the CO Programme Officer, with support from a RB WFP communications expert.
21. R4. In the second half of 2016, prioritize the shift of secretariat function of the SFTC from WFP to the SHND, MoE. This should break from the current gradual shift to an immediate change in operating modality of the SFTC and SHND, with hands-on consolidation support by WFP for as long as necessary. The SFTC should play a leading role in coordinating and prioritizing handover strategy activities. In the short-term, daily management of handover activities will remain a joint responsibility of SHND and WFP, with a gradual shift to SHND as the lead, with WFP coaching.
22. R5. In the second half of 2016, consolidate the WFP roadmap into a practical SFTC handover strategy and action plan, co-funded by WFP. Prioritize the WFP annual workplan activities into a realistic SFTC 2016-2018 action plan to achieve the milestones in the handover. This strategy should describe a phased-out accompaniment and coaching role for WFP to SFTC up to 2018. A key operational change proposed is that WFP allocate co-funding to SFTC in the form of a menu of essential and optional activities from which SFTC can select priority handover actions for its own action plan.
23. R6. In the first half of 2017, prepare an Information, Education and Communication strategy to ensure early awareness and preparedness at local level of handover purpose, planning and criteria for school selection. Include clear guidance for school administrators to engage parents, students and other local stakeholders. Include real case study examples that demonstrate local solutions for schools to address gaps in the handover strategy and RGoB school feeding programme.
24. R7. In the first half of 2017, prioritize the development and field validation of the RGoB school feeding operational manual describing type, frequency and expected quality of school feeding activities, outputs and technical approaches. State in the manual detailed descriptions of roles and responsibilities of stakeholders at all levels, including internal supply chain and outcome monitoring. The manual should clearly describe communication and decision-making processes among stakeholders.
25. R8. In the first half of 2017, re-assess the feasibility of satisfactory completion of DEV Objective 2 on capacity development by 2018, and develop do-no-harm options for the possible scenario that this objective cannot be met.
26. R9. In the second half of 2017, re-assess the commodity procurement system. Reviewing options for local purchases and linkages with local farm-to-school, agriculture productivity and market development programmes (FAO, IFAD, MoAF) to complement central procurement. Use assessment results to update government guidance on school feeding procurement and government cash transfers (stipends) to schools.

1. Introduction

1.1. Evaluation Features

1. The World Food Programme (WFP) Office of Evaluation (OEV) commissioned this independent midterm evaluation of Development Project (DEV) 200300: “Improving Rural Children’s Access to Basic Education.” The WFP Regional Bureau for Asia and the Pacific (RB), in consultation with the Country Office (CO) and OEV, selected this DEV for evaluation from a shortlist of operations prepared by OEV that met the criteria of utility and risk. The DEV concludes in December 2018, thus the timing allows evaluation findings to guide programme closure and WFP phase-out with handover of the supported schools to the Royal Government of Bhutan (RGoB).
2. **Evaluation objectives:** The primary objectives of this evaluation are accountability and learning, specifically: to assess and report on the performance and results of the operation (accountability), to determine the reasons why certain results occurred or not (learning), and to provide evidence-based findings to inform operational and strategic decision-making (accountability and learning). The following criteria guided the evaluation: relevance, coherence, and appropriateness; efficiency; effectiveness; impact; sustainability and connectedness; and gender. The scope of this evaluation includes all activities and processes related to the DEV necessary to answer the following key evaluation questions: How appropriate is the operation? What are the results of the operation? And, why and how has the operation produced the observed results? Specific areas of analysis related to these questions are presented in Annex 2. The period covered by this evaluation captures the time from the development of the operation (January – December 2013) and the period from beginning of the operation until the start of the evaluation (January 2014 – December 2015).
3. **Stakeholders and users:** All primary internal stakeholders in this evaluation are also users of this report. They are: CO staff, who can use this information to inform decision-making; the RB, which can use the findings to inform its oversight of the CO, and to consolidate guidance and apply learning to other COs; and OEV, which can use this evaluation to better understand how to support COs in evaluation functions. The direct external stakeholders are beneficiaries, the government, cooperating partners and donors.
4. **Methodology:** The evaluation team (ET) was gender-balanced. The international team leader and Bhutanese evaluator conducted the main evaluation activities, including the fieldwork. The team’s school feeding technical specialist provided distance support to the evaluation design and analysis. The research associate supported the literature review and report preparation, including coordinating follow-up information requests with the CO.
5. The evaluation followed OEV Evaluation and Quality Assurance System standards. The ET maintained impartiality and transparency during data collection, and regularly communicated with the CO and stakeholders to ensure data quality, validity, consistency, and accuracy. The TANGO evaluation manager advised the team on quality standards and reviewed the inception and evaluation reports to ensure compliance with these standards.
6. The ET used a mixed-method approach. There was a thorough review of the extensive project documentation available for this DEV and the previous DEV 105790, WFP corporate policy documents, and published material related to the evaluation topics for school feeding in Bhutan, e.g., gender and nutrition. The

literature analysis started during the inception phase to inform the evaluation framework, and continued through to the reporting phase for triangulation with primary data. During the inception phase, the ET developed the data collection tools, which were reviewed and adjusted for gender and cultural appropriateness. Field data collection protocols included on-site measures to proactively engage with women and minority ethnic groups, such as the semi-nomadic groups in the northeast of Bhutan, and gender-disaggregated data collection, where possible.

7. The ET ensured appropriate ethical considerations were in place for all interviews. All interviewees were informed of the purpose of the interview, its duration, how they were identified to participate in the interview, their rights as interview participants, and that the ET would keep the specific interview findings confidential. Interviewees were further informed that the information they provided would only be used to assess the school feeding programme overall – with no direct attribution to them personally, their school or district. Finally, interviewees were asked whether they consented to participating in the interview through verbal consent. There were no interview refusals during the course of the fieldwork. Pictures were taken to help visualize the range of school feeding activities and infrastructure. The ET requested verbal consent from teachers, parents and students for all photographs taken during school visits. The ET indicated that all photographs would be used for internal WFP purposes only and would not be disseminated outside of the organization.² There were no photograph refusals during the course of the fieldwork. In addition, for interviews with children, the ET followed the guidance provided by UNICEF for ethical research involving children.³
8. The fieldwork took place from 7-25 March 2016, commencing with in-depth interviews with CO staff and key informant interviews with RGoB representatives and United Nations staff in Thimphu. These interviews ensured the ET had updated information on the DEV design and implementation status, and identified emerging issues and hypotheses for inclusion in fieldwork. From 9-23 March, the ET visited 13 public schools in Bumthang, Mongar, Trashigang, Zhemgang, Samdrup Jongkhar and Chukha districts (Annex 3, Fieldwork Schedule). There are a total of 318 public primary schools and 186 secondary schools in Bhutan (Table 5). School visits followed a purposive sampling strategy to capture typical and extreme study cases, varying in terms of accessibility, school categories (e.g., primary versus lower, middle or higher secondary school [LSS, MSS, HSS]), and settled vs. semi-nomadic populations and WFP- versus RGoB-supported schools (eight schools still supported by WFP, five schools already handed over to RGoB during the DEV) (Table 4). The ET directly observed school feeding and school, road and market infrastructure; participated in school feeding activities; and interviewed parents, students and school staff using key informant, in-depth interview and focus group discussion (FGD) approaches (Annex 4, Topical Outlines). The ET also interviewed village and local government officials in the same districts (Annex 5, List of Stakeholders Interviewed and Focus Group Discussions).
9. During the course of fieldwork, the ET conducted key informant interviews in Thimphu and the project districts with 12 adult females and 90 adult males; and conducted eight FGDs with 33 girls and 20 boys (grades 5-10), and 12 adult females and nine adult males. Only the FGDs with children were gender-disaggregated, with

² Selected photographs were used for the internal debriefing presentation.

³ Graham, A. *et al.* Ethical Research Involving Children. 2013. Document available at: <https://www.unicef-irc.org/publications/706/>.

the exception of one child FGD where the male and female evaluators took turns facilitating the discussion with boys and girls, respectively. The interviews with semi-nomadic groups were done with the assistance of local translation.

Table 4: Overview of schools visited

	School Category	# of schools
WFP only	Primary school and day only	5
Joint WFP + RGoB	Primary school with mix of day and boarding	2
	Lower secondary school (includes primary schools with mix of day and boarding)	1
RGoB only	Primary school phased out in 2015	2
	Secondary school (LSS-MSS-HSS) phased out in 2014	1
	Secondary school (LSS-MSS-HSS) phased out in 2015	1
	Secondary school (LSS-MSS-HSS) phased out in 2016	1
TOTAL		13

10. After the school district visits, another round of project-level key informant interviews was organized in Phuentsholing and Thimphu from 24-26 March to collect new information, clarify field findings, and validate preliminary analysis with WFP and RGoB before the debriefings. In Thimphu, the ET also observed the third meeting of the School Feeding Technical Committee (SFTC), which was established late 2015. The internal debriefing was organized with WFP colleagues from CO, RB and OEV. The external debriefing was organized with multi-sector RGoB members of the SFTC and the United Nations partners in Bhutan (Annex 6, Debriefing Participants).
11. **Limitations:** The first limitation to the literature review was the variable quality and consistency of secondary data, and the high number of documents to be reviewed. This was mitigated by the CO availability to clarify issues remotely on Skype or by e-mail, and willingness to share additional documentation at the request of the ET. A second limitation to the literature review was the limited availability of reliable studies on the gender and nutrition aspects of school feeding in Bhutan, and the link with education outcomes. This limitation could not be mitigated. A third limitation was the lack of effective outcome monitoring. This limitation was partially mitigated by emphasizing lines of inquiry around outcome-level change during the fieldwork.
12. The main limitation to the fieldwork was that the ET could visit only a small number of schools due to time limitations and the remoteness of schools. In consultation with the CO, a strategic decision was made early on in the evaluation to focus fieldwork on the Central and Eastern regions of Bhutan, where the majority of WFP-supported schools are located. A detailed sampling strategy was prepared and revised several times during the inception phase to allow a practical field tour that covered as representative a range of schools meeting the sampling criteria as possible. During the fieldwork there were additional changes due to road conditions, replacement of the ET's vehicle, unexpected school closures and to accommodate the RGoB's Prime Minister's itinerary, who was travelling in the same regions during the fieldwork. To adapt to these changes, the ET increased daily working hours, changed one district

and consulted RGoB officials and WFP staff regarding the schools that were dropped from the original itinerary.

13. A final limitation that affected both the effectiveness of the literature review and the fieldwork was the short implementation period of the project. This contributed to the partial achievement of the expected outcomes, especially for the capacity development component.

1.2. Country Context

14. **Overview:** Bhutan is a landlocked country in the Eastern Himalayas located between China in the north and India in the south. It has a total surface area of 38,394 km² and an estimated population of 764,940 in 2015.⁴ The kingdom became a democratic constitutional monarchy in 2008. The country's development policies and plans are guided by the concept of Gross National Happiness (GNH).
15. **Population:** The three main ethnic groups of Bhutan are the Ngalops of western and northern Bhutan, the Sarchops of eastern Bhutan and the Lhotshampa, concentrated in southern Bhutan. There are also numerous minor ethnic groups, including semi-nomadic groups, which are culturally and linguistically different from each other.⁵ These smaller ethnic groups represent approximately 10 percent of the total population.
16. **Economy:** Bhutan has experienced steady economic growth and, in 2011, the World Bank classified Bhutan as a lower-middle-income country. Per capita gross national income rose from US\$730 in 2000 to US\$2,070 in 2011. The Gross Domestic Product (GDP) of Bhutan was US\$1.959 billion in 2014.⁶ The main economic sectors that contributed to this were hydro-power, tourism, manufacturing, wholesale and retail trade, and construction. Continued economic growth will be affected by several factors: small size, remoteness and distance from global and regional markets, landlocked situation, weak growth in the primary sector, low levels of value addition in the manufacturing sector and high dependence on a narrow range of exports and markets. Approximately 80 percent of the country's imports are from India. Bhutan has a debt of US\$45.6 million on outstanding Indian rupee loans; 84 percent of this debt is public sector borrowing for hydropower projects. Government finances are expected to improve through increased revenue from hydropower starting in 2018, which is later than initially envisaged.⁷
17. **Poverty:** Poverty and geography are intertwined in Bhutan. The mountainous terrain and poor road access isolate rural populations from markets and social services, and limit livelihood opportunities. The proportion of the rural population within a one-hour walking distance of a road increased from 40 percent in 2000 to 53 percent in 2008. The national poverty rate, defined as US\$1.25 purchasing power parity rate per capita, decreased to 12 percent in 2012 from 23 percent in 2007.⁸ Poverty reduction has been identified as a main focus in the 11th Five-Year Plan (FYP) (2013-2018), with particular focus on addressing multidimensional poverty, income inequalities, malnutrition and growing urban poverty.⁹

⁴ RGoB National Statistics Bureau. <http://www.nsb.gov.bt/nsbweb/main/main.php>.

⁵ No information is available on the ethnic group breakdown by project area under WFP DEV 200300 (source: WFP Bhutan CO email to TANGO on 29 January 2016).

⁶ World Bank. 2014. <http://www.worldbank.org/en/country/bhutan>.

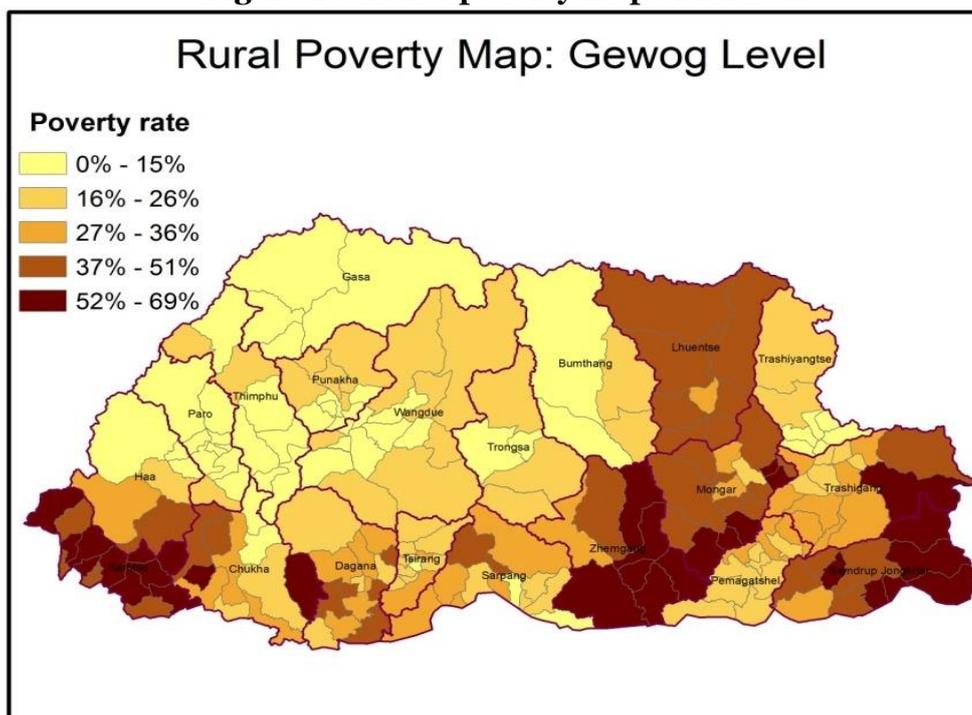
⁷ Interview with MoE.

⁸ RGoB National Statistics Bureau. 2014.

⁹ RGoB GNHC. 2012. Guidelines for Preparation of the Eleventh Five Year Plan (2013-2018).

18. **Food security:** Agricultural land covers only eight percent of the country, and food production is low. The net food balance is negative, with an overall food trade deficit totalling BTN 1.6 billion (Bhutanese ngultrum), equivalent to 2.8 percent of GDP. With assistance from WFP, the Food Corporation of Bhutan (FCB) established a National Food Security Reserve (NFSR) to ensure availability of imported rice, sugar and oil. The 2012 Bhutan Living Standards Survey (BLSS) reports that the mean monthly per capita expenditure of Bhutanese households is BTN 4000, of which 39 percent is devoted to food. The BLSS indicated that more than 95 percent of respondents had enough food to feed their families throughout the year. The most recent WFP Vulnerability Assessment and Mapping (VAM) survey (2005) found that sub-districts (Gewogs) along the east and south of Bhutan are generally more vulnerable to food insecurity (Figure 10).¹⁰

Figure 10: Rural poverty map of Bhutan



Source: World Bank and National Statistics Bureau. 2010. Small Area Estimation of Poverty in Rural Bhutan.

19. **Nutrition:** The 2015 National Nutrition study¹¹ showed that macro nutritional indicators have improved since the last survey in 2009. The study indicated improvement in macro nutritional indicators for children under five with stunting at 21.2 percent (down from 37 percent in 2009), underweight children at 9 percent (down from 11 percent in 2009¹²), and wasting at 4.3 percent (slight decrease from 4.6 percent in 2009).¹³ In eastern Bhutan, stunting is still high at 29.1 percent; wasting and underweight are slightly higher in rural western Bhutan at 11.1 percent and 4.6 percent, respectively.
20. Micronutrient deficiencies are a challenge among pre-school and schoolchildren and pregnant women, although availability of reliable and representative information is

¹⁰ RGoB MoAF. 2005. Vulnerability Analysis and Mapping of Bhutan.

¹¹ RGoB MoH, Department of Public Health, Food and Nutrition Programme. 2015. National Nutrition Survey 2015.

¹² RGoB MoH, Department of Public Health, Food and Nutrition Programme. 2009. National Nutrition, Infant and Young Child Feeding Survey 2009.

¹³ RGoB MoH, Department of Public Health, Food and Nutrition Programme. 2015. National Nutrition Survey 2015.

still limited.¹⁴ Anaemia is severe, but through a national supplement programme, prevalence among children has improved from 80.6 percent in 2003 to 43.8 percent in 2015.¹⁵ A severe outbreak in 2011 of peripheral neuropathy caused by deficiency of thiamine (vitamin B1) and cobalamin (vitamin B12) catalysed increased attention on micronutrient deficiency in Bhutan. A subsequent Ministry of Health (MoH) study carried out in boarding schools in seven districts (mainly east and southern districts) found high prevalence of thiamine and cobalamin deficiencies, which worsened when in school due to lack of consistent and adequate amount of protein intake.¹⁶ The study recommended improved school menus to include more food variety with increased protein sources.

21. **Education:** The Constitution of the Kingdom of Bhutan¹⁷ states that there should be free education for all children of school-going age up to grade 10, and that technical and professional education should be generally available. Public expenditure on education is given high priority in Bhutan; 7.3 percent of GDP and 16.7 percent of total government spending is allotted for education, which is among the highest in the South Asia region.¹⁸ Drafting of the National Education Policy was started in 2012. It was submitted for Cabinet approval in 2014 and was still not approved at the time of the evaluation. In 2014, the Ministry of Education (MoE) also developed an Education Blueprint (2014-2024) aimed at improving access and quality of education in the country.¹⁹
22. The formal education system in Bhutan is divided into four categories: primary (including pre-primary [PP] to grade 6), middle secondary (grades 7-10) and higher secondary (grades 11-12). The total number of schools in the general education system in Bhutan as of 2015, is shown in Table 5.

Table 5: Schools and enrolment data in formal education, 2015

School level	Public schools	Private schools	Total enrolment	Net Enrolment Rate
Primary School (including Pre-Primary)	318	14	99,291	95.2%
Lower Secondary School	77	1	53,678	97%
Middle Secondary School	69	2		
Higher Secondary School	40	18	18,433	28.1%

Source: RGoB MoE. 2015. Ministry of Education, Annual Education Statistics 2015.

23. **Gender:** Bhutan has greatly progressed toward gender inclusion and parity in primary education. In 2015, the gender parity index (GPI) in primary education is 1.06, and the net enrolment rate (NER) in primary education reached 95.2 percent (98.1 percent for girls, 92.4 percent for boys).²⁰ At the higher secondary level, girls' enrolment is almost equal to boys' with 49.5 percent.²¹ However, concerns remain, which are not broadly acknowledged in mainstream data sources. The poor performance of girls in the last two years of basic education reduces their chances of

¹⁴ WFP. 2013. Projects for Executive Board Approval. Development Projects – Bhutan 200300.

¹⁵ RGoB. 2003. MoH, Department of Public Health, Food and Nutrition Programme. National Anemia Study Report. RGoB. 2015. MoH, Department of Public Health, Food and Nutrition Programme. National Nutrition Survey 2015.

¹⁶ RGoB MoH, Department of Public Health, Food and Nutrition Programme. 2015. Prevalence of thiamin and cobalamin deficiency in boarding school children from districts of Bhutan with previous history of peripheral neuropathy outbreaks.

¹⁷ RGoB. 2008. Constitution of the Kingdom of Bhutan.

¹⁸ World Bank. 2014.

¹⁹ RGoB MoE. 2015. Bhutan Education Blueprint (2014-2024).

²⁰ RGoB MoE. 2015. Annual Education Statistics 2015.

²¹ RGoB MoE. 2015. Annual Education Statistics 2015.

qualifying for a public HSS, which is where the majority of sciences are taught.²² This narrows the higher education and technical education options for girls.²³ In tertiary education, girls make up only 44 percent of the total enrolment at the tertiary level.²⁴ Main obstacles to education performance and enrolment for girls at secondary and tertiary level are early marriage, household work and caregiving, and the influence of Bhutan’s matrilineal system on girls’ education.²⁵ The Asian Development Bank’s gender analysis to inform its 2014-2018 country strategy specifically notes the widespread belief that the gender equality situation is relatively favourable as a key area of concern and suggests more rigorous questioning of assumptions about gender relations.²⁶ The ET finds that there is no specific gender analysis available that focuses on the enrolment and retention of boys in Bhutan.

24. **School feeding:** School feeding existed in Bhutan in the 1960s prior to WFP’s arrival in 1974. Since then, with WFP support, the RGoB programme has substantially scaled up from initially supporting children at boarding schools to focusing on increasing primary and lower-secondary school enrolment and attendance – especially of girls. In 2008, RGoB started taking over WFP beneficiaries, committing to a full handover by the end of 2013, which in 2010 was extended until the end of 2018. At the start of the DEV, there were two modalities of school feeding programme in Bhutan, one run by WFP and another by MoE, which had different compositions of the food basket and different procurement processes. These modalities coexisted in some boarding schools, where WFP provided the commodities for daytime meals and RGoB provides the stipends for dinner and weekends. Table 6 summarizes the information of the RGoB and WFP school feeding programmes at the beginning of the DEV.

Table 6: School feeding modalities in Bhutan at the start of the DEV

Type of school	Contribution	No. of meals
RGoB	Nu/child/ month	
Primary School	335	1 – dinner (boarders)
Lower Secondary School		
Middle Secondary School		
Higher Secondary School	1000	3 – breakfast, lunch and dinner (boarders only)
WFP	g/person/day	
Primary School	Rice: 275	2 – breakfast and lunch (all students)
Lower Secondary School	Chick peas: 20	
Middle Secondary School	Split peas: 20 Vegetable oil: 20	

Source: Adapted from WFP. 2013. An Assessment of the Operational and Nutritional Aspects of the School Feeding Programme in Bhutan. WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300.

25. Under the previous DEV 105790, the RGoB revised the stipend amount following recommendations made by a review in July 2010 on nutritional sufficiency of the food basket, which highlighted that the daily per capita energy requirement of school meals was adequate, though it lacked some of the essential micro- and macronutrient requirements. The government revised the amount of stipend from BTN 700 to BTN

²² Nima Tshering. 2014. Informing the Blueprint: Bhutan’s Strategy for Girls’ High-Quality Learning Outcomes.

²³ Asian Development Bank (ADB). 2014. Country Partnership Strategy: Bhutan, 2014–2018. Gender Analysis (Summary). Posted at: <http://www.adb.org/sites/default/files/linked-documents/cps-bhu-2014-2018-ga.pdf>.

²⁴ RGoB MoE. 2015. Annual Education Statistics 2015.

²⁵ Asian Development Bank (ADB) and United Nations in Bhutan. 2014. Bhutan Gender Equality Diagnostic of Selected Sectors.

²⁶ Asian Development Bank (ADB). 2014. Country Partnership Strategy: Bhutan, 2014–2018. Gender Analysis (Summary). Posted at: <http://www.adb.org/sites/default/files/linked-documents/cps-bhu-2014-2018-ga.pdf>.

1000 for three meals (higher and middle secondary schools) and from BTN 240 to BTN 335 for one meal (primary and lower secondary schools).²⁷ Interviews with WFP and RGoB staff indicate that WFP played an important role in facilitating the stipend increase.

26. Mid-2014, RGoB changed to a mixed model to replace the cash-only stipend for decentralized procurement by schools. For example, schools were still provided the BTN 1000 stipend for three meals, but only BTN 400 was provided in cash for decentralized procurement. BTN 600 was used for centralized procurement of nine RGoB commodities: rice, lentils, vegetable oil, chickpeas, milk powder, salt, sugar, soya chunks and tea leaf. These nine commodities were procured and distributed through FCB.²⁸ At the time of the evaluation, RGoB was in the process of adding a tenth commodity: cheese.²⁹

1.3. Operation Overview

27. WFP launched DEV 200300 in January 2014 for a 60-month duration to support the RGoB to achieve self-reliance in the management, coordination and implementation of a cost-effective, equitable and quality school feeding programme across the country. The project has two objectives: (1) maintain access to, and ensure gender parity in, primary education that contributes to enhanced learning; and (2) strengthen the capacity of the MoE to be an effective steward of a nationwide school feeding programme.³⁰ To achieve the overall goal and objectives, WFP pursues two interrelated activities. The first supports selected schools in Bhutan through direct food assistance, but gradually hands over this responsibility to the MoE. The second strengthens MoE capacities in policy-setting, supply-chain management and programme oversight to enable the MoE to absorb new students and, after WFP phase-out in 2018, independently manage the countrywide school feeding programme. See Annex 7 for a map of schools covered by DEV 200300.
28. Over the life of the project, DEV 200300 plans to provide food assistance to a maximum of 106,000 beneficiaries (54,060 boys + 51,940 girls).³¹ Total resource requirements are US\$8,579,519; contributions as of May 2016 are 78 percent against appeal.³² After two years of implementation, expenditure against amount required is 44 percent.³³ Canada and private donors constitute the two major funding sources (41 percent and 34 percent, respectively); other donors include Australia and multilateral donors (see Operational Factsheet). There have been no budget revisions or major changes to the DEV 200300 plan.

2. Evaluation Findings

2.1 Appropriateness of the Operation

2.1.1 Appropriateness to needs: basis for project design

²⁷ WFP. 2013. An Assessment of the Operational and Nutritional Aspect of the School Feeding Programme in Bhutan.

²⁸ RGoB MoAF. 2015. School Feeding Management Handbook for Bhutan.

²⁹ SFTC minutes of third meeting, forthcoming

³⁰ WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300. And WFP. 2015. Terms of Reference, Mid Term Operation Evaluation, Bhutan Development Project 200300.

³¹ WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300. As noted in the Operational Factsheet, there is a discrepancy between planned figures in the Project Document and SPRs. For life-of-project overview purposes we state the sum of 2014 -2018 figures from the Project Document; for output reporting in the Factsheet we report the planned figures from the SPRs.

³² WFP. 2016. Resource Situation Summary. Summary Chart of Contributions to Development Projects (DEVs). 01 May 2016.

³³ WFP Bhutan. 2015. SPR.

29. **Overview.** The design of DEV 200300 continued the school feeding model and activities from DEV 105790. A basic premise underlying this design, as reflected in the project outcome under SO4.1, is that school feeding needs to continue in Bhutan to support education outcomes. The ET finds that there is no specific objective or outcome associated with improving nutrition through school feeding but that the project document and 2015-2016 workplan do include specific nutrition activities, such as nutrition awareness raising in school feeding and a nutrition focus in the capacity building activities.³⁴ While not explicit in the DEV project document, a nutrition objective is enshrined in the WFP School Feeding Policy³⁵ vision statement and there is relevant guidance in the WFP School Feeding Policy and Programme Guidance Manual on the imperative for programmes to include a nutrition objective in contexts with significant micronutrient deficiencies among school age children, i.e., a prevalence of anaemia above 40 percent, like in Bhutan (Section 1.2, Nutrition). This section analyses the extent to which the education rationale, for which the project is formally accountable, and the nutrition rationale, for which the project is not formally accountable but to which it did allocate project resources, were examined in the design of the current DEV. It also discusses the extent to which project design took gender analysis into account.
30. **Appropriateness of education outcomes.** WFP and MoE documentation indicate a common assumption that without school feeding, children will drop out and/or attendance rates will significantly decrease, which will reverse the significant education gains to date.³⁶ Yet WFP staff interviews indicate that this assumption was not researched or verified in the process of designing DEV 200300, but rather carried over from the previous DEV 105790. The 2011 WFP School Feeding Policy evaluation states that for DEV 105790 it was not possible to assess the impact of WFP’s school feeding programme. The main reason was the lack of a system to determine “what if any of the observed changes can be attributed to WFP interventions.” WFP and MOE staff interviews confirm a lack of robust studies on the education impact of school feeding in Bhutan.
31. In-depth interviews with local MoE officials, school staff, parents and students indicated that the risk of dropout is less than commonly referenced in documents and at the national level. For example, all MTE respondents indicated that appreciation of the importance of education among parents is much improved. Were school feeding to be discontinued, respondents foresee that attendance may decrease slightly but children will continue coming to school as timely and regularly as possible, dropping out only in extreme cases, e.g., to replace a household income earner or in case of early marriage. Interviews with WFP and school staff indicated a small number of cases where students who no longer receive breakfast in school came late or did not attend morning study.
32. Interviews with parents indicated that if school feeding stops and they cannot afford to feed their children, boys have the option to join monastic schools, which provide free board and lodging. However, parents indicated a preference and intent to keep their children in public schools to facilitate continuation of education up to tertiary

³⁴ WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300. And WFP Annual Work Plan (AWP) 2015-2016.

³⁵ WFP. 2009. School Feeding Policy. And WFP. 2013. Revised School Feeding Policy.

³⁶ WFP. 2010. Report of Mission to review current and future status of Development Project 105790. WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300. RGoB MoE. 2015. Bhutan Education Blueprint (2014-2024).

level. While there was frequent mention in interviews of the extra time it would take to prepare school meals at home, this was not considered a major inconvenience: parents, students and teachers stated it was unlikely to affect attendance to the extent that the child would drop out. Interviews with WFP and school staff indicated cases where students who no longer received a school lunch, came to school without packed lunches.

33. Another common rationale for school feeding relates to its impact on learning outcomes. DEV 105790 SPRs indicated that the impact of school feeding on attentiveness and learning capacity had not properly been assessed. Interviews with WFP, RGoB, United Nations partners and school staff indicate the widespread belief that school feeding improves concentration and school performance. However, all interviewees confirm there are no clear studies to support these assertions.
34. Given these qualitative inputs and available documentation, there is reason to question the appropriateness of school feeding as an effective or necessary incentive to school enrolment or attendance, as well as its contribution to learning outcomes. The design of DEV 200300 was based on an incomplete understanding of needs, largely due to lack of analysis of the school feeding rationale and limited information on school feeding outcomes in Bhutan.
35. **Appropriateness of nutrition outcomes.** The analysis of the implicit nutritional rationale for school feeding during the design of 200300 was insufficient. This was mainly due to lack of reliable and current information. The national nutrition surveys indicate persistent chronic malnutrition (stunting) in Bhutan, at the time of design, there were – and still are – insufficient data on micronutrient deficiency with the exception of anaemia.³⁷ While the nutritional justification for school feeding was inadequately studied during the DEV design stage, based on the 2013 study³⁸ following the peripheral neuropathy outbreak, and interviews with MoE and United Nations partner staff, the ET finds a rising concern about micronutrient deficiency in Bhutan that reinforces a rationale for targeted school feeding. Interviews with WFP, WHO and MoE staff further indicate potential relevance of school feeding in Bhutan to support health promotion on improved diets, which was not researched as part of the DEV design, but was included as a DEV activity – sensitization on nutrition – nonetheless. Hence, while assessment of nutrition and health issues could have been strengthened at design, in the course of the MTE, the ET finds evidence that nutritional basis for school feeding is justified to some extent.
36. **Basis in gender analysis.** DEV 200300 was not based on comprehensive gender analysis on access to education and education outcomes. The previous DEV 105790 included the objective, “to increase school enrolment, particularly among girls.” However, the 2011 WFP Bhutan country case study finds minimal focus within DEV 105790 implementation on promoting girls enrolment.³⁹ The current DEV project document references good gender parity in primary education in Bhutan as the rationale to not include specific objectives or activities on gender equality among students in schools, and attributes much of this achievement to WFP’s engagement in school feeding in Bhutan. However, a preliminary literature review undertaken by

³⁷ RGoB MoH, Department of Public Health, Food and Nutrition Programme. 2015. National Nutrition Survey 2015.

³⁸ RGoB MoH, Department of Public Health, Food and Nutrition Programme. 2015. Prevalence of thiamin and cobalamin deficiency in boarding school children from districts of Bhutan with previous history of peripheral neuropathy outbreaks.

³⁹ WFP. 2011. WFP’s School Feeding Policy Evaluation. Country Study Report for Bhutan.

the ET indicates that the issue of gender in education and the role of WFP is not so straightforward, and may have been oversimplified in the design.⁴⁰ The 2011 WFP country case study notes the perception that school feeding has played a role in improving gender ratios, but flags that gender ratios have also improved in schools without school feeding. Furthermore, a 2014 gender equality diagnostic of the education sector and a 2014 Brookings article highlight gender gaps in quality of learning and educational outcomes, and transition from primary to higher schooling.⁴¹ In sum, these studies suggest that gender dynamics warranted deeper examination at the design stage and were not adequately taken into account.

37. The current DEV design includes a gender crosscutting result that aims to establish 50 percent women in the school feeding management committees (SFMC) in each school.⁴² The ET review of the previous DEV 105790 documentation (SPRs) shows that a gender parity criterion was required for the SFMC in targeted schools but could not be met.⁴³ Interviews with WFP staff confirm that this was why it was included as the main gender focus in the current DEV but that no specific analysis on gender parity in the SFMC was undertaken to inform DEV activities.

Appropriateness of objectives and activities

38. **Objective 1: Access to and gender parity in primary education.** As noted above, the inadequate analysis of the need for school feeding challenges the relevance of the educational objective in the current Bhutan context. At the same time, the objective is highly consistent with current government policies and plans such as the Food and Nutrition Security Policy (2014)⁴⁴ and the MoE Education Blueprint 2014-2024 (detailed discussion below in “Coherence with government policy”). The ET, therefore, finds this objective relevant to the government’s existing programme and future plans, however with the caveat that more study is needed regarding the strategic value of school feeding as implemented.
39. The ET analysed key activities under this objective in terms of their appropriateness. The first relates to decisions made regarding the nutritional composition of the food basket, a primary project input. The current food basket is a continuation of DEV 105790, but its genesis cannot be established from staff interviews and document review. The food basket provides four commodities – rice, chickpeas, split peas and vegetable oil – for two hot meals per day. The ET confirms that the current food basket provides 1,303 kcal: 62 percent of the required daily energy needs and 58 percent of the daily protein needs of targeted schoolchildren.⁴⁵ The ET further confirms a 2013 study that the WFP school feeding diet, which remains largely unchanged since DEV 105790, is rich in carbohydrates but deficient in micro- and macronutrients through limited intake of vegetable and protein items. Vegetable and

⁴⁰ WFP. 2010. Report of Mission to review current and future status of Development Project 105790. WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300. WFP. 2012. Capacity Development mission Bhutan, 7 to 23 March 2012. WFP. 2013. An Assessment of Operational and Nutritional Aspects of the School Feeding Programme in Bhutan. WFP. 2011. WFP’s School Feeding Policy Evaluation. Country Study Report for Bhutan.

⁴¹ Nima Tshering. 2014. Informing the Blueprint: Bhutan’s Strategy for Girls’ High-Quality Learning Outcomes; Asian Development Bank (ADB) and United Nations in Bhutan. 2014. Bhutan Gender Equality Diagnostic of Selected Sectors.

⁴² The addition of a gender crosscutting result in the DEV logical framework was triggered by the inclusion of a crosscutting gender objective (Gender Equality and Empowerment of Women) in WFP Strategic Plan (2014-2017) with its corresponding indicators in the WFP corporate Strategic Results Framework.

⁴³ WFP. Bhutan DEV 105790 SPRs 2008 to 2012.

⁴⁴ RGoB. 2014. Food and Nutrition Security Policy of the Kingdom of Bhutan. Posted at: http://www.gnhc.gov.bt/wp-content/uploads/2014/07/FNS_Policy_Bhutan_Changed.pdf.

⁴⁵ WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300. Confirmed by nutval calculation (<http://www.nutval.net/>), 8 June 2016.

protein items were mainly purchased through the stipends.⁴⁶ There have been no specific studies on how the stipends are used to complement the WFP commodities, or whether the combined nutritional value of a school meal is satisfactory. Such studies were recommended in the 2012 capacity development report but were not included in the DEV 200300 activity design.⁴⁷ Interviews with MoE, MoH, United Nations partners and WFP staff indicate that the lack of a comprehensive study on the nutritional value of the overall school feeding diet is considered a major limitation in the DEV design.

40. The WFP food basket is relevant in the context of Bhutan. Criteria for relevance as stated in the WFP Programme Guidance Manual are met.⁴⁸ Interviews with school staff, parents and students indicate that the food basket is socially appropriate and acceptable, and provides a comparable level of nutrition to home-cooked meals. Interviews with WFP, RGoB and FCB staff indicate the supply of the food basket is practically feasible and sustainable. The WFP food basket is not intended to cover the full caloric and micronutrient requirements of school children but should meet 60-75 percent of total daily needs.⁴⁹ The 1303 kcal from the WFP food basket provides a sufficient contribution towards daily energy needs based on the WFP primary school standard for full day school students, and is appropriate to Bhutan. As per the FAO standard, with moderate physical activity, a six- to seven-year old girl needs 1425 kcal/day and a boy of the same age needs 1575 kcal/day; heavy physical activity requires 1650 kcal/day (girls) and 1800 kcal/day.⁵⁰
41. A second comment on activity appropriateness regards school infrastructure. The reduced WFP support to school infrastructure stated in the DEV design was in line with the 2012 capacity assessment, which indicated that the condition of kitchens and storage facilities and equipment is generally satisfactory. Interviews with WFP and RGoB staff indicate that while school infrastructure can still be improved, this responsibility is increasingly shouldered by RGoB and is no longer a WFP priority.
42. Third, the current DEV indicates that it will strengthen and expand the School Agriculture Programme (SAP) to supplement school feeding. WFP, RGoB and United Nations partner staff interviews indicated this is in line with the RGoB's cabinet position that school gardens are a source of vegetables in schools.⁵¹ A comparison of the current DEV and DEV 105790 targets shows an increase in schools receiving this support. However, available WFP documentation related to both DEVs shows no clear analysis of the feasibility and effectiveness of the SAP to inform this expansion in Bhutan. Interviews with RGoB, WFP and school staff indicate that during DEV 105790, the SAP mainly produced small amounts of vegetables and was not considered a successful intervention to supplement school meals, which calls into question the rationale for scale-up under DEV 200300. The ET agrees with the rationale provided in the DEV project document that the SAP has the potential to provide additional fresh foods to supplement school meals but only under enabling circumstances, e.g., sufficient arable land, appropriate choice of vegetables to match seasonality of agriculture, and sufficient technical and financial support. Interviews

⁴⁶ WFP. 2013. An Assessment of Operational and Nutritional Aspects of the School Feeding Programme in Bhutan. March.

⁴⁷ WFP. 2012. Capacity Development mission Bhutan, 7 to 23 March 2012.

⁴⁸ Relevant excerpts from the WFP Programme Guidance Manual provided by OEV on 26 May 2016

⁴⁹ Relevant excerpts from the WFP Programme Guidance Manual provided by OEV on 26 May 2016

⁵⁰ Food and Agriculture Organization of the United Nations (FAO). 2004. Food and Nutrition Technical Report Series. Human energy requirements. Posted at: <http://www.fao.org/docrep/007/y5686e/y5686e06.htm#bmo6>.

⁵¹ The ET could not independently validate the cabinet position through a document review, as such a document could not be made available at the time of the evaluation.

with WFP, UN partner and RGOB staff indicate that these enabling factors were largely lacking for the SAP in Bhutan at the time of design.

43. **Objective 2: Building capacity of MoE to run nationwide school feeding.** The inclusion of the specific objective to strengthen ownership and capacity for school feeding was appropriate, given the direction of the MoE in continuing school feeding and assuming responsibility for WFP-covered schools when WFP exits Bhutan, but important analytical and implementation aspects were not properly detailed in the DEV design. The 2011 midterm review highlights technical training for RGoB as an essential part of capacity building. The 2012 Capacity Development Mission report recommends the SABER to undertake a proper capacity needs assessment and proposes multiple studies to inform the RGoB capacity development process. However, the DEV 200300 proposal does not include any reference to a capacity needs assessment or SABER, and in general, does not build sufficiently on the recommendations from the Capacity Development Mission of 2012.⁵² Interviews with WFP staff confirm that the capacity development objective was insufficiently prepared during the DEV design.
44. The ET finds that continued WFP financial support to school feeding is not necessary. WFP school feeding started in 1974 under a different context and since then there has been significant social and economic growth, accompanied by attitudinal changes and increased value placed on education. The WFP school feeding programme in Bhutan has been continuously adjusted to reflect these changing conditions. Relevant to capacity development goals, the decision to phase out WFP support to school feeding was a continuation of the gradual transition of school feeding responsibilities from WFP to RGoB that started under the previous DEV 105790 in 2008 with expected completion by 2013. The midterm review of DEV 105790 recommended extending phase-out until 2015, which was later renegotiated for 2018 to align with the 11th Five Year Plan, and to help mitigate delayed government financing from hydropower and accommodate the RGoB request for additional technical assistance on school feeding.⁵³ WFP internal and external documentation, including multiple mission reports, states that the government is able to take over school feeding from WFP without further delay.⁵⁴ In-depth evaluation interviews with RGoB confirm the ability to continue school feeding in its current form, despite a preference indicated in RGoB interviews for continued WFP financing. Interviews with RGoB and WFP staff further indicate that the discussion around delayed RGoB financing from hydropower and continued WFP financial support to school feeding has been a distraction to the phase-out process.
45. The phase-out is appropriate but the ET finds that the implementation design would have benefited from a specific objective associated with handover of schools from WFP support to MoE school feeding, to emphasize project attention on the handover activities. The ET found no evidence of a handover strategy detailing the specific steps to prepare for and effectively carry out the caseload transition, since WFP started handing over schools to MoE during DEV 105790. There was only reference to an operational and policy capacity development strategy for MoE. A capacity

⁵² The SABER was undertaken in 2014. This will be further discussed in Section 2.2.

⁵³ WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300.

⁵⁴ WFP. 2010. Report of Mission to review current and future status of Development Project 105790. WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300. WFP. 2012. Capacity Development mission Bhutan, 7 to 23 March 2012. WFP. 2013. An Assessment of Operational and Nutritional Aspects of the School Feeding Programme in Bhutan. WFP. 2011. WFP's School Feeding Policy Evaluation. Country Study Report for Bhutan.

development mission in March 2012 proposed four basic phases for gradual handover of responsibilities to MoE, with specific reference to hands-on coaching.⁵⁵ However, this guidance was not followed in preparing the current DEV. For example, there was no analysis of WFP and RGoB targeting criteria that would have identified potential exclusion issues during handover prior to the design of the DEV. The first mention of the targeting problem associated with day students, who are included in WFP but not RGoB school feeding, was in the 2014 SPR. Interviews with WFP staff involved in the design of the current DEV indicated that the design process did not involve robust analysis on handover opportunities and challenges, did not use available WFP guidance,⁵⁶ and that no assessment was undertaken on systems preparedness of RGoB to take on the WFP caseload at national and local level.

Appropriateness of transfer modality

46. The DEV 200300 transfer modality is commodity distribution in combination with additional food items purchased by the schools locally at market or through the SAP with RGoB stipends and parent contributions. In some schools, parents make in-kind food contributions. The current mixed modality was also applied in the previous DEV 105790, and is the basis for the current RGoB school feeding system. Interviews with WFP staff indicate that no other transfer modalities were considered for the design of the DEV. The current system is widely acknowledged as appropriate to the geographic and (market and road) infrastructure context in Bhutan. Moreover, interviews with school staff, parents and local government staff involved in both WFP and RGoB school feeding indicate the current flexibility of having a range of transfer modalities available is preferred, so that the modality can be tailored to the needs of the geographic location. This range includes a pure cash-based transfer system to allow for local purchases of all food items in areas that have good road connectivity and are located in proximity of major towns, and different combinations of WFP and RGoB centralized commodity purchases with decentralized commodity purchases through RGoB cash transfers to schools, and parent cash or in-kind contributions. Interviews with RGoB and FCB indicate that the centralized procurement of commodities for RGoB school feeding will continue and will remain a component of school feeding in Bhutan for the foreseeable future. Interviews with WFP, RGoB and FCB indicate that there is no experience with a national voucher system in Bhutan, and that cash transfers would not be feasible for the remote schools where prices and the added cost of off-road transport from drop-off points to schools would significantly raise the prices.

Appropriateness of geographic targeting

47. The DEV targets economically vulnerable children in rural Bhutan, where geographical isolation is the main cause for poverty due to lack of access to basic services and markets. Schools were selected for WFP school feeding based on a combination of the 2005 VAM results, which was the most recent VAM at the time of project design, and annual consultation with RGoB to update schools' status against the government school feeding targeting criteria. Interviews with district officials indicated that their local knowledge of the school context, through regular school visits, was an important input into the selection process. About half of WFP-

⁵⁵ WFP. 2012. Capacity Development mission Bhutan, 7 to 23 March 2012.

⁵⁶ Donal. B. et al. 2009. Rethinking School Feeding: Social Safety Nets, Child Development, and the Education Sector. And, WFP. 2010. Action Plan for the Implementation of the Capacity Development and Hand-Over Components of the WFP Strategic Plan (2008-2013).

supported schools for this DEV are in the six districts with the highest poverty rates. Starting 2014, WFP and MoE agreed on a certain number of students to be handed over to the government, by school. The higher secondary schools were handed over first, with primary and rural schools last, the rationale being that the higher secondary schools are normally centrally located, with easy access and boarding facilities catering with nearby feeder schools.

2.1.2 Coherence with WFP corporate strategy

48. The DEV responds specifically to Strategic Objective 4 of the WFP Strategic Plan 2014-2017 and Objectives 2-5 of the Revised WFP School Feeding Policy. The DEV conducted a SABER analysis in 2014, as recommended under the WFP School Feeding Policy.⁵⁷ The DEV is not coherent with the WFP Gender Policy (2015-2020). This policy was not available at the time of the DEV design, and WFP staff interviews indicate that the sparse guidance for school feeding in the 2009 WFP Gender Policy was of limited use; as a result, gender equality was not properly integrated into the DEV and the DEV does not meet minimum standards set out in the 2015 policy. The project document does not include gender-specific actions or a formulated approach to gender mainstreaming as set out in the current WFP Gender Policy.⁵⁸
49. The DEV is coherent with the systematic approach set out in the WFP Policy on Capacity Development, and the Bhutan DEV 105790 is highlighted in the Policy document as an example of implementation of this policy. However, interviews with WFP staff indicate that the lack of a clear results framework for capacity development, limited focus on systematic needs assessment and the lack of guidance material limited the usefulness of this policy in designing the DEV. The DEV is aligned with Objective 5 of the WFP Nutrition Policy, which aims to strengthen the focus on nutrition in a programme without a primary nutrition objective but is not coherent with the WFP Programme Guidance Manual, which states the need for a nutrition objective in a context with high micronutrient deficiency, which is the case in Bhutan.
50. There is currently limited specific WFP policy on transition or phase out. Interviews with WFP staff indicate that the 2009 Capacity Development and Handover action plan and the 2009 Rethinking School Feeding document were not used to inform the design of the DEV.⁵⁹ The ET further finds that these documents provide limited guidance that is specific enough to be applied in a DEV design in the context of Bhutan by a team that does not have previous experience in handover processes. Interviews with WFP staff indicate that the lack of effective guidance is the main reason that the design does not include a specific focus on transition activities.

2.1.3 Coherence with government policies

51. The DEV is coherent with existing government policies that mention school feeding in the context of education and nutrition improvements and other socioeconomic benefits. There is no separate school feeding policy, but feeding in schools is included in the draft National Education policy, which has not yet been approved by the Cabinet. School feeding is also discussed in the RGoB Food and Nutrition Security

⁵⁷ RGoB. 2014. Bhutan SABER Country Report.

⁵⁸ WFP. 2015. Gender Policy.

⁵⁹ Donal. B. et al. 2009. Rethinking School Feeding: Social Safety Nets, Child Development, and the Education Sector. And, WFP. 2010. Action Plan for the Implementation of the Capacity Development and Hand-Over Components of the WFP Strategic Plan (2008-2013).

Policy (2014);⁶⁰ written instructions from the Cabinet Secretariat to strengthen the School Feeding Programme (SFP);⁶¹ and the MoE Education Blueprint 2014-2024. The Education Blueprint has the overall objective to strengthen education quality and performance and emphasizes the need for a school feeding policy. RGoB, WFP and United Nations partner interviews indicate the Blueprint is the main policy currently guiding education investment in Bhutan. The Blueprint references the WFP school feeding programme as the foundation for RGoB feeding programmes in schools, and provides recommendations to improve these programmes that align with WFP priorities in Bhutan, e.g., capacity development and development of a school feeding policy. The DEV is also partially coherent with the current RGoB school feeding programme: RGoB school feeding processes and procedures are largely modelled after the WFP school feeding programme.

52. The purpose of the WFP phase-out is in line with the RGoB Vision 2020 of self-reliance. The DEV is coherent with the draft National Education Policy, which is not yet approved, but includes a strong emphasis on school feeding programmes. It is also coherent with the joint MoAF and FAO Country Programming Framework 2013-2018, which indicates the school agriculture program, supported by WFP, as a priority focus for MoAF in the 11th FYP.⁶² The DEV is supporting RGoB to achieve universal access to primary education under MDG 2, which corresponds to SDG 4, and also contributes to poverty and hunger alleviation under MDG 1, which corresponds to SDGs 1 and 2.⁶³
53. There is no formal nationwide safety net in Bhutan but key informant interviews with MoE, WFP and United Nations partners indicate that school feeding is a main safety net for the most vulnerable and food insecure households.⁶⁴ Coherency in terms of the DEV gender equality objective could not be assessed with reference to specific RGoB policies: although gender is acknowledged in policies such as the 11th FYP and Vision 2020, the country still lacks specific policies and regulations on gender mainstreaming and equity.

2.1.4 Coherence with partners

54. The DEV is fully integrated into the UNDAF framework Bhutan One Programme 2014-2018 (which, in turn, is in line with the planning cycle for the RGoB's 11th FYP, and with the four pillars of Bhutan's Gross National Happiness [GNH] Policy).^{65, 66} DEV activities are specified for outputs 2.1 and 2.6 of the UNDAF education subtheme. Key informant interviews with WFP staff and United Nations partners indicate some strategic coordination on these outputs, but limited practical collaboration. Interview findings also show emerging strategic planning with WHO and UNICEF on health promotion and nutrition, which is in line with the WHO Country Cooperation Strategy 2014-2018, which runs in parallel to the UNDAF Framework. The DEV is also part of the One Programme, which is fully aligned with

⁶⁰ RGoB. 2014. Food and Nutrition Security Policy of the Kingdom of Bhutan. Document available at: http://www.gnhc.gov.bt/wp-content/uploads/2014/07/FNS_Policy_Bhutan_Changed.pdf.

⁶¹ RGoB Cabinet Secretariat of Bhutan. 2013.

⁶² WFP does not have a formal partnership with FAO for the SAP.

⁶³ WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300.

⁶⁴ WFP. 2011. WFP's School Feeding Policy Evaluation. Country Study Report for Bhutan.

⁶⁵ UNDAF. 2014. Bhutan One Programme (2014-2018).

⁶⁶ The four pillars of the GNH Policy are good governance; sustainable socio-economic development; preservation and promotion of culture; and environmental conservation. GNH Centre Bhutan. www.gnhcentrebbhutan.org. Accessed 10 May 2016.

the 16 National Key Result Areas of the 11th FYP.⁶⁷ There are no formal bilateral partnerships with other relevant United Nations partner initiatives. Interviews with WFP staff and United Nations partner representatives indicate potential – but so far underdeveloped – coherency with agriculture initiatives that have significant geographic overlap, mainly in Eastern Bhutan, as a means to supply fresh foods to complement daily rations. Key initiatives include the Farm to School Programme supported by FAO, and the Commercial Agriculture and Resilient Livelihoods Enhancement Programme, and the Market Access and Growth Intensification Project supported by IFAD.

2.2 Results of the Operation

2.2.1 School feeding component

55. The WFP school feeding handover is slightly ahead of the schedule stipulated in the DEV project document. This means that WFP is currently feeding a lower number of students than planned.⁶⁸ As of 31 December 2015, WFP supported 24,437 students (12,167 boys, 12,270 girls) in 196 schools (Table 7). This corresponds to 97.7 percent of achievement against planned beneficiaries for 2015 (Operational Factsheet).

Table 7: Breakdown of total beneficiaries for 2015

School level	Boys	Girls	Total beneficiaries
Primary school	11,817	11,970	23,787
Secondary school	350	300	650
Total	12,167	12,270	24,437

Source: WFP. 2015. Bhutan SPR 2015.

56. In 2015, WFP distributed 1,857 MT of food, which is 83.8 percent of planned distribution. Combined with 2,317 MT distributed in 2014, WFP has distributed 4,174 MT of food, which is 86 percent of planned distribution to date (Operational Factsheet). The 2014 and 2015 SPRs indicate, and WFP staff interviews confirm, that the lower-than-expected tonnage is mainly due to a higher rate of student handover than originally planned. WFP interviews further indicate that this is also due to fewer feeding days than originally planned, mainly caused by local school holidays.

2.2.1.a Procurement, central warehousing and transport

57. The purchase of the four non-perishable commodities is effectively managed by WFP. The 2015 Supply Chain Scoping Study and the SPRs indicate no problems with the procurement process, but state that quality control procedures at the procurement point in India could not be assessed.⁶⁹ Interviews with WFP staff and a review of the vendor selection and purchasing procedures confirm that the procurement runs smoothly and show the process is standardized and efficient, requiring minimal involvement of CO management. SPRs indicate no pipeline breaks occurred so far, and there is no immediate risk of a pipeline break according to a recent executive brief.⁷⁰ This is confirmed by WFP staff interviews.

⁶⁷ UNDAF. 2014. Bhutan One Programme (2014-2018).

⁶⁸ WFP. 2015. Bhutan SPR 2015.

⁶⁹ WFP. 2015. Bhutan Supply Chain Scoping Mission.

⁷⁰ WFP. 2015. Executive Brief Bhutan. Reporting period: 05 August – 05 September 2015. Internal report, unpublished.

58. Once the procurement is complete, goods are accepted into the three WFP border warehouses after the quality and quantity testing by an independent quality analysis provider. Commodities are tested at the warehouse on various parameters such as foreign matter, chalkiness and moisture content, and presence of insects and other pests.⁷¹ Responsibility for warehousing and storage from the point of receipt is passed to FCB. The 2015 Supply Chain Scoping Study and the SPRs do not indicate any problems with warehousing. However, the 2015 Joint Warehouse Monitoring Report⁷² indicates that warehouses are staffed with inexperienced/untrained individuals, and use outdated and inefficient information management infrastructure. The 2015 report also indicated insufficient warehouse size since the RGoB centralized commodity procurement started. WFP staff interviews showed this was caused by storage of RGoB commodities in the WFP warehouses.
59. These findings are consistent with ET observations. The ET visited the main WFP warehouse in Phuentsholing, which is managed by FCB. Direct observation and interviews with warehouse staff indicate that the practices and procedures are generally in line with the WFP Warehouse Service Manual. Interviews with warehouse staff confirm the reported staffing and information management infrastructure issues,⁷³ but the ET finds no serious impact on quality of storage. The issue of insufficient storage in the main warehouses did occur in 2015 but has since been resolved due to more frequent deliveries to schools, now quarterly, which started in 2015. The ET finds it is no longer a problem. The Phuentsholing warehouse was well maintained and stacking was appropriate. There were no serious incidents of pests or spoilage reported, and appropriate ventilation, fumigation and fire-prevention measures were in place.
60. Under the DEV, RGoB covers 50 percent of the transport costs for WFP commodities. In addition, for off-road schools the transportation cost, i.e., hire of manual labour, from road drop-off point to the school is fully covered by RGoB. Transport of WFP commodities through FCB is done through a combination of FCB trucks and smaller vehicles, organized through subcontractors, which can travel on unpaved roads. The 2015 Supply Chain Scoping Study and the SPRs do not indicate any problems with the transport. The 2014 and 2015 SPRs and ET interviews with WFP, FCB and school staff, show that there are no serious delays in transport and delivery. In the few cases where there was a delay, this was no more than 1-2 days and was mainly due to bad road conditions. Schools had sufficient carry-over stocks to deal with these delays.⁷⁴ Interviews further indicated that school staff found FCB to be very responsive in resolving delivery delays.
61. The 2015 Joint Warehouse Monitoring Report states concerns from schools regarding the quality of food received in 2014. Interviews with WFP staff indicated that this was due to a single bad batch of pulses, which were replaced. Interviews with school staff and a review of school logs indicated no specific problems with the quality of the WFP commodities at the time of receipt in 2015.

⁷¹ WFP. 2013. An Assessment of the Operational and Nutritional Aspect of the School Feeding Programme in Bhutan.

⁷² WFP. 2015. Joint Warehouse Monitoring Report.

⁷³ WFP. 2015. Joint Warehouse Monitoring Report.

⁷⁴ WFP. 2015. Bhutan SPR 2015.

2.2.1.b School storage, and food handling and preparation

62. The 2014 SPR indicates 21 schools were provided with fuel-efficient stoves, which is one more than the 20 planned, and that two schools, out of two planned, were provided with support to construct or repair kitchens or storage facilities. The 2015 SPR indicates that one school, out of two planned, was provided with support to construct or repair kitchens or storage facilities. Interviews with school staff indicated that in some schools additional kitchen utensils such as knives, pots and even electric rice cookers were provided through RGoB budget support. Interviews with WFP and school staff and direct observation indicate that WFP provided the right type of support to school infrastructure and equipment but that this support was not on a sufficient scale to meet school needs. The reduction of support to school infrastructure in this DEV, compared to the previous DEV, is in line with the responsibility of RGoB to finance school infrastructure construction and maintenance. However, WFP and school staff interviews and direct observation indicate that RGoB capacity to fulfil this responsibility is still limited.
63. The 2015 Supply Chain Scoping Study and 2015 BAFRA previous studies indicate that the quality of WFP school storage was low.^{75, 76} The 2015 SPR cites cases where yellow split peas and chickpeas became infested in school stores.⁷⁷ Interviews with school staff and direct observation of school storage facilities confirm that the quality of school storage is below WFP standards.⁷⁸ Main problems are that storage rooms are too small; there are holes in roofs and walls, which lead to dirt contamination and pest infestations; and the shelving for food items is inadequate, which leads to storage on the floor. Interviews with WFP and school staff further indicate that the cultural practice of not killing animals, but catching and then releasing them, is not effective in dealing with rodent infestations.
64. The 2015 BAFRA report indicates the quality of kitchen infrastructure and sanitation is low. The report highlights poor exhaust systems of the stoves as a key problem. Interviews with cooks and direct observation confirm these problems. In several WFP schools, the ET observed WFP-provided stoves and/or exhaust systems that were not repaired due to insufficient school maintenance budget. All schools visited had at least one functional stove and, though preparation time took longer, were able to provide school meals on time and in the planned quantities.
65. The ET confirms many of the problems with school feeding infrastructure but also finds that the quality of storage facilities, kitchens and dining halls is generally on par with the quality of other school buildings, and is considered as important as other school buildings like dormitories and classrooms. School staff interviews indicate that it will not be possible within current school budgets to further improve this infrastructure without reducing school maintenance costs for other buildings.
66. In 2014, WFP facilitated training of 33 cooks on nutrition, hygiene and safe food handling, out of 35 planned.⁷⁹ In 2015, 50 cooks were trained out of 60 planned.⁸⁰ The purpose of these trainings is to address persistent problems with poor hygiene

⁷⁵ WFP. 2012. Capacity Development mission Bhutan, 7 to 23 March 2012. WFP. 2014. Back to office Report (BTOR). Date: 5-13 April 2014 and 18-30 April 2014.

⁷⁶ BAFRA. 2015. School Inspection Report.

⁷⁷ WFP. 2015. Bhutan SPR 2015.

⁷⁸ WFP. Unknown. WFP Warehouse Service Manual.

⁷⁹ WFP. 2014. Bhutan SPR 2014.

⁸⁰ WFP. 2015. Bhutan SPR 2015.

and sanitation practices in food handling, as indicated in the BAFRA school inspection report.^{81,82} Interviews with school cooks and direct observation confirm the BAFRA inspection findings related to poor food handling. Interview findings also indicate that, in general, food preparation practices do not follow WFP training guidance and standards. A main problem highlighted during the interviews in most WFP schools is that vegetables are cooked for a long time in order to meet local preferences, which decreases their nutritional value. Interviews with school cooks indicated that a main reason for the limited uptake of promoted cooking practices is the text-based training material and limited practical training, which were not effective for the mostly illiterate cooks. A review of the cooks training curriculum confirmed insufficient use of pictures in the training material. Interviews with WFP staff indicated that each cooks training had a practical demonstration. However, interviews with cooks indicated very low recollection of these demonstrations.

67. The 2014 SPR states that in 2014, 76 schools, out of 75 planned, received assistance for SAP.⁸³ The 2015 SPR states that 13 schools, out of 13 planned, received assistance for SAP.⁸⁴ WFP provided funding to CoRRB, which combined this funding with other sources to support selected schools in the establishment of small-scale agriculture plots through purchasing agricultural inputs, tools, and in some cases fencing and greenhouses. Almost all schools visited by the ET had received SAP support at least once. Interviews with school staff indicate that SAP produces mainly vegetables but in the past also grew animals for meat and dairy.
68. The DEV project document states that the main purpose of the SAP is to contribute additional fresh foods to the school meals. Interviews with MoFA, WFP and United Nations partner staff and school staff, and direct observation indicate that the contribution of the SAP to school feeding is minimal due to the small size of the plots (there is limited arable land, in general), the limitations of seasonal agriculture in the highlands and limited financial support after the initial SAP start-up funds from WFP/RGoB for the SAP. Interviews with school staff and students further indicate that SAP is a learning channel to educate students about agriculture and motivate them to engage in farming as a main livelihood activity. However, the SAP only engages a small number of students directly; it is an optional, and not very popular, subject in the higher grades. WFP staff indicate that, for the reasons stated here, DEV support to the SAP is being scaled back by reducing the funding provided to CoRRB in 2016. The ET concurs that the SAP in its current form is not an effective supporting activity to the school feeding programme.
69. WFP also facilitated the training of teachers to improve the overall health, hygiene and nutrition awareness in schools. In 2014, 60 teachers were trained out of 60 planned.⁸⁵ In 2015, 65 teachers were trained out of 70 planned.⁸⁶ There is no project documentation on the results of these trainings. The ET was not able to interview any teachers involved in these trainings during the school visits, and cannot independently verify the effectiveness of the teacher trainings.

⁸¹ WFP. Unknown. Bhutan cooks training material

⁸² BAFRA. 2015. School Inspection Report.

⁸³ WFP. 2014. Bhutan SPR 2014.

⁸⁴ WFP. 2015. Bhutan SPR 2015.

⁸⁵ WFP. 2014. Bhutan SPR 2014.

⁸⁶ WFP. 2015. Bhutan SPR 2015.

2.2.1.c Targeting

70. The targeting of WFP school feeding beneficiaries at school level is effective and incorporates the vulnerability criteria stated in the DEV project document, such as walking distance to the closest school, prevalence of poverty, and gender parity ratios. SPRs 2014 and 2015 reported an almost equal number of boys and girls participating in school feeding. School staff and parent interviews and a review of school records confirmed the gender parity in school feeding. School staff interviews indicated no unplanned exclusions. Only children of school teaching staff are not included in school feeding; they eat together with the other students but meals are brought from home. ET observations show that these home-brought meals are of similar quality and quantity as the school meals. There is no evidence of any tension or problems related to this exclusion. The ET finds this exclusion appropriate given that teacher have higher income levels than parents of other students.
71. The targeting of school feeding beneficiaries in schools handed over to RGoB during this DEV is problematic. As discussed in Section 2.1., day students previously included in WFP school feeding are not included in RGoB school feeding due to differences in targeting criteria. This problem was identified in early 2014 and first reported in the 2014 SPR. Interviews with school staff and parents confirm that day students currently are not fed in RGoB schools handed over by WFP.
72. The joint WFP and RGoB response to this problem has not been effective. Interviews with WFP and MoE staff indicate that MoE requested WFP advice on how to resolve this in 2014. In response, WFP, with close support from the RB and in close consultation with MoE, organized a targeting study to develop an improved targeting RGoB system.⁸⁷ The targeting study proposed a logistics regression model to determine food needs based on student profiles and validated by teacher knowledge. Using such a model, RGoB could estimate food needs for all schools based on student profiles established during the annual enrolment process. The ET's review of the targeting study results shows that the proposed system is based on international good practice and is feasible in Bhutan with low direct associated costs, but does require some change in processes and practices by MoE and at school level. The results of the targeting study were not used due to a combination of internal CO resistance to the proposed approach, as the targeting update did not align with the current policy of RGoB to feed only boarders, and a limited readiness by MoE to change the RGoB school feeding targeting system in the short term. A main reason for the limited MOE readiness was that the draft National Education Policy commits RGoB to the existing school feeding targeting system. Another reason was that – in general – a lot of changes were already occurring in MoE at the same time, including an internal reorganization. Interviews with RGoB staff indicate that it would be preferable to get clarity on the status of the draft policy before adopting new ideas. A third reason indicated by both RGoB and WFP CO was that the handover process had many moving parts and priorities were frequently changed; it would be preferable to have a more organized handover process before making a significant structural change to RGoB school feeding such as the proposed targeting change. WFP and RGoB staff interviews also indicated that RGoB participated in and agreed with the purpose of the study, but that WFP was the main driving force behind the

⁸⁷ WFP. 2014. School Feeding Re-Targeting Exercise. And RGoB MoE & WFP. 2015. Bhutan School Feeding Programme Retargeting Exercise: Development of a Sustainable, Equity-Based Targeting Model. Technical Report.

specific technical solutions proposed. This had a negative effect on the initially high level of ownership by RGoB of the targeting study.

73. Interviews with school staff, parents, village leaders and local MoE officials indicate that in some RGoB school feeding schools (three out of 13) a local and satisfactory solution has been found for the day student exclusion. In these schools, there is an informal agreement between parents and school administrators to board day students, who would not normally qualify for boarding under the geographic distance criteria, but have a clear need for school meals. Interviews with local MoE officials indicate that this is acceptable as long as the school administrator shows sufficient due diligence in assessing the individual case of the student and keeps clear written records. The ET found no consistent definition for what constitutes a clear need. Interviews with parents, school staff, students and local MoE officials indicate the main criteria used are socio economic, e.g., divorced parents, both parents deceased, or low income. Interviews with MoE national officials and consultation with the SFTC indicate the potential to use this informal process to address immediate day student exclusion in the short term, while work on a more robust solution continues.

2.2.1.d Effectiveness of WFP school feeding

74. SPR 2015 outcome data (Outcomes Table, Operational Factsheet) is not calculated for WFP schools but states the national data presented in the Annual Education Statistics report.⁸⁸ The 2015 SPR outcome data show that the NER in WFP-assisted primary schools for boys is 92.4 percent, down from 95 percent at baseline, and that the NER for girls is 98.1 percent, up from 96 percent at baseline. The DEV NER targets for boys and girls are 95 and 98 percent, respectively. The NER target for girls has already been achieved; the target for boys has not yet been achieved. The 2015 SPR also shows that the retention rate for boys is 96.8 percent and for girls is 98.8 percent, up from 96 percent and 96.2 percent at baseline, respectively. The DEV retention rate targets for boys and girls are 96 and 96.2 percent, respectively. Both targets have been achieved.
75. The ET found no documented evidence to support a clear statement of attribution of NER and retention outcomes, reported in the SPRs, to the WFP school feeding programme. Project documents also do not provide any explanation for the direction of change in these outcome indicators for boys and girls. Interviews with RGoB, WFP and school staff, and parents indicate the lower NER may be due to family planning in rural Bhutan, which has resulted in fewer children being born. Interviews with WFP, MoE, United Nations partners, school staff and parents all indicate a common belief that the earlier WFP school feeding programmes played an important role in increasing NER and retention rates over the last 40 years, but confirm that there is no evidence to indicate that this is the case in the current or even the previous DEV 105790.
76. Since the start of the DEV, there have been no studies to better understand the trends in NER and retention rates in WFP-assisted schools or to assess the effectiveness of the WFP food basket towards an implicit, although not clearly stated, nutrition rationale of the DEV. WFP staff interviews indicate that monitoring data were limited from 2015 onwards due to a reduction in staff monitoring visits to schools due to the high workload associated with the capacity development

⁸⁸ RGoB MoE. 2015. Ministry of Education, Annual Education Statistics 2015.

component and handover. Interviews with school staff, and WFP and MoE staff acknowledge the relevance of school meals to child nutrition but indicate a representative nutritional assessment of the WFP school feeding programme is difficult to undertake. This is mainly due to varying cash and in-kind contributions to school meals from parents, RGoB and SAP; different local food purchasing options across Bhutan; and lack of standardization in school meal composition. Despite the lack of robust evidence, interviews with school staff, parents and MoE and WFP staff indicate a widely held belief that the composite school meals in WFP-supported schools do not meet the nutritional need of children, with a specific concern about micronutrient intake. The ET concurs with this. In particular, interviews and site observation highlight a lack of animal protein intake as a key concern.

77. Direct observation and participation in WFP school feeding activities shows a diet typical of the standard Bhutanese meal: large amounts of rice complemented by a choice of a single or, in some cases, one out of two curries made with vegetables and pulses. The ET did not observe meat included in the meals but did in a few cases observed eggs as part of the meal. Potatoes are the most common vegetable, followed by cabbage, cauliflower, onion and radish. Chillies are a common part of the stews, and sometimes combined with potatoes and cheese. Interview findings with school cooks indicate that green leafy vegetables are not regularly consumed because of their short shelf life in school storage facilities and such vegetables are not a cultural preference. Eggs are consumed once and sometimes twice a month. Meat is rarely consumed, at most one meal per month, and is commonly reserved for special occasions. Interviews with WFP, RGOB and school staff, and parents and students, indicate that the school meals in both RGOB and WFP-supported schools is similar, and in some cases considered better, than meals taken at home.
78. Interviews with WFP, RGOB and school staff and a review of student health books in the schools indicate that RGoB provides students vitamin A supplementation twice a year and targeted iron supplementation once a week. In addition, deworming is conducted once every six months.

2.2.1.e Handover

79. The DEV project document does not specify a clear handover strategy. Interviews with WFP and MoE staff show that WFP continued the approach taken under the previous DEV 105790 of first handing over secondary schools. SPRs 2014 and 2015 confirm this. The breakdown of total beneficiaries for 2015 shows WFP support was provided to 11,817 boys and 11,970 girls in primary education sector and 350 boys and 300 girls in secondary education sector (Table 7). WFP and RGoB staff interviews indicated that in 2016, the handover of secondary school students will be completed, with the exception of the lowest secondary grades 7 and 8, and the main focus will be on handing over primary school students. WFP staff interviews indicate that WFP is continuing school feeding support to secondary school day students in grades 7 and 8 until the problem of day-student exclusion from RGoB school feeding has been resolved.
80. Interviews with WFP and RGoB staff indicate that RGoB selects the schools where WFP support is to be phased, to be agreed to by WFP. WFP input focuses mainly on working with RGoB before school selection to determine the types of schools that can be phased out. Interviews with school staff and parents indicated only 2-3 months' notice was given for handover, which was considered insufficient time to sensitize

and prepare parents, and resulted in misunderstandings about the reasons for the WFP handover to RGoB. Interviews with WFP and RGoB staff indicate that there was no handover preparedness assessment undertaken at school or district level, and no communication strategy to guide handover information flow and manage expectations. The effectiveness of handover planning and processes is further analysed in the discussion of the capacity development component.

2.2.2 Capacity development component

81. **2.2.2.a Needs assessment.** Interviews with WFP and RGoB staff indicated that the 2014 SABER Bhutan report is the main needs assessment for the capacity development component of the DEV. The SABER was organized in 2014, after the start of the DEV. As discussed in Section 2.1., there was no needs assessment to inform the design of the DEV capacity development component prior to the start of the project. The SABER report identifies the status of school feeding in Bhutan, including gaps and recommendations, in terms of five policy domains: policy framework, financial capacity, institutional capacity and coordination, design and implementation, and community roles. The SABER results indicated status for all domains was considered “emerging,” with the exception of financial capacity, which was considered “established.”
82. **2.2.2.b Strategy and planning.** Interviews with WFP staff indicated that the SABER report informed the development of a Capacity Development Road Map, which was endorsed by RGoB in early 2015. The Road Map was to inform the Bhutan One Programme workplan for the education sub-sector for January-December 2016. A review of these documents and interviews with WFP staff indicate that this 2016 workplan was the first occasion that the CO articulated a structured and actionable approach to capacity development.
83. **2.2.2.c Activities.** WFP staff interviews indicate that the CO approach to capacity development during 2014 was partially effective, and the ET concurs with this. The main capacity development activities indicated in the 2014 SPR, and confirmed by ET’s review of mission documentation, were training of cooks and teachers, the feasibility study for the development of software for tracking commodity distribution, and the targeting study. WFP staff acknowledge that the training of cooks and teachers, which was always an integral part of the WFP school feeding programme, does not constitute appropriate capacity development activities associated with the handover, and should not have been stated as such in the SPR. Interviews with WFP and RGoB staff further indicate that, to date, the results of the commodity tracking feasibility study and the targeting study have not yet been utilized. The results of the feasibility study were not used due to the high costs associated with implementation, which were beyond WFP project resources. The 2015 supply chain mission report indicates that FCB is already in the process of upgrading its commodity tracking system; this was confirmed in WFP and FCB staff interviews. The results of the targeting study were not used for the reasons described in the previous section.
84. **2.2.2.d Shift in WFP approach:** Interviews with WFP and RGoB staff show that in 2015 there was a shift from a WFP-led transition to a participatory transition model with more meaningful involvement by RGoB. The main reasons for this were availability of objective needs assessment results from SABER, and the very participatory approach that WFP facilitated with RGoB for development of the Road

Map and education sub-sector workplan. This culminated in the establishment of the SFTC at the end of 2015, which plays an important role in guiding the handover and capacity development activities in the period 2016-2018.

85. **2.2.2.e Bottlenecks:** The 2015 SPR and WFP staff interviews highlight the need for a national school feeding policy as a main milestone to be achieved before the CO can proceed with operational activities such as updating the school feeding targeting system and finalizing school feeding management guidelines. The absence of a national school feeding policy was also stated in the SABER results as a key gap to be addressed. A review of the 2016 education-sub sector workplan, and interviews with WFP and RGoB staff, show that WFP aims to support the development of this policy with a comprehensive and participatory situational study that clarifies the rationale and purpose of school feeding in Bhutan. Interviews with MoE staff indicate very high expectations for the study – which was supposed to take place in 2015 but has not yet been conducted – for example, the expectation that the study will provide a definitive way forward regarding a RGoB targeting update decision. Both RGoB and WFP staff indicate frustration with its delay, as the study has become a bottleneck that is holding back other capacity development activities. WFP staff interviews indicate that the main reason for the delay is difficulty in finding and contracting suitable consultants for the situational study.
86. A review of the 2016 education sub-sector work plan shows more than 20 discrete WFP outputs, not counting associated (sub-) activities. Interviews with WFP staff indicate that this workplan is not feasible with the current CO capacity and includes a backlog of activities not undertaken in 2014-15, which needs to be somehow absorbed. WFP staff indicate several activities planned for early 2016 are already delayed, including the aforementioned situational study. There is already an expectation that some 2016 activities, which were carried over from 2015, will have to be carried over into 2017.
87. The ET and WFP staff jointly reviewed the 2016 education sub-sector work plan against the Capacity Development Roadmap based on the SABER, and identified several activities that can be consolidated and should be prioritized to support an effective handover of existing WFP school feeding functions to RGoB. These include, among others, the situational analysis to inform a current school feeding policy or strategy, the institutional capacity needs assessment to inform the critical DEV capacity building activities, the development of national school feeding guidelines, support to strengthen school feeding outcome M&E, and review of the food basket against nutrition standards and needs. The joint review by the ET and WFP staff also identified several activities that have value to improve school feeding in Bhutan in the future but are not essential to the consolidation and handover of existing school feeding responsibilities and systems, and are not conducive to dealing with the current activity backlog. These include the exploration of a complementary funding mechanism with private sector, parents and communities, development of vegetable value chains and piloting of a new SAP model. The ET and the CO differ in opinion on the prioritization of the rice fortification study and pilot at this stage of project implementation. The ET finds that the level of effort required for this exceeds available staff resources in light of existing priorities. The CO indicates that rice fortification is a strategic priority given its potential to address micronutrient deficiencies and the high-level endorsement of rice fortification by RGoB, which can garner additional support for school feeding capacity building in general.

88. **2.2.2.f Handover capacity.** Interviews with WFP and RGoB staff indicate that in 2015 and early 2016, some progress was made to increase the combined capacity of WFP and RGoB to implement a successful handover. This includes the recruitment of an international WFP head of office with experience in school feeding transition, WFP financial support to MoE to recruit two junior professionals who will specifically focus on school feeding operational and handover activities, and intense WFP support to establish and facilitate the SFTC to play a more prominent leadership role in guiding the transition. However, interviews with WFP and MoE staff indicate that there is neither a clear coaching model nor a specific capacity development framework, with the necessary key performance indicator to track progress, reflected in internal work planning. There is no system to gradually transfer day-to-day school feeding responsibilities and guide MoE staff in their expanded roles. In the view of the ET, operational roles do not automatically transfer from one institution to another; there needs to be a series of supporting activities to plan, prepare for and facilitate this. This includes preparedness assessments at multiple levels to identify where processes and systems may not align, and what specific internal and external technical assistance is required to address gaps. It also includes communications strategies at all levels to manage expectations and ensure clear flow of accurate information regarding the rationale for and implications of handover. Such a model was proposed, albeit in very broad strokes, in the 2012 capacity assessment report but was not followed.
89. A review of WFP staff job descriptions shows no clear roles and responsibilities related, or specific time allocated, to handover activities. Interviews with WFP staff indicate that it is difficult to absorb the additional capacity development activities in the 2016 workplan on top of their regular workload to continue WFP's direct school feeding. The time required for WFP school feeding supply chain tasks stays more or less the same, irrespective of the caseload. WFP staff further indicate a lack of confidence in implementing a successful school feeding transition and capacity development activities due to lack of preparation, training and experience in such processes, which are very different from their contractual role of implementing direct school feeding. WFP staff specifically highlighted that the workload associated with facilitating the numerous missions associated with the handover was overwhelming, and left insufficient time to process and utilize mission results for thoughtful/strategic engagement in handover processes; as expressed by WFP staff, "to organize our thoughts, plan our next steps and document the process so others can learn from it." WFP and RGoB staff interviews indicated concern at the large number of missions hosted by the CO, without clear coherency among missions and with the project handover purpose, and low utilization of results to date.
90. Direct observation by the ET of the third SFTC meeting (Thimphu, 24 March 2016) and interviews with its members indicate that the committee is still largely a WFP initiative. SFTC members struggle to take ownership of the large number of activities currently associated with the handover, as specified in the education sub-sector workplan, especially in light of the obvious frustration by WFP staff with these same activities. The backlog of activities further complicates a strategic prioritization process, as under the current workplan the majority of activities need to be done at the same time.

2.2.2.g Effectiveness of capacity development

91. The associated outcome indicators for the capacity development component are the School Feeding National Capacity Index (NCI), based on the SABER report domains, and a ranking of the status of handover strategy development and implementation. The 2015 SPR states the NCI score is 12 out of a targeted 14 and possible 20, up from 11 in 2014. The 2015 SPR states the handover strategy status is 2, on a scale of 1 to 3, which indicates “partially achieved” (Outcomes Table, Operational Factsheet).
92. Documentation for the 2015 NCI calculation was not made available to the ET. Interviews with WFP staff indicate that the 2015 NCI result was calculated in consultation with MoE. The NCI improvement of 1 point between 2014 and 2015 represents an improvement from “emerging” to “established” in the SABER policy goal 3 – institutional capacity and coordination – based on the formation of the SFTC at the end of 2015. The ET confirms that the 2015 NCI score is an accurate reflection of the RGoB school feeding capacity in Bhutan, and confirms the usefulness of the SABER as an accountability and performance measurement tool in the Bhutan school feeding programme.
93. There is no documentation available to justify the handover status scoring, or what the specifics are of each ranking category. Interviews with WFP staff indicate this is a qualitative indicator determined in consultation with MoE, which focussed more on implementation status. The score of 2, “partially achieved,” was given because a large number of students had been handed over, though no objective standards were set for scoring. With this understanding, “fully achieved” represents a full handover of students. The ET finds that the lack of defined scoring criteria and use of only three poorly defined ranking categories represents a gap in establishing accountability for developing a proper, stepwise handover strategy. Interviews with WFP staff confirm that this indeed highlights the fact that developing a handover strategy was not given proper consideration during DEV design and the early stages of implementation. At midterm of the DEV, the ET does not concur with the 2015 score of “partially achieved,” and following a strict ranking definition would score the DEV “not achieved” on this indicator until a clear handover strategy is in place. However, the ET acknowledges that since 2015 the CO has provided increasingly strategic support to the handover process. A clear handover strategy is likely to be in place in 2016 to guide the effective handover of students by 2018.

2.2.3 Crosscutting issue - Gender

94. The 2015 SPR indicates that the crosscutting gender objective of 50 percent of women beneficiaries in leadership positions of school feeding management committees was achieved. These committees were made up of a mix of students and teachers. The SPR also states that there were insufficient female school staff members to achieve the gender target for adult committee members, and that most members were in fact students. The report further indicates that, following the example of WFP, RGoB-supported schools are now also promoting equal gender representation but that women in general appeared hesitant to take teaching positions in rural areas.

95. The SABER report states that the committees do not have a specific mandate with regard to school feeding, which is confirmed by the ET.⁸⁹ Interviews with school staff and students, and direct observation confirm that, in general, girls and boys engage in support activities like serving food and kitchen chores, as directed by the school feeding mess-in-charge, who is commonly a male teacher. A review of the committee terms of reference indicates overall tasks and guidance on composition, but does not state gender-disaggregated roles or responsibilities. There is no clear leadership structure for the school feeding management committee within which to promote or measure gender parity, so the ET cannot verify this. Interviews with the mess-in-charge indicated awareness of the gender equality requirement for committee participation and that efforts were made to maintain that parity. Interviews with students on promotion of gender parity did not indicate clear knowledge of this topic.
96. The only evidence of gender activities to achieve this objective can be found in the SPRs. Both the 2014 and 2015 SPRs state that WFP promoted equal male and female participation, both teachers and students, in the school feeding management committees in all schools. Interviews with WFP staff indicate that this was mostly through in-person communication during 2014 monitoring visits. The SPRs also state that WFP conducted sessions on gender sensitization and re-emphasized the gender parity requirement in school feeding management committees during annual trainings for teachers and cooks. Gender session training material was not available for review by the ET.
97. Interviews with WFP staff indicated that gender activities were not a focus of the project and received minimal attention in project activities. The main reasons indicated by staff were that there was no gender strategy or specific activity set included in the DEV design, the CO did not have a gender specialist on staff, and no resources were earmarked for gender activities in the budget. WFP interviews indicate that there was no internal WFP accountability for gender activities under the DEV during the design phase or based on 2014-2015 reporting. Interviews with WFP staff indicate that to properly fulfil and improve accountability for the gender objectives, the CO would require in-country support from a gender specialist and significant additional financial resources to undertake an in-depth gender needs assessment and implement a meaningful gender strategy with relevance to the broader education sector. Interviews with WFP staff indicate a clear concern that this would overwhelm CO capacity and further compromise RGoB and WFP resources required for handover activities.

2.2.4 Crosscutting issue – Partnerships

98. The 2014 and 2015 SPRs indicate that six out of a targeted eight organizations provide complementary inputs and services to the DEV. The SPRs indicate that these partners are the following: MoE, MoAF and the FCB on the operational side of school feeding; and UNDP, UNICEF and UNFPA as the main coordination partners in the education sector under the Bhutan One Programme. At the time of the evaluation, WFP had formal agreements in place with MOE and in process with FCB. The support to MoAF for the SAP is managed through the formal agreement with MOE. The collaboration with United Nations partners is formalized through the Bhutan One program and its annual work plans.

⁸⁹ World Bank, WFP and Australian Aid. 2013. Bhutan Systems Approach for Better Education Results (SABER). Country Report.

99. Interviews with WFP and MoE indicate a close working relationship between WFP and MoE at national and local levels. The overall engagement by WFP with RGoB is guided by the country agreement with the GNHC and the project agreement. WFP staff interviews indicated that the project agreement had expired under the previous DEV 105790 and was in the process of being renewed. The ET found no evidence that this had affected DEV implementation, as operational and administrative arrangements continued even without a formal agreement.
100. The interview with MoAF indicated some tension regarding the scale-back of WFP support to the SAP in 2016, which appeared mainly due to lack of clear evidence for and understanding of the rationale for the scale-back. The interview with FCB indicated that the collaboration was effective. Both WFP and FCB did indicate recent misunderstandings about permissible FCB costs related to warehousing and warehouse ownership, which were in the process of being resolved.
101. The interviews with WFP, UNDP, UNICEF and UNFPA indicated limited coordination and collaboration at the operational/programmatic level, outside of required United Nations system coordination. The development of the education sub-sector workplan was considered the most meaningful opportunity for coordination, but all partners admitted that follow up-action to strengthen coherency among workplan activities was very limited.
102. In general, the ET finds that the partnership engagement by WFP was minimal at the time of the evaluation, with the exception of MoE due to the capacity development mandate in the DEV. WFP staff interviews indicate that WFP staff are fully consumed with internal activities and short-term deliverables, and have limited scope to strengthen strategic arrangements with potential longer-term benefits.

2.2.5 Contribution to higher-level results pursued by WFP Bhutan

103. The overall goal of WFP assistance over the course of 2014-2018, with a view to phasing out operations by the end of 2018, is to help the government achieve self-reliance, in line with Vision 2020, in the management, coordination and implementation of a cost-effective, equitable and quality school-feeding programme across the country.⁹⁰ By extension, the DEV aims to support RGoB to achieve universal access to primary education under SDG 4, and also contributes to poverty and hunger alleviation under SDG 1 and 2.⁹¹
104. When considering all the evidence, the ET finds that the WFP has made a critical contribution to the establishment and sustainability of the current RGoB school feeding system, not only through the current DEV but also through a succession of similar WFP school feeding programmes. The current RGoB school feeding system is to a large extent modelled after the WFP school feeding programme, and this DEV aims to consolidate progress to date, to leave behind a system that requires minimal external assistance.
105. Despite challenges in the handover and capacity development components under the current DEV, the ET finds that RGoB is overall confident and capable to continue the national school feeding program in its current form. DEV assistance during the remaining project timeframe is an opportunity to further strengthen RGoB systems

⁹⁰ WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300.

⁹¹ WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300.

in line with international good practice, i.e., around policy and improved ICT for supply chain management, and to explore channels to further improve school feeding in Bhutan over the longer term, i.e., rice fortification and increasing options for local procurement through agriculture and market initiatives. However, these do not constitute critical areas that, if left unaddressed, will undermine the medium-term continuation of school feeding in Bhutan after WFP exits in 2018.

2.2.6 Unintended effects

106. Exploration of unintended results or effects of the project activities was included in all interviews with WFP, RGOB, UN partner and school staff, and parents and students. With the exception of the day student exclusion, the ET did not identify effects that were not envisaged in the DEV project document.

2.3. Factors Affecting the Results

107. This section addresses the third evaluation question, “Why and how has the operation produced the observed results?” It discusses the main structural internal issues and the external factors that affected the operation’s performance. Unless otherwise stated, the main source of information for this section is key informant and in-depth interviews with WFP and RGoB staff grounded in context understanding from the document review and analysis in the preceding sections, with structured triangulation of respondent information.

Internal factors

108. **Capacity to partner.** The partnership between RGoB and WFP spans more than 40 years. Interviews with WFP and RGoB stakeholders and direct observation during the SFTC indicate a close partnership. This applies especially to the working relationship between WFP and MoE, which is characterized by open and frank discussion. This collegial relationship, as observed by the ET on many occasions, has been helpful to facilitate pro-active troubleshooting, which has resulted in a relatively smooth handover process, despite the lack of a clear strategy and action plan until two years in.
109. However, due to the high workload associated with the DEV and the small CO team, the capacity to partner outside of the immediate school feeding domain is low. The CO has not sufficiently engaged with United Nations partners except on required Bhutan One programme activities, such as the development of the joint annual work plan. Opportunities to develop programme linkages at the start of the DEV, especially to strengthen fresh food availability to schools, have not been taken.
110. **Staffing.** The CO team is small – consisting only of five programme staff, two administrative staff and two drivers – but highly motivated. Turnover is low. The small team size is sufficient to manage school feeding alone, but is not sufficient to deal effectively with the high workload associated with handover facilitation and capacity strengthening, on top of the regular school feeding activities. The team deals with this by putting in long hours and using flexible working times. This is, however, not a sustainable solution. Staff acknowledge the challenges but indicate they have few options to resolve bottlenecks and absorb backlog. WFP staff interviews indicate a high degree of workplace stress and a general feeling that staff has not received appropriate capacity development to deal with the DEV activities.

111. The DEV benefited from the recruitment of an international Head of Office (HoO) in 2015 who had previous experience with school feeding capacity strengthening and handover processes and was familiar with the Bhutan school feeding context through the 2012 capacity assessment mission. The HoO joining inserted much-needed guidance and momentum to the programme, as evidenced by the 2015 focus on strategy and planning, and is essential to the solution of many of the challenges highlighted in the evaluation report. At the same time, WFP staff interviews indicate that the capacity and experience gap between the HoO and the rest of the team is significant. Staff interviews further indicate that strengthening the capacity of additional CO team members, specifically on the issues they are supporting the handover to RGoB on, would allow for a more equal distribution of roles and responsibilities among staff.
112. **Over-ambitious workplan.** This internal factor is closely associated with the staffing factor. There are many areas where the school feeding programme, as it has evolved over the last decades, can be strengthened; not all need to be addressed by WFP in the last two years of a handover DEV. As discussed in detail in the bottlenecks section under 2.2., the current workplan is not feasible with the current CO staff and technical capacity. The ET finds that activities essential to the handover of current school feeding functions should be prioritized over activities that have the potential to strengthen school feeding in the future.
113. **Communication approaches.** Interviews with WFP, RGoB and United Nations partners indicate some levels of friction in dialogue and negotiation between WFP and RGoB, which can be expected during a handover process when roles and expectations change. Interviews with WFP and MOE staff indicated that there is no communication strategy to guide the content, targeting and packaging of key messages pertaining to the handover process. These interviews also indicated that misunderstanding between how messages are conveyed and absorbed, and sometimes lack of consistency in messages, have delayed decision-making and affected ownership. The targeting assessment was mentioned as one example of where this occurred. Interviews with WFP, MOE, school staff and parents also indicated limited guidance on the process and content for communicating student handovers to schools and to parents. This has resulted in local interpretation of communication steps and messages, and different approaches to handover communication. In some districts, schools and parents were notified more than six months in advance, while in the majority of districts, schools and parents received less than three months' notice.
114. **Formal coordination system.** The strengthening of institutional capacity for coordination is recommended in SABER as a key policy goal. Interviews with WFP and RGoB staff confirm that the establishment of the SFTC has been a key factor in improved coordination and planning, and has catalysed a sense of ownership by RGoB of the handover and capacity development process that was largely missing in the first two years of the project. It is expected that the establishment of a SFTC Steering Committee, which is currently being discussed by the SFTC, will further strengthen policy decision making for school feeding.
115. **Internal WFP guidance.** There is a lack of internal WFP written guidance and system for coaching and oversight, school feeding handover, and handover in general, which was acknowledged in WFP interviews. Without explicit and proactive

guidance, or a closely managed pilot phase to assess strengths, weaknesses, opportunities and threats in the Bhutan context, the CO team continued business as usual in the previous DEV and the first 18 months of this DEV. This led to a backlog of handover and capacity strengthening activities, which has led to an overly ambitious workplan for the remaining project timeframe. This is visibly overwhelming CO capacity and affecting RGoB partners' willingness to take ownership of what is perceived as a complex and problematic process.

116. **M&E.** The ET finds that the DEV has partially met the corporate requirements for monitoring, as set out in the 2014 WFP Minimum Monitoring Requirements guidance.⁹² The minimum corporate reporting requirements for SPRs have been met. The standard operating procedures for output monitoring are in place and generally followed.
117. In general, the M&E system is centred on verification of supply chain activities and outputs only through site visits to all WFP-supported schools on an annual basis. Interviews with WFP, MoE and school staff indicate that the monitoring visits were very useful, not only for WFP monitoring but also to assist with local troubleshooting. Due to the shift from business-as-usual to improved handover and capacity development planning in 2015, these monitoring visits were reduced. MoE monitoring has not yet been established. As a result, both WFP and RGoB staff have insufficient awareness of the implications of handover for schools and district MoE officials.
118. A review of the monitoring forms, staff mission reports and SPRs, and interviews with WFP staff, indicate that the DEV lacks effective outcome monitoring. In addition, the outcome data stated in the SPR reflects national statistics and is not calculated for the WFP schools, as the indicators suggest. As a result, it is not possible to validate the progress against the objective indicators for SO4.1. WFP staff interviews and review of 2008-2015 SPRs indicate this is a problem that was carried over from the previous DEV. There is no reliable information or robust analysis on attribution of outcome indicator changes to WFP school feeding activities. User-friendly methods that could have been considered for outcome monitoring of school feeding and handover results, but were not, are most-significant-change techniques and outcome mapping, respectively. At the end of 2015, the CO drafted an M&E strategy but this has not yet been finalized. At the time of the evaluation, the CO was in the process of seeking guidance from RB to support M&E framework and systems strengthening.
119. Crosscutting indicators were reported on but WFP staff interviews indicated that these were not useful to inform DEV implementation. WFP staff interviews indicate that the selection of indicators at outcome level and for crosscutting issues was not properly informed. The current indicators do not properly reflect the operation achievements. For example, the handover index score categories are too narrow to capture the breadth and depth on a handover programme. Interviews with WFP staff further indicate that the use of performance monitoring information to guide implementation reflection and decision-making improved in 2015.
120. The situational analysis, which is a main DEV activity, is delayed and should have been undertaken prior to the DEV start. This is an underlying factor in the weakness

⁹² WFP. 2014. WFP Minimum Monitoring Requirements For Effective Project Monitoring, Reporting and Reviews.

of the M&E system. Without a clear situational analysis of the rationale and purpose of school feeding in Bhutan, it is difficult to formulate the development hypotheses and the associated intermediary indicators and targets. In other words, there is limited understanding of the school feeding pathways of change, and it is difficult to measure what has not been clearly articulated.

External factors

121. **Institutionalization of WFP school feeding practices.** The draft National Education Policy and the Education Blueprint both mention school feeding and indicate relevance to RGoB education objectives. WFP has directly supported the institutionalization of the RGoB school feeding programme in its current form. As a result, RGoB school feeding administrative and supply chains systems and processes, including collaboration with FCB, are largely modelled after the WFP school feeding programme. This coherency has been a helpful factor to facilitate a relatively problem-free handover of caseload at the school level – with the exception of the targeting problem – despite lack of handover preparedness and clear communication
122. **RGoB readiness for handover.** The ET confirms the ability of RGoB to take over school feeding activities from WFP by 2018 at current standards. While this was a premise of the DEV design, it is important to emphasize this again. During the interviews with RGoB, there was frequent expression of concern on the RGoB's financial capacity to absorb the extra costs of WFP school feeding due to delays in hydropower revenue and the increased MoE spending on the central schools initiative. However, interviews indicate that, while not an easy process, RGoB will be able to manage the financial risk and education remains an overall priority for RGoB spending.
123. **MoE institutional capacity.** In 2015, MoE reorganized SAFED into SHND, which highlighted the increased importance afforded to school feeding and nutrition as part of the division's mandate. However, SHND staffing arrangements are still insufficient to effectively manage a national school feeding programme.
124. **National education policy (NEP).** The DEV design states the assumption that the NEP would be approved by the end of 2014 and provide a clear policy framework for handover decisions. Interviews with RGoB staff indicate that this did not happen. The NEP was not approved by the Cabinet and was instead sent back to the MoE for revision in 2016. This has affected the DEV results in several ways. First, the NEP continues RGoB's current system for school feeding targeting. The uncertainty around NEP approval has played a role in the RGoB consideration of updated targeting proposed by WFP. Second, the situational analysis to develop an improved rationale and purpose for school feeding in Bhutan, and potentially inform the development of a specific school feeding policy, would ideally be grounded in the NEP.
125. **Lack of social safety net.** Interviews with WFP and RGoB staff indicate there is no RGoB social safety net programme in Bhutan. The RGoB school feeding programme is one of a few national programmes, like the government pension scheme, that provides a basic social service. Interviews with parents and school staff indicate that this has created a high sense of dependency on school feeding by poor and remote households, which is beyond its original education purpose, to meet household food expenditure needs. In this context, it is understandable that the

handover from WFP to RGoB school feeding has created uncertainty and concern at local level, and there is a sustained call for continuation of school feeding by parents, despite the lack of clear demonstrable need.

126. **Opportunity for partnership.** In addition to WFP capacity for partnership, it is important to acknowledge that the opportunity for multi-sector partnership on school feeding appears low. Interviews with United Nations and RGoB partner staff indicate that there is a limited culture of practical collaboration between agencies and sectors on school feeding, which is largely considered an education issue. There are limited established channels to engage with health partners on issues such as school feeding and nutrition, and local agriculture to supply school feeding. The majority of current discourse on these issues is through informal communication and personal contacts.
127. **State of agriculture in Bhutan.** Bhutan has a food deficit and the potential to develop arable land for agriculture is limited. The short cropping seasons at higher altitudes and undeveloped local markets further exacerbate this. Despite initiatives to improve agriculture productivity and markets by MoFA, e.g., those supported by IFAD and FAO, the access to locally procured fresh foods will remain limited. This will have a negative effect on a school feeding programme that relies on a stipend component for decentralized procurement.

3. Conclusions and Recommendations

3.1 Overall Assessment

128. This section summarizes the conclusions of the evaluation based on the evaluation criteria: relevance, coherence, and appropriateness; efficiency; effectiveness; impact; sustainability and connectedness; and gender.

Relevance, coherence and appropriateness

129. *Relevance to needs:* Robust evidence to establish clear relevance of school feeding in Bhutan toward the DEV stated objectives, and beyond feeding to facilitate boarding, is lacking. While there is a widespread belief that school feeding supports education outcomes in Bhutan, which was very likely the case in the early phases of school feeding, the ET finds no clear evidence to support this as relevant to the current DEV. Recent evidence does indicate that continuation of school feeding in Bhutan is a relevant service in remote rural areas to address high levels of micronutrient deficiency.
130. The DEV has two specific objectives and associated project components: school feeding and school feeding capacity strengthening of RGoB. The DEV design misses a third specific objective to frame project activities associated with handover of students from WFP support to RGoB school feeding, which are not sufficiently emphasized under the other two objectives. The specific objective to strengthen ownership and capacity for school feeding was appropriate and in line with RGoB demands articulated to WFP, and RGoB emphasis on self-reliance, but important analytical and implementation aspects were not properly detailed in the DEV design.
131. The school feeding transfer modality – commodities in combination with additional food items from other local sources – is appropriate to the geographic and (market and road) infrastructure context in Bhutan. The flexibility of having a range of

transfer modalities available is preferred, so that the modality can be tailored to the needs of the geographic location. The DEV design continues supporting school feeding activities from the previous DEV 105790, like school infrastructure investments and the SAP. The reduction of support to school infrastructure is appropriate. The inclusion of SAP in the current DEV is not clearly justified, and the reduction of WFP support to SAP is appropriate until its effectiveness can be demonstrated.

132. Geographic targeting for school feeding at district level is mainly based on a 2005 VAM annual update in close consultation with RGoB. WFP school feeding focuses on the most remote schools in the poorest districts, mainly in Eastern Bhutan.
133. *Alignment with policy and programme context:* The DEV is largely coherent with the strategic priorities of WFP at the global and CO levels. The DEV responds specifically to WFP Strategic Objective 4 and Objectives 2-5 of the Revised WFP School Feeding Policy. The DEV is not coherent with the WFP Gender Policy (2015-2020). This policy was not available at the time of the DEV design, and the sparse guidance for school feeding in the 2009 WFP Gender Policy was of limited use; as a result, gender equality was not properly integrated into the DEV and the DEV does not meet minimum standards set out in the 2015 policy.
134. The purpose of the WFP phase-out is in line with the RGoB Vision 2020 of self-reliance. The DEV is coherent with existing government policies that mention school feeding in the context of education and nutrition improvements, and other socioeconomic benefits. The DEV is also largely coherent with the current RGoB school feeding programme: RGoB school feeding processes and procedures are largely modelled after the WFP school feeding programme, and WFP and RGoB staff interviews indicate that the WFP school feeding project is generally considered part of one overall RGoB school feeding programme. Targeting criteria are complementary with the exception of the day student exclusions, as evidenced by the handover of WFP-fed students to date.
135. The DEV is fully integrated into the UNDAF framework Bhutan One Programme 2014-2018 (which, in turn, is in line with the planning cycle for the RGoB's 11th FYP, and with the four pillars of Bhutan's Gross National Happiness Policy).⁹³

Efficiency

136. *Efficiency of implementation:* The ET concludes that continuation of WFP school feeding in 2014-2015 has been efficient, with the exception of insufficient monitoring. Quality of commodities received at school is good and they are received on time. The procurement and transport activities and associated administrative work are conducted in a timely and cost-effective manner with a high level of professional skill. The ET expects this to continue in the remaining project timeframe. However, central warehousing, school storage, and food handling and preparation do not fully meet WFP corporate and CO training standards.
137. The handover process was not efficient. There were challenges in coordination between RGoB and WFP, and internally within RGoB, which could have been avoided with proper preparedness and handover planning. A particular issue here is

⁹³ UNDAF Bhutan One Programme (2014-2018), p. V.

the divergent targeting criteria between RGoB and WFP school feeding programmes. Significant resources have been allocated to this problem since it was identified in 2014, including multiple technical missions – most notably the 2014-15 targeting study – and extensive communication between RGoB and WFP, without its being resolved. In addition, there have been high transaction costs at household, school and district level as school administrators have worked with parents and district education officials to develop local solutions for day student exclusion from RGoB school feeding.

138. The capacity development component was not efficient but is improving. There was no capacity needs assessment to inform the design of the DEV. Only in Year 2 did the SABER results inform a participatory and more strategic capacity development process, which will only come to fruition in the second half of the DEV. The lack of preparedness and planning for the capacity development work has led to a significant backlog of activities and a shared frustration by RGoB and WFP with the delays. There is also no established process to assess the effectiveness of the capacity development activities, i.e., in terms of how skills and knowledge are being applied.
139. *Cost of the operation:* SPRs indicate no pipeline breaks so far, and there is no immediate risk of a pipeline break. The financial resources needed for the school feeding component are sufficient. No specific resources were allocated to handover activities, which has caused efficiency loss as staff and financial resources needed to be diverted to unplanned activities. The financial resources allocated for the capacity development component are sufficient to meet the priority needs of RGoB, but are insufficient to properly implement the studies, which are budgeted, and necessary follow up, which has not yet been budgeted, for the ambitious capacity development activity plan of WFP.

Effectiveness

140. *Outputs achieved:* The school feeding beneficiary targets for boys and girls, and school feeding day targets, are met. The targeting of WFP school feeding beneficiaries at school level is effective; boys and girls are equally reached, and there are no unintended exclusions. There is difficulty in assessing the causality between school feeding and the DEV education outcomes. Since the start of the DEV, there have been no studies to assess the effectiveness of the WFP food basket to consolidate the NER and retention rates in WFP-assisted schools.
141. The handover so far has been partially achieved in terms of numbers of students handed over, but has not been guided by a clear handover strategy. The WFP school feeding handover is slightly ahead of the schedule stipulated in the DEV project document and on track for full completion by 2018. However, the targeting of school feeding beneficiaries in schools handed over to RGoB during this DEV is problematic. Day students previously included in WFP school feeding are not included in RGoB school feeding due to differences in targeting criteria. This problem was identified in early 2014 but has not yet been formally resolved. The ET does not concur with the 2015 handover status score of “partially achieved,” and using a strict definition of the indicator would score the DEV “not achieved” on this indicator until a clear handover strategy is in place. The ET does acknowledge the steps to develop this strategy undertaken in 2015 and expects the CO to have an effective strategy in place within 2016.

142. The CO approach to capacity strengthening during 2014 was partially effective, and the ET confirms that the 2015 NCI score is an accurate reflection of the RGoB school feeding capacity in Bhutan. The activities conducted in the first year of the project were not based on a clear assessment of needs, and there was no capacity development strategy or work plan. In 2015, the SABER results informed development of a capacity strengthening road map and there was a shift from a WFP-led transition to a participatory transition model with more meaningful involvement by RGoB, mainly through the SFTC. This progress provides an improved foundation for capacity development activities in 2016-18. However, the delays of earlier activities and inclusion of new activities not essential to the handover have led to a workplan that is not feasible within current CO capacity.

Impact

143. The ET concludes that the current DEV has so far made a minor contribution to SO4, reducing undernutrition and breaking the intergenerational cycle of hunger. Based on available information, the ET finds that the composition of the food basket makes an appropriate contribution to the daily caloric needs of schoolchildren in Bhutan. However, additional studies will be required to objectively assess DEV contribution to impact in 2018.
144. The ET cannot conclude whether the DEV has made a contribution to SO4.1, increased equitable access to and utilization of education, as the attribution of school feeding to education outcomes in Bhutan has not been clearly established for the current DEV. The ET concludes that the DEV has made an important contribution to achieving part of SO4.2: ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels. The joint capacity development planning in 2015 based on SABER results has increased ownership of RGoB over the handover process, and school feeding in general. The impact of school feeding on undernutrition and access to education in Bhutan is yet to be clearly established. The ET further concludes that with existing CO capacity the DEV will not be able to complete the capacity development activities stated in the 2016 annual work plan, including the necessary transition of responsibilities and coaching, by 2018.

Sustainability and connectedness

145. When assessing impact and sustainability, it is important to reflect on this DEV as the final phase of 40 years of WFP school feeding in Bhutan. In that light, the ET assessment of contribution to impact of the DEV is more favourable. The ET finds that WFP has made a critical contribution to the establishment and sustainability of the current RGoB school feeding system, not only through the current DEV but also through a succession of similar WFP school feeding programmes.
146. The overall goal of WFP assistance over the course of 2014-2018, with a view to phasing out operations by the end of 2018, is to help the government achieve self-reliance, in line with Vision 2020, in the management, coordination and implementation of a cost-effective, equitable and quality school-feeding programme across the country.⁹⁴ Despite challenges in the handover and capacity strengthening components under the current DEV, the ET finds that RGoB is overall confident and capable to continue the national school feeding programme in its current form. DEV

⁹⁴ WFP. 2013. Project for Executive Board Approval. Development Projects – Bhutan 200300.

assistance during the remaining project timeframe is an opportunity to further strengthen RGoB systems in line with international good practice, i.e., around targeting and supply chain management.

147. The ET concludes that the connectedness of the WFP school feeding project, and school feeding in Bhutan in general, with relevant agriculture and health sector initiatives is low. This is mainly due to the historical rationale of school feeding in Bhutan to promote enrolment and attendance, and insufficient current research on the purpose and effectiveness of school feeding. The SAP is an example of where there is connectedness between education and agriculture initiatives but the effectiveness of the SAP toward its stated objective of supplementing school meals is low.

Gender

148. DEV 200300 was not based on comprehensive gender analysis on access to education and education outcomes. The current DEV project document references good gender parity in primary education in Bhutan as the rationale to not include specific objectives or activities on gender equality among students in schools, and attributes much of this achievement to WFP's engagement in school feeding in Bhutan. However, a preliminary literature review undertaken by the ET indicates that the issue of gender in education and the role of WFP is not so straightforward, and may have been oversimplified in the design.
149. The current DEV design includes a gender crosscutting result that aims to establish 50 percent women in the school feeding management committees (SFMC) in each school, and indicates this was achieved. However, the DEV project document does not provide rationale for including this gender result and does not provide sufficient analysis on how this project result contributes to addressing broader gender equality or empowerment issues in schools in Bhutan.
150. The ET concludes that the CO currently does not have the technical or financial capacities to organize a comprehensive gender needs assessment for school feeding in Bhutan and to achieve meaningful gender objectives, nor is it feasible for the CO to take this on with two years remaining and an already ambitious workplan.

3.2 Recommendations

151. The following recommendations are presented in order of priority.
152. **R1. Prioritize the study of the nutritional needs of schoolchildren in Bhutan and the nutritional composition of the current RGoB and WFP school meals, including the nutritional values of the most common fresh food supplements (from stipend and/or parents).** Use this study to inform decisions on RGoB (and possibly WFP) food basket composition, and to develop region-specific government guidance on school feeding menu and food preparation for inclusion in the RGoB school feeding operation manual.
- Who: WFP (Bhutan CO with RB support)
When: immediately, completed in second half of 2016
153. **R2. Prioritize the situational analysis to establish a stronger rationale and medium-term vision for school feeding in Bhutan: who should be fed**

and why? Include: (1) a specific component on consolidating available information into a more current gender analysis for adults and children in education, (2) a review of available options to update targeting in line with the updated school feeding purpose, and (3) development of a medium-term pathway of change, with associated indicators, to which WFP direct school feeding can effectively contribute in the period 2016-2018. This situational analysis should be positioned to inform and catalyse development of a consolidated school feeding strategy in the draft NEP, which is currently undergoing revision.

Who: WFP (Bhutan CO with RB support) with guided participation by the SFTC Working Group Members

When: immediately, completed in second half of 2016

154. **R3. Implement staff changes in WFP Bhutan to strengthen effective implementation of the handover strategy.** First, place the WFP Programme Assistants on secondment to SHND. This will require a full-time presence in the SHND offices from where they will continue their WFP-related work, with a managed handover of responsibilities to SHND staff supported by a coaching function until the project end date. Second, recruit a senior staff member to support the WFP Country Manager to coordinate the multiple handover activities, manage the internal and external technical assistance to the CO, and implement minimum standards in knowledge management and learning for this handover process. Third, allocate specific external communication responsibilities with RGoB stakeholders to the CO Programme Officer. These include utilizing the real-time stakeholder feedback on the handover experience as a full-time responsibility to the Programme Officer with hands-on support from a RB WFP communications expert.

Who: WFP Bhutan CO

When: second half of 2016

155. **R4. Prioritize the shift of secretariat function of the SFTC from WFP to the SHND, MoE.** This should break from the current gradual shift to an immediate change in operating modality of the SFTC and SHND, with hands-on consolidation support by WFP for as long as necessary. Shifting WFP's role away from visible leadership of this body to member, is a move to empower national partners. Under this new model, which will continue to be chaired by the Education Director-General, the SFTC should play a leading role in coordinating and prioritizing the handover strategy activities. In the short-term, day-to-day management of handover activities will remain a joint responsibility between SHND and WFP, with a gradual shift to SHND as the lead, supported by the WFP coaching model described below.

Who: WFP Bhutan CO

When: second half of 2016

156. **R5. Consolidate the current WFP roadmap into a logical and practical SFTC handover strategy and action plan, co-funded by WFP.** Prioritize the WFP annual workplan activities into a realistic SFTC 2016-2018 action plan to achieve the milestones in the handover. This strategy should describe a gradually phased-out accompaniment and coaching role for WFP to SFTC up to 2018. The handover strategy should include case study examples from selected schools that are in various stages of handover to demonstrate good practices and lessons for SFTC

consideration. A key operational change proposed is that WFP allocate co-funding to SFTC, through a formal arrangement with MOE, in the form of a menu of essential and optional activities from which priority handover actions can be selected by the SFTC for its own action plan.

Who: SFTC with support from WFP Bhutan CO

When: second half of 2016

157. **R6. Prepare an Information, Education and Communication (IEC) strategy to ensure early awareness and preparedness at local level of handover purpose, planning and criteria for school selection.** Include clear guidance for school administrators to engage parents, students and other local stakeholders. The strategy should include real case study examples that demonstrate local solutions for schools to address gaps in the handover strategy and RGoB school feeding programme, until RGoB is ready to develop more structured solutions for issues like day student exclusion and nutritional value of school meals.

Who: SFTC with support from WFP Bhutan CO

When: first half of 2017

158. **R7. Prioritize the development and field validation of the RGoB school feeding operational manual describing type, frequency and expected quality of school feeding activities, outputs and technical approaches.** State in the manual detailed descriptions of roles and responsibilities of stakeholders at all levels, including internal (not outsourced) supply chain and outcome monitoring. The manual should clearly describe communication and decision-making processes (formal and informal) among stakeholders.

Who: SFTC, with close support from WFP Bhutan CO

When: first half of 2017

159. **R8. Eighteen months before the end of the DEV, re-assess the feasibility of satisfactory completion of DEV Objective 2 on capacity development by 2018, and develop do-no-harm options for the possible scenario that this objective cannot be met.**

Who: SFTC, Bhutan One Programme United Nations Members, RGoB, WFP Bhutan CO

When: first half of 2017

160. **R9. Re-assess the commodity procurement system.** This includes reviewing options for local purchases and linkages with local farm-to-school, agriculture productivity and market development programmes (FAO, IFAD, MoAF) to complement central procurement, where possible. Assessment results should be used to update government guidance on school feeding procurement and government cash transfers (stipends) to schools. Any changes to the procurement guidance and stipend levels should be implemented on a small proof-of-concept scale in 2018.

Who: SFTC with support from WFP Bhutan CO

When: second half of 2017

Annexes

Annex 1: Terms of Reference



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation|

Measuring Results, Sharing Lessons

[FINAL, 8 SEPTEMBER 2015]

TERMS OF REFERENCE

MID TERM OPERATION EVALUATION

BHUTAN DEVELOPMENT PROJECT 200300 “IMPROVING CHILDREN’S ACCESS TO EDUCATION”

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1. Introduction

1. These Terms of Reference (TOR) are for the mid-term evaluation of the Bhutan Development Project 200300 “Improving Children’s Access to Education”. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will last from December 2015 to May 2016. In line with WFP’s outsourced approach for Operation Evaluations (OpEv), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluations.
2. These TOR were prepared by the OEV focal point based on an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: 1) to provide key information to the company selected for the evaluation and to guide the company’s evaluation manager and team throughout the evaluation process; and 2) to provide key information to stakeholders about the proposed evaluation.
3. The TOR will be finalised based on comments received on the draft version and on the agreement reached with the selected company. The evaluation shall be conducted in conformity with the TOR.

2. Reasons for the Evaluation

2.1. Rationale

4. In the context of renewed corporate emphasis on providing evidence and accountability for results, WFP has committed to increase evaluation coverage of operations and mandated OEV to commission a series of Operation Evaluations in 2013 -2016.
5. Operations to be evaluated are selected based on utility and risk criteria.⁹⁵ From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB) has selected, in consultation with the Country Office (CO) the Bhutan Development Project 200300 “Improving Children’s Access to Education” for an independent evaluation. In particular, the evaluation has been timed to ensure that findings can support the transition towards a fully nationally-owned and managed school feeding programme and guide the CO on possible corrective action required to successfully handover the programme to the Government by 2018.
6. This evaluation is also expected to identify best practices and generate useful lessons learned for other country offices facing a similar capacity development agenda, in particular (but not limited to) school feeding.

2.2. Objectives

7. This evaluation serves the dual and mutually reinforcing objectives of accountability and learning:
 - **Accountability** – The evaluation will assess and report on the performance and results of the operation. A management response to the evaluation recommendations will be prepared.

⁹⁵ The utility criteria looked both at the timeliness of the evaluation given the operation’s cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational and external factors as well as COs’ internal control self-assessments.

- **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.

2.3. Stakeholders and Users

8. **Stakeholders.** A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and many of these will be asked to play a role in the evaluation process. Table one below provides a preliminary stakeholders' analysis, which will be deepened by the evaluation team in the inception package in order to acknowledge the existence of various groups (women, men, boys and girls) that are affected by the evaluation in different ways and to determine their level of participation. During the field mission, the validation process of evaluation findings should include all groups.

Table 1: Preliminary stakeholders' analysis

Stakeholders	Interest in the evaluation
INTERNAL STAKEHOLDERS	
Country Office (CO)	Responsible for the country level planning and operations implementation, the CO is the primary stakeholder of this evaluation. It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries, partners for the performance and results of its operation.
Regional Bureau (RB) for Asia based in Bangkok	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
Office of Evaluation (OEV)	OEV is responsible for commissioning OpEvs over 2013-2016. As these evaluations follow a new outsourced approach, OEV has a stake in ensuring that this approach is effective in delivering quality, useful and credible evaluations.
WFP Executive Board (EB)	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings will feed into an annual synthesis of all OpEvs, which will be presented to the EB at its November session.
EXTERNAL STAKEHOLDERS (See Table 2 for list of external stakeholders)	
Beneficiaries	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
Government	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. The Ministry of Education in particular is the direct institutional beneficiary from the capacity development activities envisaged under the DEV project. Issues related to handover and sustainability will be of particular interest, notably to the Gross National Happiness Commission (GNHC) as well as various ministries, including the Ministry of Education, the Ministry of Health, the Ministry of Agriculture and Forests and the National Commission for Women and Children.
UN Country team	Bhutan being a Delivering as One (DAO) country, the "One-Programme" (UNDAF) should contribute to the realisation of the government developmental objectives

	as laid out in the Government's 11th Five Year Plan (2014-2018). The UNCT has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts, more specifically to Outcome 2 of the "One-Programme" "By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all with a focus on sustaining the MDGs and addressing emerging challenges". Various agencies are also direct partners of WFP at policy and activity level.
NGOs	NGOs implement interventions that are complementary to the school feeding programme. The results of the evaluation might affect future strategic orientations and partnerships.
Civil society	Civil society organizations have existed in Bhutan for many years and form an integral part of the traditional Bhutanese society. They provide people with opportunities to participate in taking decisions related to different activities that have a bearing on their day-to-day lives. ⁹⁶ Civil society groups have an interest in areas related to WFP interventions (food security, nutrition, education, gender equity, etc.). Their experience and knowledge can inform the evaluation and they will be interested in the evaluation findings, especially those related to partnerships. In particular, the National Women's Association of Bhutan helps women develop skills to earn incomes and works toward promoting gender equality.
Donors	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes.
Others	A wide range of actors, such as the Food Corporation of Bhutan, local suppliers, school administrators and local communities, are involved in the provision of school meals and are expected to benefit from some of the capacity development activities. Their respective perspectives will be sought as the engagement of those actors influences the effectiveness of the programme as well as its sustainability.

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

- The CO and its partners in decision-making related notably to the implementation of the capacity development activities, including approaches on how best to carry out the handover process.
- Given RB's core functions the RB is expected to use the evaluation findings to provide strategic guidance, programme support and oversight.
- OEV will use the evaluation findings to feed into an annual synthesis of all OpEvs and will reflect upon the evaluation process to refine its OpEv approach, as required.

10. Other COs may also benefit from the findings which, alongside other evaluations covering such topic, will contribute to corporate learning on implementation of capacity development interventions.

⁹⁶ ADB, Civil Society Brief, Bhutan.

3. Subject of the Evaluation

11. Bhutan is a small, least-developed, food-deficit country with an estimated population of 764,940 in 2015.⁹⁷ Landlocked between India and China, Bhutan remained in self-imposed isolation for centuries, only moving gradually towards development with the launch of its first five-year plan in 1961. The country's development philosophy, Gross National Happiness, stresses the achievement of equitable and sustainable development over economic growth. Particular emphasis has always been placed on human development and increasing access to markets, health clinics and schools, particularly in rural areas. Bhutan's Human Development Index (HDI) is ranking 136 out of 187 countries.⁹⁸
12. In recent years, a ballooning trade deficit has created economic challenges for the small country. Bhutan relies upon India for more than 80 percent of its imports; 34 percent of the country's cereals are imported, and limited exports earnings are not sufficient to finance foreign exchange requirements. A booming construction industry, especially for hydropower projects, and increasing availability of credit facilities has led to rising domestic consumption. The Government has responded to these imbalances by imposing some austerity measures, including import controls on vegetables that can be grown locally.
13. Bhutan's rugged terrain is prone to flash floods and landslides. This often leads to the closure of roads for up to weeks in some areas, especially during the rainy season. With the majority of the population living as rural farmers in small villages scattered throughout the mountainous landscape, logistical challenges impede access to social services. Close to one-fourth of the population suffers from temporary food insecurity, especially during the months before the harvest. Although the country has low wasting and underweight prevalence, stunting is as high as 33.5 percent.⁹⁹ The Government has made advances in universal education. Gross and net enrolment ratios in 2014 were 113 and 95 percent, respectively.¹⁰⁰ However, school enrolment in rural areas is on average 25% lower compared to urban areas.
14. Bhutan upholds the concept of gender equality. The status of women is largely influenced by the country's Buddhist traditions and values, which view men and women as equals. Because of this general view of equality, however, the country has not yet established specific laws to protect against the discrimination of women, and some traditions and norms continue to limit women's roles.¹⁰¹ Yet, unlike much of the rest of South Asia, gender parity in primary education is high, at 98 percent.¹⁰⁰
15. Bhutan's success in education is attributed to a strong government commitment (the Constitution provides for 11 years of free basic education for every child, from pre-primary to grade 10), significant public investments in the education sector, including targeted school feeding programmes providing an incentive for enrolment and attendance since the 1960s.
16. WFP's support to Bhutan's school feeding programme began in 1974 with a school feeding project that covered 9 schools with a little over a thousand students. The overall

⁹⁷ Source: the National Statistics Bureau of Bhutan. <http://NSB.gov.bt>

⁹⁸ UNDP, Human Development Report, 2014.

⁹⁹ Bhutan Multiple Indicator Survey, 2011.

¹⁰⁰ Annual Education Statistics, 2014.

¹⁰¹ Atlas of Gender and Development. How Social Norms Affect Gender Equality in non-OECD Countries, 2010.

goal of WFP under its ongoing development project in Bhutan “Improving Children’s Access to Education” (2014 - 2018), is to help the Government achieve self-reliance in the management, coordination and implementation of a cost-effective, equitable and quality school feeding programme across the country. WFP’s objectives are twofold:

17. **Work with the Government to maintain access to and gender parity in primary education:** WFP supports the Government's efforts to improve access to education by providing nutritious meals (breakfast and lunch) to schoolchildren, particularly those from rural and food-insecure families, with a gradual hand-over to the Ministry of Education. The project addresses the short-term hunger faced by children living far away from schools, and reduces the financial burden on poor rural parents. It also assists in alleviating certain micronutrient deficiencies, while contributing to an overall improvement of school enrolment rates and attendance. Particular attention is given to reducing gender disparity in education.
18. **Strengthen the capacity of the Ministry of Education to run a nationwide school feeding programme:** WFP assistance also focuses on the strengthening of the Ministry's capacities in policy setting, supply chain management and programme oversight, enabling it to absorb more students and, over time, to manage the countrywide school feeding programme independently. This is expected to be the last operation in Bhutan, with WFP phasing out by 2018. In this regard the CO has been assisting the RGoB in the development of a Road Map for the capacity development for school feeding, focussing on the 2018 hand-over. This Road Map follows the holistic approach of the SABER framework (System Approach for Better Education Results), with a focus on five policy goals: policy frameworks; financial capacity; institutional capacity and coordination; design and implementation; and community roles.
19. The operation contributes to WFP Strategic Objective 4 and to Bhutan's United Nations Development Assistance Framework (now replaced by Bhutan One Programme), and assists the Government in achieving Millennium Development Goals 2 and 3. The project document including the project logframe, related amendments (Budget revisions) and the latest resource situation are available by clicking on the following [link](#).¹⁰² The key characteristics of the operation are outlined in table two below:

Table 2: Key characteristics of the operation

OPERATION		
Approval	The operation was approved by the Executive Board in November 2013	
Amendments	There has been no amendment to the initial project document.	
Duration	Initial: 5 years (January 2014 – December 2018)	Revised: NA
Planned beneficiaries	<u>Initial:</u> 30,000	<u>Revised:</u> NA
Planned food requirements	<u>Initial:</u> In-kind food: 9,396 mt of food commodities Cash and vouchers: NA	<u>Revised:</u> In-kind food: NA Cash and vouchers: NA
US\$ requirements	<u>Initial:</u> US\$8,579,519	<u>Revised:</u> NA

¹⁰² From WFP.org – Countries – Bhutan – Operations.

OBJECTIVES, OUTCOMES AND ACTIVITIES				
	WFP Strategic Objective	Operation specific objectives and outcomes	Activities	
Contributes to millennium development goal (MDG) 2 and 3, and UNDAF outcome 2.103	Cross-cutting Results	Gender: Gender equality and empowerment improved		
		Partnerships: Food assistance interventions coordinated and partnerships developed and maintained		
	WFP Strategic Objective	Operation specific objectives and outcomes	Activities	
	Strategic Objective 4: Reduce undernutrition and break the intergenerational cycle of hunger	Objective: Work with the Government to maintain access to and gender parity in primary education.		
		Outcome SO4.1: Increased equitable access to and utilization of education	<ul style="list-style-type: none"> • Provision of onsite school meals • Sensitization on sanitation, hygiene and nutrition • Training on food storage warehouse and stock management 	
		Objective: Strengthen the capacity of the Ministry of Education to run a nationwide school feeding programme		
Outcome SO4.2: Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels		Three pillars of the Capacity Development component include: <ul style="list-style-type: none"> • Joint policy analysis and priority setting; • Supply chain management; • Programme management, oversight and monitoring 		
PARTNERS				
Government	Gross National Happiness Commission (GNHC), Ministry of Education, the Ministry of Health, the Ministry of Agriculture and Forests, Bhutan Agriculture and Food Regulatory Authority			
United Nations	Food and Agriculture Organization of the United Nations (FAO), United Nations Population Fund (UNFPA), United Nations Children’s Fund (UNICEF), World Health Organization (WHO)			
RESOURCES (INPUTS)				

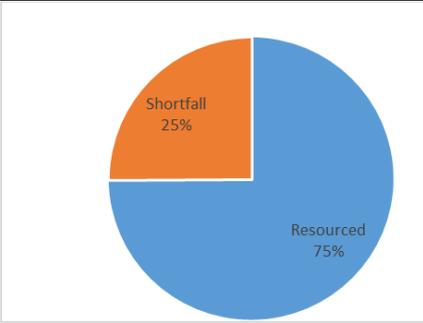
¹⁰³ UNDAF Outcome 2: “By 2018, increased and equitable access to and utilization and quality of inclusive essential services for all, with a focus on the MDGs and addressing emerging challenges”

Contributions received as of 6 September: US\$6,426,152

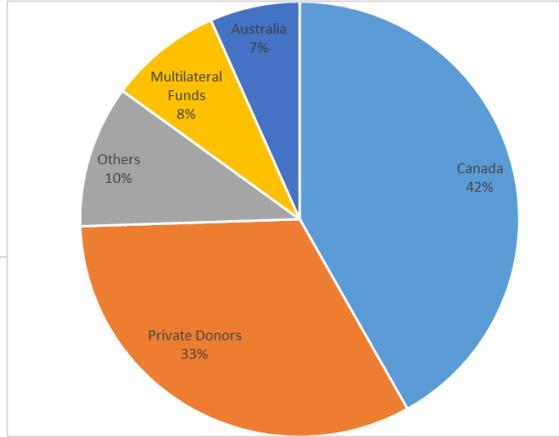
% against appeal: 75%

Time elapsed since project start date (as of 24 August): 33%

Top 5 donors: Canada, private donors, multilateral funds and Australia

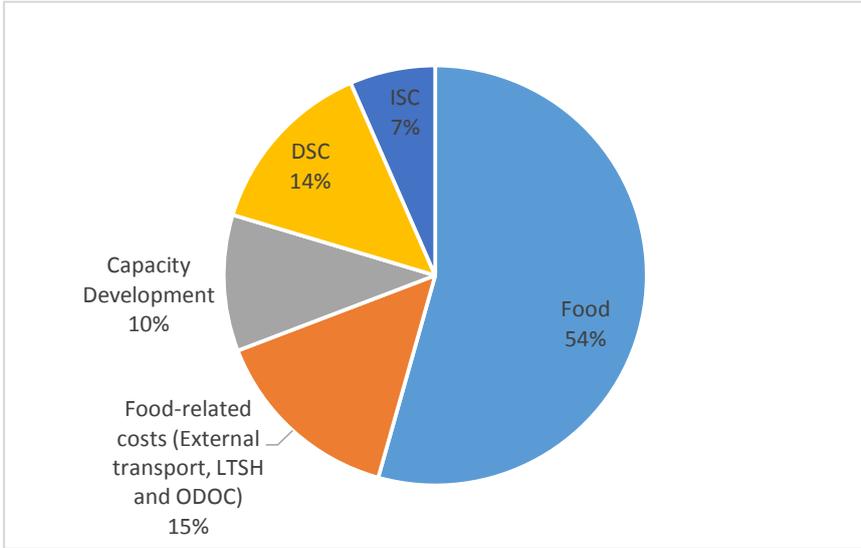


% funded of total requirements



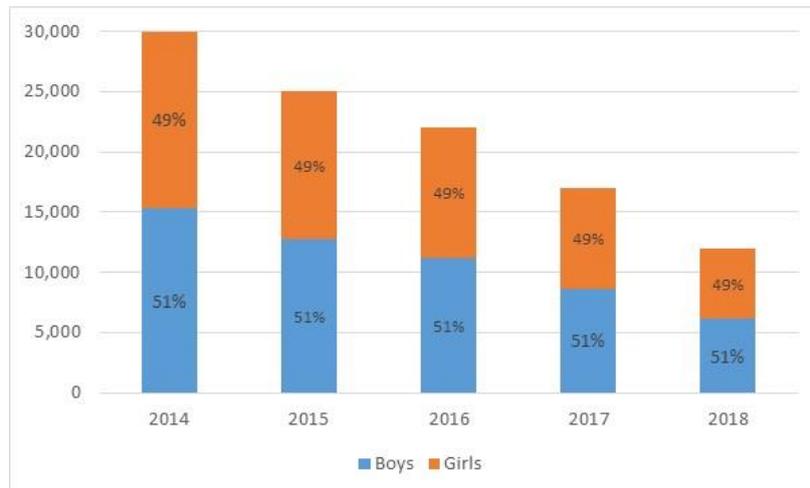
Top five donors

Breakdown of planned budget by cost component

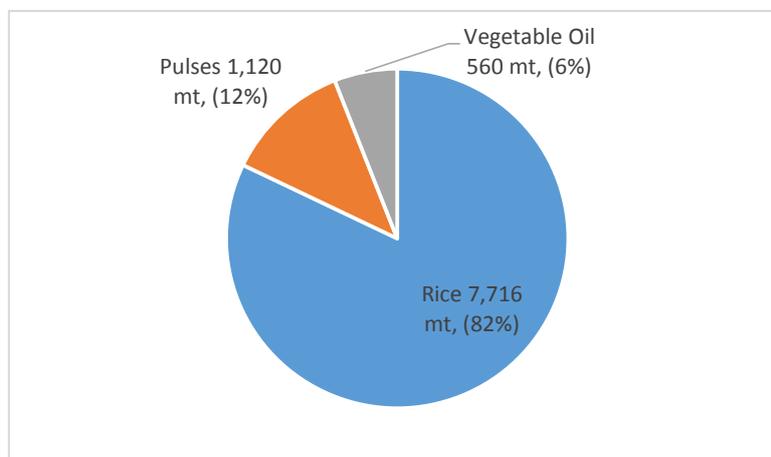


PLANNED OUTPUTS (at design)

Planned beneficiaries by sex for the School Feeding Component



Planned food requirements for the School Feeding Component



4. Evaluation Approach

4.1. Scope

20.Scope. The evaluation will cover the Bhutan DEV 200300 including all activities and processes related to its formulation, implementation, resourcing, monitoring, evaluation and reporting relevant to answer the evaluation questions. The period covered by this evaluation captures the time from the development of the operation (January-December 2013) and the period from the beginning of the operation until the start of the evaluation (January 2014-December 2015).

4.2. Evaluation Questions

21. The evaluation will address the following three questions:

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

- Were appropriate at project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups and geographical areas, as applicable, and remained so over time.
- Are coherent with relevant stated national policies and strategies, including gender and sectorial policies (education, food security, nutrition).
- Seek complementarity with the interventions of relevant government and development partners.
- Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including gender¹⁰⁴), and remained so over time. In particular, the team will analyse if and how gender empowerment and equality of women (GEEW) objectives and mainstreaming principles were included in the intervention design in line with the MDGs and other system-wide commitments enshrining gender rights.

Under Question 1, the CO and RB have a specific interest on the following points:

- The extent to which the overall approach adopted by WFP (combining direct assistance, innovative pilots and technical support) to support the transition towards a national school feeding programme fully managed, coordinated and implemented by the Government, is appropriate.
- The extent to which WFP has effectively supported the RGoB in selecting a school feeding model that best fits with government institutions, processes and policy frameworks structures and policies.
- With regards to the targeting criteria for inclusion of schools and students in the School Feeding Programme, the evaluation should identify the differences and similarities between WFP criteria (food security, accessibility, education indicators, etc.) and the government criteria (distance between student's villages and schools), and assess how they relate to each other and their respective appropriateness.
- Are there any evident gaps in the design and implementation of the actual handover process and if so, what are these gaps? This would also include an assessment of the extent to which WFP is able to track the progresses made under the capacity development component.

Question 2: What are the results of the operation? While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation will analyse:

- The level of attainment of the planned outputs (including the capacity development activities as well the number of beneficiaries served disaggregated by women, girls, men and boys);
- The extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys; how GEEW results have been achieved;
- How different activities of the operation dovetail and are synergetic with what other actors are doing to contribute to the overriding WFP objective of developing the capacity of the RGoB to manage and implement school feeding; and

¹⁰⁴ Relevant policies and normative guidance will relate to the following subjects: education, nutrition, food security, cash and voucher transfers, capacity development and gender. For gender, please see the Convention to Eliminate all Forms of Discrimination against Women (CEDAW).

- The efficiency of the operation and the handover process and the likelihood that the Government will continue to implement an effective school feeding programme following the phase out of WFP in the country.

Under Question 2, the CO has a specific interest on the following points:

- Is the school feeding model chosen upon and currently being tested by the Government an efficient and sustainable method of implementing the national school feeding programme following WFP's phase out?¹⁰⁵
- How can WFP as an organization ensure staff continuity until the end of the operation and support its staff in identifying longer-term job opportunities, while the CO is expected to phase out by end-2018.

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

- Internally (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing,¹⁰⁶ capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements (how have these partnerships helped/hindered implementation of the programme?); etc.
- Externally (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc. Government funding for the existing and future – post-WFP – school feeding programme is a critical factor. How has the limitation of available government funding affected the achieved results, caused the observed changes and may affect the success of the capacity development efforts in the future (post-WFP)?

Under Question 3, the CO has a specific interest on the extent to which potential divergences between WFP and the Government's targeting criteria for inclusion of schools and students in the School Feeding Programme may affect the integration of the WFP supported school feeding programme into the RGoB led programme and influence the handover process.

Throughout the evaluation and in making recommendations, the team should make forward considerations and identify best practices on the design and implementation of effective capacity development interventions and handover strategies. Beyond the WFP's development project, the evaluation team may also look at how other agencies have been supporting the Government of Bhutan. The evaluation should also advice on opportunities for enhancing WFP's monitoring and evaluation system and improving the harvesting and dissemination of knowledge within and beyond the country in order to benefit to other COs in the region.

¹⁰⁵ The RGoB is currently testing a centralized procurement model wherein 9 commodities are bought at national (central) level and only complementary commodities at decentralized (school or district) level.

¹⁰⁶ Following the departure of the WFP Country Director in 2009, the Bhutan CO was managed by national staff until an international staff was assigned in 2014. The history of the Country Office should be looked into as well as its potential implications on the way the handover process was planned and implemented.

4.3 Evaluability Assessment

22. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package. The team will notably critically assess data availability and take evaluability limitations into consideration in its choice of evaluation methods. In doing so, the team will also critically review the evaluability of the gender aspects of the operation, identify related challenges and mitigation measures and determine whether additional indicators are required to include gender empowerment and gender equality dimensions.
23. In answering question one, the team will be able to rely on assessment reports, minutes from the project review committee, the project document and logframe, evaluations or reviews of past operations,¹⁰⁷ a re-targeting study facilitated by the RB as well as documents related to government and interventions from other actors. In addition, the team will review relevant WFP strategies, policies and normative guidance.
24. For question two the operation has been designed in line with the corporate strategic results framework (SRF) and selected outputs, outcomes and targets are recorded in the logframe. Monitoring reports as well as annual standard project reports (SPRs) detail achievement of outputs and outcomes thus making them evaluable against the stated objectives.
25. However, answering question two is likely to pose some challenges owing in part to: i) the absence of baseline data for the activities, which will need to be reconstructed using findings from various assessment reports and ii) data gaps in relation to efficiency.¹⁰⁸
26. For question three, the team members will have access to some institutional planning documents and is likely to elicit further information from key informant interviews.
27. Among other evaluability challenges, access to remote areas will be a very important element to consider when selecting the field sites to be visited and preparing the field mission schedule. This is likely to reduce the overall number of sites that can be realistically covered during the 3-week mission. Due to the very small size of the CO, which is made up of only 9 staff members, the evaluation team will need to consider carefully the engagement required from the CO staff as not to compromise other ongoing activities.

4.4. Methodology

28. The methodology will be designed by the evaluation team during the inception phase. It should:
 - Employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact and sustainability, giving special consideration to gender and equity issues.
 - Use applicable standards (e.g. SABER framework; UNEG guidance on gender¹⁰⁹);
 - Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using mixed methods (e.g.

¹⁰⁷ Including a case study in Bhutan carried out as part of the WFP's School Feeding Policy Evaluation in 2011. <http://docustore.wfp.org/stellent/groups/public/documents/reports/wfp246441.pdf>

¹⁰⁸ The CO is planning to conduct a value-chain analysis, which may include a comprehensive cost-benefit analysis. If completed by early-2016, this study would inform the operation evaluation.

¹⁰⁹ These are put into context of WFP evaluation in the OEV technical note on integrating gender in evaluation. Evaluation team will be expected to review this TN during the inception phase and ensure that gender is well mainstreamed in all phases and aspects of the evaluation.

quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. Participatory methods will be emphasised with the main stakeholders, including the CO. The selection of field visit sites will also need to demonstrate impartiality.

- Be geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;
- Be based on an analysis of the logic model of the operation and on a thorough stakeholders analysis;
- Ensure through the use of mixed methods and appropriate sampling that women, girls, men and boys from different stakeholders groups participate and that their different voices are heard and used;
- Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

4.5. Quality Assurance

29. OEV's Evaluation Quality Assurance System (EQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for quality assurance, templates for evaluation products and checklists for the review thereof. It is based on the UNEG norms and standards and good practice of the international evaluation community (DAC and ALNAP) and aims to ensure that the evaluation process and products conform to best practice and meet OEV's quality standards. EQAS does not interfere with the views and independence of the evaluation team.

30. At the start of the evaluation, OEV will orient the evaluation manager on EQAS and share related documents. EQAS should be systematically applied to this evaluation and the evaluation manager will be responsible to ensure that the evaluation progresses in line with its process steps and to conduct a rigorous quality control of the evaluation products ahead of their submission to WFP. OEV will also share an Orientation Guide on WFP and its operations, which provides an overview of the organization.

5. Phases and deliverables

31. The evaluation will proceed through five phases. Annex two provides details of the activities and the related timeline of activities and deliverables.

32. Preparation phase (August–September 2015): The OEV focal point will conduct background research and consultation to frame the evaluation; prepare the TOR; select the evaluation team and contract the company for the management and conduct of the evaluation.

33. Inception phase (December 2015- February 2016): This phase aims to prepare the evaluation team for the evaluation phase by ensuring that it has a good grasp of the expectations for the evaluation and a clear plan for conducting it. The inception phase will include a desk review of secondary data and initial interaction with the main stakeholders.

- **Deliverable: Inception Package.** The Inception Package details how the team intends to conduct the evaluation with an emphasis on methodological and planning aspects. The IP will be shared with CO, RB and OEV for comments before being approved by OEV. It will present an analysis of the context and of the operation, the evaluation methodology articulated around a deepened evaluability and stakeholders' analysis; an evaluation matrix; and the sampling technique and data collection tools. It will also present the division of tasks amongst team members as well as a detailed schedule for stakeholders' consultation. For more details, refer to the [content guide for the inception package](#).

34. Evaluation phase (March 2016): The fieldwork will span over three weeks and will include visits to project sites and primary and secondary data collection from local stakeholders. Two debriefing sessions will be held upon completion of the field work. The first one will involve the country office (relevant RB and HQ colleagues will be invited to participate through a teleconference) and the second one will be held with external stakeholders.

- **Deliverable: Exit debriefing presentation.** An exit debriefing presentation of preliminary findings and conclusions (powerpoint presentation) will be prepared to support the debriefings.

35. Reporting phase (April- May 2016): The evaluation team will analyse the data collected during the desk review and the field work, conduct additional consultations with stakeholders, as required, and draft the evaluation report. It will be submitted to the evaluation manager for quality assurance. Stakeholders will be invited to provide comments, which will be recorded in a matrix by the evaluation manager and provided to the evaluation team for their consideration before report finalisation.

- **Deliverable: Evaluation report.** The evaluation report will present the findings, conclusions and recommendations of the evaluation in a concise report of 40 pages maximum. Findings should be evidence-based and relevant to the evaluation questions. Data will be disaggregated by sex and the evaluation findings and conclusions will highlight differences in performance and results of the operation for different beneficiary groups as appropriate. There should be a logical flow from findings to conclusions and from conclusions to recommendations. Recommendations will be limited in number, actionable and targeted to the relevant users. These will form the basis of the WFP management response to the evaluation. For more details, refer to the [content guide for the evaluation report](#) and the [OpEv sample models for presenting results](#).

36. Follow-up and dissemination phase: OEV will share the final evaluation report with the CO and RB. The CO management will respond to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines for taking those actions. The RB will coordinate WFP's management response to the evaluation, including following up with country offices on status of implementation of the actions. OEV will also subject the evaluation report to an external post-hoc quality review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards. A feedback online survey on the evaluation will also be completed by all stakeholders. The final evaluation report will be published on the WFP public website, and findings incorporated into an annual synthesis report, which will be presented to WFP's Executive Board for consideration. This synthesis will identify key features of the

evaluated operations and report on the gender sensitivity of the operation among other elements. Findings will be disseminated and lessons will be incorporated into other relevant lesson sharing systems.

Notes on the deliverables:

The inception package and evaluation reports shall be written in English and follow the EQAS templates.

The evaluation team is expected to produce written work that is of very high standard, evidence-based, and free of errors. The evaluation company is ultimately responsible for the timeliness and quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.

The evaluation TOR, report and management response will be public and posted on the WFP External Website (wfp.org/evaluation). The other evaluation products will be kept internal.

Table 3: Key dates for field mission and deliverables

Entity responsible	Phase	Activities	Key dates
EM/ET	Inception	Draft Inception Package	18/01/2016
EM/ET	Inception	Final Inception Package	08/02/2016
CO/ET	Evaluation	Evaluation field mission	07-25/03/2016
ET	Evaluation	Exit Debriefing Presentation	25/03/2016
EM/ET	Reporting	Draft Evaluation Report	02/05/2016
EM/ET	Reporting	Final Evaluation Report	30/05/2016
CO/RB	Follow-up	Management Response	20/06/2016

6. Organization of the Evaluation

6.1 Outsourced approach

37. Under the outsourced approach to OpEvs, the evaluation is commissioned by OEV but will be managed and conducted by an external evaluation company having a long-term agreement (LTA) with WFP for operations evaluation services.

38. The company will provide an evaluation manager (EM) and an independent evaluation team (ET) in line with the LTA. To ensure a rigorous review of evaluation deliverables, the evaluation manager should in no circumstances be part of the evaluation team.

39. The company, the EM and the ET members will not have been involved in the design, implementation or M&E of the operation nor have other conflicts of interest or bias on the subject. They will act impartially and respect the [code of conduct of the profession](#).

40. Given the evaluation learning objective, the evaluation manager and team will promote stakeholders' participation throughout the evaluation process. Yet, to safeguard the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings with external stakeholders if the evaluation team deems that their presence could bias the responses.

6.2 Evaluation Management

41. The evaluation will be managed by the company's EM for OpEvs (as per LTA). The EM will be responsible to manage within the given budget the evaluation process in line with EQAS and the expectations spelt out in these TOR and to deliver timely evaluation products meeting the OEV standards. In particular, the EM will:

- Mobilise and hire the evaluation team and provide administrative backstopping (contracts, visas, travel arrangements, consultants' payments, invoices to WFP, etc).
- Act as the main interlocutor between WFP stakeholders and the ET throughout the evaluation and generally facilitate communication and promote stakeholders' participation throughout the evaluation process.
- Support the evaluation team by orienting members on WFP, EQAS and the evaluation requirements; providing them with relevant documentation and generally advising on all aspects of the evaluation to ensure that the evaluation team is able to conduct its work.
- Ensure that the evaluation proceeds in line with EQAS, the norms and standards and code of conduct of the profession and that quality standards and deadlines are met.
- Ensure that a rigorous and objective quality check of all evaluation products is conducted ahead of submission to WFP. This quality check will be documented and an assessment of the extent to which quality standards are met will be provided to WFP.
- Provide feedback on the evaluation process as part of an evaluation feedback e-survey.

6.3 Evaluation Conduct

42. The ET will conduct the evaluation under the direction of the EM. The team will be hired by the company following agreement with OEV on its composition.

43. **Team composition.** The evaluation team is expected to include two to three members, including the team leader and one or two international/national evaluators. It should include women and men of mixed cultural backgrounds and a national of Bhutan. At least one team member should have WFP experience.

44. **Team competencies.** The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas (listed in order of priority):

- Institutional capacity development (with a focus on handover process, cost-efficiency analysis, supply chain management, Logistics)
- School feeding
- Knowledge management
- Gender expertise / good knowledge of gender issues within the country/regional context as well as understanding of UN system-wide and WFP commitments on gender.

45. All team members should have strong analytical and communication skills; evaluation experience and familiarity with the country or region.

46. All team members should have strong skills in oral and written English. In addition, given the remoteness of some field sites and their limited accessibility (many schools require several days of walking to be reached), all team members should be in good physical condition.

47. The **Team Leader** will have good communication, management and leadership skills and demonstrated experience and good track record in leading similar evaluations. He/she should also have excellent English writing and presentation skills, technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools.

48. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception package, exit debriefing presentation and evaluation report in line with EQAS; and v) provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

49. **The team members** will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.

50. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s); and v) provide feedback on the evaluation process as part of an evaluation feedback e-survey.

6.4 Security Considerations

51. As an 'independent supplier' of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.

52. However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:

- Travelling team members complete the UN system's applicable Security in the Field courses in advance, print out their certificates and take them with them. (These take a couple of hours to complete.)
- The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
- The team members observe applicable UN security rules and regulations – e.g. curfews etc.

For more information, including the link to UNDSS website, see [EQAS for operations evaluations](#) page 34.

7. Roles and Responsibilities of WFP Stakeholders

53. **The Country Office.** The CO management will be responsible to:

- Assign a focal point for the evaluation. Kencho Wangmo, Programme Assistant, will be the CO focal point for this evaluation, while Udaya Sharma, Senior Programme Assistant will be his alternate.
- Comment on the TORs, inception package and the evaluation report

- Provide the evaluation manager and team with documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings, field visits; provide logistic support during the fieldwork; and arrange for interpretation, if required.
- Organise security briefings for the evaluation team and provide any materials as required
- Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results and in various teleconferences with the evaluation manager and team on the evaluation products.
- Organise and participate in two separate debriefings, one internal and one with external stakeholders.
- Prepare a management response to the evaluation recommendations.
- Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

54. **The Regional Bureau.** The RB management will be responsible to:

- Assign a focal point for the evaluation. Clare Mbizule, Regional M&E advisor will be the RB focal point for this evaluation.
- Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results. In particular, the RB should participate in the evaluation debriefing and in various teleconferences with the evaluation manager and team, as required.
- Provide comments on the TORs, inception package and the evaluation report.
- Coordinate the management response to the evaluation and track the implementation of the recommendations.
- Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

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

56. **The Office of Evaluation.** OEV is responsible for commissioning the evaluation and Julie Thoulouzan, Evaluation Officer is the OEV focal point. OEV's responsibilities include to:

- Set up the evaluation including drafting the TOR in consultation with concerned stakeholders; select and contract the external evaluation company; and facilitate the initial communications between the WFP stakeholders and the external evaluation company.
- Enable the company to deliver a quality process and report by providing them with the EQAS documents including process guidance, content guides and templates as well as orient the evaluation manager on WFP policies, strategies, processes and systems as required.
- Comment on the draft inception package.
- Comment on the evaluation report and approve the final version.
- Submit the final evaluation report to an external post-hoc quality review process to independently report on the quality, credibility and utility of the evaluation and provide feedback to the evaluation company accordingly.
- Publish the final evaluation report on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration.
- Conduct an evaluation feedback e-survey to gather perceptions about the evaluation process and the quality of the report to be used to revise the approach, as required.

8. Communication and budget

8.1. Communication

57. Issues related to language of the evaluation are noted in sections 6.3 and 5, which also specifies which evaluation products will be made public and how and provides the schedule of debriefing with key stakeholders. Section 5 [paragraph 36] describes how findings will be disseminated.

58. To enhance the learning from this evaluation, the evaluation manager and team will also emphasize transparent and open communication with WFP stakeholders. Regular teleconferences and one-on-one telephone conversations between the evaluation manager, team and country office focal point will assist in discussing any arising issues and ensuring a participatory process.

8.2. Budget

59. **Funding source:** The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director memo dated October 2012). The cost to be borne by the CO will be established by the WFP Budget & Programming Division (RMB).

60. **Budget:** The budget will be prepared by the company (using the rates established in the LTA and the corresponding template) and approved by OEV. For the purpose of this evaluation the company will:

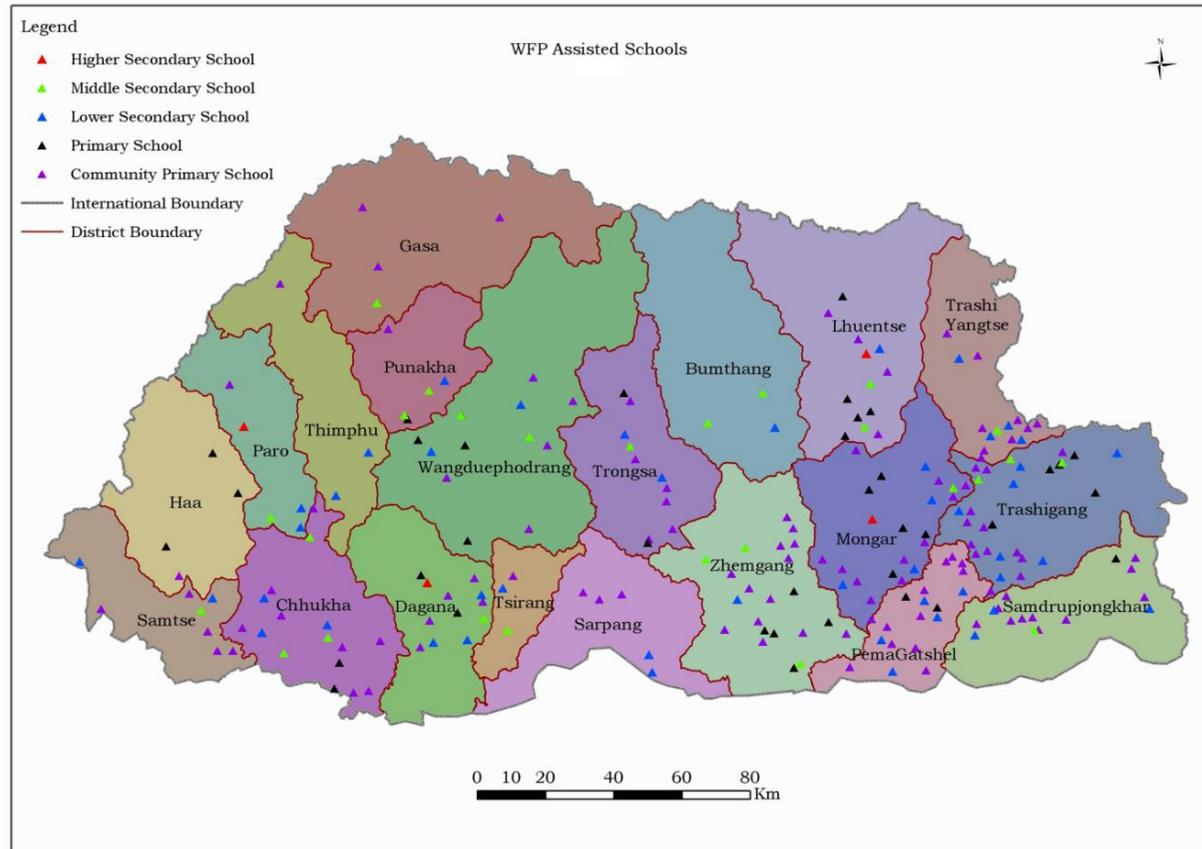
- Use the management fee corresponding to a small operation.
- Not budget for domestic travel.

Please send queries to Julie Thoulouzan, Evaluation Officer

Email: Julie.thoulouzan@wfp.org

Phone number: + 39 06 65 13 35 04

Annex 1: Map



Annex 3: Summary Logical Framework

LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Cross-cutting		
Cross-cutting result GENDER: Gender equality and empowerment improved	▶ Proportion of women beneficiaries in leadership positions of project management committees <ul style="list-style-type: none"> • Target: 50 (Dec 2018) 	
Cross-cutting result PARTNERSHIP: Food assistance interventions coordinated and partnerships developed and maintained	▶ Number of partner organizations that provide complementary inputs and services <ul style="list-style-type: none"> • Target: 8 (Dec 2018) 	
SO4: Reduce undernutrition and break the intergenerational cycle of hunger		

<p>Outcome SO4.1 Increased equitable access to and utilization of education</p>	<ul style="list-style-type: none"> ▸ Net Enrolment Rate (NER) (boys) in WFP-assisted primary schools <ul style="list-style-type: none"> • Target: 97 (Dec 2018) ▸ Net Enrolment Rate (NER) (girls) in WFP-assisted primary schools <ul style="list-style-type: none"> • Target: 98 (Dec 2018) ▸ Retention rate (boys) in WFP-assisted primary schools <ul style="list-style-type: none"> • Target: 96 (Dec 2018) ▸ Retention rate (girls) in WFP-assisted primary schools <ul style="list-style-type: none"> • Target: 96.2 (Dec 2018) 	<p>Risks Changes in new Government's priorities affect allocation of resources from Government and other sources. External factors such as the global recession and fuel and commodity price inflation have direct impacts on resource allocation. Natural disasters hamper service delivery Quality data for monitoring indicators are lacking Data and information consolidation is not coordinated among government agencies.</p> <p>Assumptions National economic growth continues at present rates. Government continues to give the social sector high priority in its budget.</p>
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<p>Outcome SO4.2 Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels</p>	<ul style="list-style-type: none"> ▸ NCI: School Feeding National Capacity Index ▸ Hand-over strategy developed and implemented [1=not achieved; 2=partially achieved; 3=achieved] <ul style="list-style-type: none"> • Target: 3 (Dec 2018) 	<p>Risks Changes in new Government's priorities affect allocation of resources from Government and other sources. External factors such as the global recession and fuel and commodity price inflation have direct impacts on resource allocation. Natural disasters hamper service delivery Quality data for monitoring indicators are lacking Data and information consolidation is not coordinated among government agencies.</p> <p>Assumptions National economic growth continues at present rates. Government continues to give the social sector high priority in its budget.</p>
<p>Output SO4.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<ul style="list-style-type: none"> ▸ Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned ▸ Quantity of food assistance distributed, disaggregated by type, as % of planned ▸ Quantity of non-food items distributed, disaggregated by type, as % of planned ▸ Number of institutional sites assisted (e.g. schools, health centres), as % of planned 	

<p>Output SO4.2 Policy advice and technical support provided to enhance management of food security, nutrition and school feeding</p>	<ul style="list-style-type: none"> ▸ Number of technical assistance activities provided, by type 	
<p>Output SO4.3 National nutrition, school feeding, safety net policies and/or regulatory frameworks in place</p>	<ul style="list-style-type: none"> ▸ Number of national programmes developed with WFP support – nutrition, school feeding, safety net ▸ Number of national safety net policies that are nutrition-sensitive 	

Acronyms

ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
BR	Budget Revision
CO	Country Office (WFP)
DAC	Development Assistance Committee
EB	(WFP's) Executive Board
EQAS	Evaluation Quality Assurance System
EM	Evaluation manager
ER	Evaluation Report
ET	Evaluation Team
GEEW	Gender empowerment and equality of women
HQ	Headquarters (WFP)
IP	Inception Package
LTA	Long-Term Agreement
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
Mt	Metric Ton
NGO	Non-Governmental Organisation
OEV	Office of Evaluation (WFP)
OpEv	Operation Evaluation
RB	Regional Bureau (WFP)
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNEG	United Nations Evaluation Group
WFP	World Food Programme

Annex 2: Evaluation Matrix

Key Question 1: How appropriate is the operation?						
#	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
1.1	<p>To what extent the objectives, targeting, choices of activities and transfer modalities:</p> <p>1.1.1</p> <ul style="list-style-type: none"> • Were appropriate at project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups and geographical areas, as applicable, and remained so over time. 	<p>1.1.1</p> <p>The extent to which the WFP corporate objectives are relevant to the needs of target populations by examining:</p> <ul style="list-style-type: none"> • Level of access to education and retention at the moment of programme design and evolution over time • Prevalence of poverty and food insecurity by district • Indications of the role that school feeding can play in improving access to education <p>The extent to which beneficiary groups and geographical targeting are in line with the spatial pattern of food insecurity following natural hazard; and address inclusion / exclusion error</p> <p>Coherency with recommendations from earlier DEV evaluation</p> <p>The extent to which problem</p>	<p>WFP and other country assessments/studies</p> <p>Project documents</p> <p>WFP CO staff</p> <p>Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)</p> <p>UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO</p> <p>School Feeding Technical Committee members, if not included in the above</p>	<p>Literature review</p> <p>KIIs with national stakeholders</p>	<p>Qualitative analysis based on structured review of documents, assessment of primary data, and triangulation to assess consistency of evaluation findings across sources</p>	High

		<p>analysis and previous assessments were used to guide the overall CP design.</p> <p>The extent that analysis was done to identify the differentiated needs of women and men who would be the beneficiaries, and the objectives and components designed to respond to such needs.</p> <p>The extent to which communities and local CBO and NGOs were consulted and involved in the design of the school feeding operation The level of ownership and responsibility that was accorded to the communities, CBOs and NGOs at the design of the programme</p>				
	<p>1.1.2</p> <ul style="list-style-type: none"> • Are coherent with relevant stated national policies and strategies, including gender and sectorial policies (education, food security, nutrition). • Seek complementarity 	<p>1.1.2</p> <p>The extent to which the project aligns to RGoB's relevant strategies and policies</p> <p>Relevance of the project objectives and activities to the performance of the national school feeding programme</p> <ul style="list-style-type: none"> • Degree of coherence between the problems and constraints identified in 	<p>WFP and other country assessments/studies</p> <p>Project documents</p> <p>WFP CO staff</p> <p>Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)</p> <p>UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO</p> <p>School Feeding Technical Committee members, if not included in the above</p>	<p>Literature review</p> <p>KIIs with national stakeholders</p>	<p>Qualitative analysis based on structured review of documents, assessment of primary data, and triangulation to assess consistency of evaluation findings across sources</p>	<p>High</p>

	<p>y with the interventions of relevant government and development partners.</p>	<p>the national school feeding programme and the objectives and activities of the project</p> <ul style="list-style-type: none"> • The extent to which the hand over strategy for the project was in line with the conditions/constraints in terms of human and financial capacity at the moment that the project was conceived • The extent to which the conclusions of the SABER exercise were taken into account in the revision of the activities/priorities in the area of capacity development • The degree/extent to which lessons from other school feeding hand-over situations were taken into account in the identification of strategies for this operation. <p>Complementarity:</p> <ul style="list-style-type: none"> • Coherence of the objectives and activities of the project with those of other development partners • Degree of consultation between the WFP office and other actors in relevant areas • Synergies that were foreseen with other 	<p>RGoB's strategic and policy documents:</p> <ul style="list-style-type: none"> • Bhutan Education Blueprint 2014-2024 • National Education Policy (NEP) – Est. 2011 • National Education Framework (NEF) – Est. 2012 • Central Schools Initiative – Est. 2014 • 11th Five Year Plan (FYP) 2013-2018 • MoAF – Country Programming Framework 2013-2018 (programme 11 and 13) • Food and Nutrition Security Policy – Est. 2014 (objectives 2.2.3, 3.1.12, 4.3.7) 			
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		<p>projects and with related sectors (e.g., health etc.)</p> <ul style="list-style-type: none"> • Degree of understanding that other actors who work in the same area demonstrate of the project • Existence of memoranda of understanding and their relevance to the objectives/activities of the project 				
	<p>1.1.3</p> <ul style="list-style-type: none"> • Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including gender¹¹⁰), and remained so over time. 	<p>1.1.3</p> <p>The extent to which the project aligns to WFP strategies, policies and normative guidance:</p> <ul style="list-style-type: none"> • UNDAF 2014-2018 (outcome 2 and 3) • UN MDGs 2000-2015 (MDG 2 and 3) • WFP strategy for 2008-2013 and WFP Corporate Partnership Strategy 2014-2017 • WFP Strategic Plan 2014-2017 • WFP Strategic Results Framework 2014-2017 • WFP School Feeding Policy 2009 • WFP Nutrition Policy 2012 • WFP Policy on Capacity Development 2004 • WFP Gender Policy 2015-2020 	<p>WFP and other country assessments/studies/strategies/policies, e.g., UNDAF documentation</p> <p>Project documents</p> <p>WFP CO staff</p> <p>Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)</p> <p>UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO</p> <p>School Feeding Technical Committee members, if not included in the above</p>	<p>Desk review</p> <p>Literature review</p> <p>KIIs with national stakeholders</p>	<p>Qualitative analysis based on structured review of documents, assessment of primary data, and triangulation to assess consistency of evaluation findings across sources</p>	<p>Medium to High</p>

¹¹⁰ Relevant policies and normative guidance will relate to the following subjects: education, nutrition, food security, cash and voucher transfers, capacity development and gender. For gender, please see the Convention to Eliminate all Forms of Discrimination against Women (CEDAW).

		<ul style="list-style-type: none"> •UNDP Inclusive Governance Programme 2014-2018 •UNFPA/UNDP/UNICEF Draft Common Country Programme 2014-2018 •UNICEF Country Programme 2014-2018 •WHO Country Cooperation Strategy 2014-2018 •WHO Regional Food Safety Strategy 2013-2017 				
1.2	<p>1.2.1</p> <p>To what extent the overall approach adopted by WFP (combining direct assistance, innovative pilots and technical support) to support the transition towards a national school feeding programme fully managed, coordinated and implemented by the Government, is appropriate?</p>	<p>1.2.1</p> <p>The appropriateness and extent to which WFP has effectively supported the RGoB in selecting a school feeding model that best fits with government institutions, processes and policy frameworks structures and policies</p> <ul style="list-style-type: none"> • Quality of the capacity analysis that took place at the time of the project design and degree to which the needs of different institutions/key actors was taken into account • Level of coherence between the identified needs , the budgeting in the project document, and the actual expenditure in areas related to capacity development and hand-over 	<p>WFP and other country assessments/studies</p> <p>Project documents, especially the WFP CO Bhutan Roadmap and the TORs established between WFP and the RGoB</p> <p>WFP CO staff</p> <p>Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)</p> <p>UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO</p> <p>School Feeding Technical Committee members, if not included in the above</p>	<p>Desk review</p> <p>Literature review</p> <p>KIIs with national stakeholders</p> <p>KIIs/FGD with district and school stakeholders</p>	<p>Qualitative analysis based on structured review of documents, assessment of primary data, and triangulation to assess consistency of evaluation findings across sources</p>	<p>High</p>

		<ul style="list-style-type: none"> • Degree of coherence between the institutional arrangements that were designed and implemented and the needs of the programme at the design and implementation stage • Degree to which issues around financial sustainability were taken into account in the design and implementation of the project • Extent to which a cost analysis approach was employed at the moment when decisions were taken about the project transitioning and the extent to which this has continued to be considered • Extent to which the technical capacity needs of WFP were taken into account/planned for to adequately support a transition process, and were reviewed/adjusted over time 				
1.3	1.3.1 What are the differences and similarities between WFP criteria (food security,	1.3.1 The extent to which WFP criteria relate to RGoB criteria and their respective appropriateness	WFP and other country assessments/studies Project and RGoB documents WFP CO staff Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)	Desk review Literature review KIIs with national stakeholders	Qualitative analysis based on structured review of documents, assessment of primary data, and	High

	<p>accessibility, education indicators, etc.) and the government criteria (distance between students' villages and schools).</p> <p>How do they relate to each other and what is their respective appropriateness?</p>		<p>UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO</p> <p>School Feeding Technical Committee members, if not included in the above</p>	<p>KIIs/FGD with district and school stakeholders</p>	<p>triangulation to assess consistency of evaluation findings across sources</p>	
1.4	<p>1.4.1</p> <p>Are there any evident gaps in the design and implementation of the actual handover process and if so, what are these gaps?</p>	<p>1.4.1</p> <p>The extent to which WFP is able to track the progress made under the capacity development component of the project</p> <p>Quality of initial design of the hand-over strategy</p> <p>The extent to which the handover strategy has been discussed and shared with all parties and takes into account lessons learnt from other contexts, degree to which hand-over has been implemented</p>	<p>Project and RGoB documents, especially the midterm review of previous DEV project 105790 and updated planning document for handover (BTO DRD – John Aylieff – Mission March 2014), and operational documents (CO Bhutan Operational Update September 2015, Report on Bhutan Retargeting Survey_VAM Support Mission, Bhutan Roadmap 2015-2018)</p> <p>WFP CO staff</p> <p>Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)</p> <p>UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO</p> <p>School Feeding Technical Committee members, if not included in the above</p>	<p>Desk review</p> <p>Literature review</p> <p>KIIs with national stakeholders</p> <p>KIIs/FGD with district and school stakeholders</p>	<p>Qualitative analysis based on structured review of documents, assessment of primary data, and triangulation to assess consistency of evaluation findings across sources</p>	<p>High</p>

Key Question 2: What are the results of the operation?						
#	Sub-question	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
2.1	2.1.1 What is the level of attainment of the planned outputs (including the capacity development activities as well the number of beneficiaries served disaggregated by women, girls, men and boys)?	2.1.1 Number of schools which benefit from WFP and government support as percentage of those planned # of women, girls, men and boys receiving food, by category and as percent of planned figures Tonnage of food distributed, by type, as a percent of planned distribution # of school staff (women and men) trained in school feeding thematic areas and degree of coherence with the identified capacity gaps/needs # of civil servant trained in school feeding thematic areas and degree of coherence with the identified capacity gaps/needs	WFP and other country assessments/studies Project and RGoB documents, especially the SPR and donor reports WFP CO staff Bilateral donor stakeholders Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA) School Feeding Technical Committee members, as necessary and if not included in the above District-level government and school stakeholders	Literature review KIIs with national stakeholders KIIs/FGD with district and school stakeholders Direct observation with a focus on quality of activities/ outputs	Qualitative analysis based on structured review of documents, assessment of KII data, and triangulation to assess consistency of evaluation findings across sources Analysis of secondary quantitative data with gender disaggregation	Medium: relies on accuracy of CO reporting
	2.1.2 To what extent the outputs led to the realisation of the operation	2.1.2 Beneficiaries, staff, and government perceptions of the level to which the project interventions have	WFP and other country assessments/studies Project and RGoB documents, especially the SPR and donor reports	Literature review KIIs with national stakeholders	Qualitative analysis based on structured review of documents, assessment of	Medium to High: relies on accuracy of CO reporting and visibility/strength of outcomes and

	<p>objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys; how GEEW results have been achieved;</p>	<p>contributed to the school feeding programme. Contribution of the operation to reaching objectives related to indicators that are mentioned in the project document such as:</p> <ul style="list-style-type: none"> • Enrolments • Attendance • Completion rates • Retention rates <p>Contribution of the operation to ensuring its objectives with respect to participation of communities and strengthening of capacity</p> <p>What unintended effects took place?</p> <ul style="list-style-type: none"> • With respect to the beneficiary populations (including any difference between sexes) • With respect to the secondary beneficiaries • On national institutions • Other effects e.g., on nutrition habits, etc. 	<p>WFP CO staff</p> <p>Bilateral donor stakeholders</p> <p>UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO</p> <p>Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)</p> <p>School Feeding Technical Committee members, as necessary and if not included in the above</p> <p>District-level government and school stakeholders</p>	<p>KIIs/FGD with district and school stakeholders/beneficiaries</p>	<p>primary data, and triangulation to assess consistency of evaluation findings across sources</p> <p>Analysis of secondary quantitative data with gender disaggregation</p>	<p>attribution pathways</p>
<p>2.1.3</p>	<p>How different activities of the operation dovetail and are synergetic with what other actors</p>	<p>2.1.3</p> <p>Number of schools which partially or completely benefit from a package of essential services (which normally should include the promotion of education for</p>	<p>WFP and other country assessments/studies</p> <p>Project and RGoB documents, including training material</p> <p>Cluster coordination minutes and</p>	<p>Literature review</p> <p>KIIs with national stakeholders</p>	<p>Qualitative analysis based on structured review of documents, assessment of primary data,</p>	<p>Medium to High: depends on availability of process documentation and capacity development</p>

	<p>are doing to contribute to the overriding WFP objective of developing the capacity of the RGoB to manage and implement school feeding;</p>	<p>girls, water, latrines, hygiene and nutrition education, deworming, sensitization on sexual reproductive health)</p> <p>The extent to which WFP is successful in coordinating efforts to enhance complementarity and reduce overlap.</p> <p>Types of programme changes to improve internal and external coordination.</p> <p>References made to other operations in programme documentation (complementarity)</p> <p>The extent to which WFP is successful in the partnerships and implementation arrangements: # of MOUs, # of joint meetings and assessments, etc.</p> <p>Level and quality of participation of WFP in the coordination meetings with other partners in the sector</p> <p>Perceptions of other partners of the level and quality of engagement of WFP</p>	<p>reviews, inter-agency coordination documentation (UN Business Continuity Plan), partner MOUs/TORs, UNDAF documentation and the Bhutan One Programme</p> <p>WFP CO staff</p> <p>UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO</p> <p>Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)</p> <p>School Feeding Technical Committee members, as necessary and if not included in the above</p> <p>District-level government and school stakeholders</p>	<p>KIIs/FGD with district and school stakeholders/beneficiaries</p> <p>Direct observation with a focus on coherency in capacity development material and activities</p>	<p>and triangulation to assess consistency of evaluation findings across sources</p>	<p>material</p>
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		Trainings programmes for partners- type of training and frequency, number of trainees, etc.				
	<p>2.1.4</p> <p>What is the efficiency of the operation and the handover process and the likelihood that the Government will continue to implement an effective school feeding programme following the phase out of WFP in the country?</p>	<p>2.1.4</p> <ul style="list-style-type: none"> • Perceptions of staff and stakeholders on efficiency (cost, systems, staff, alternatives, etc.). • Extent to which resources (human, physical, financial, organizational and functional) were optimally used in project implementation. • Performance Monitoring system refined • Frequency and depth of data disseminated from community and household surveys • Supply chain management and management of potential pipeline breaks. • Timeliness of distributions and average time between • Efforts to contain distribution costs (including analysis of changes in DSC and ODC), and considerations of cost- 	<p>WFP and other country assessments/studies, e.g., SABER</p> <p>Project and RGoB documents</p> <p>WFP CO staff</p> <p>UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO</p> <p>Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)</p> <p>School Feeding Technical Committee members, as necessary and if not included in the above</p> <p>District-level government and school stakeholders</p>	<p>Literature review</p> <p>KIIs with national stakeholders</p> <p>KIIs/FGD with district and school stakeholders</p> <p>Direct observation of project and school feeding infrastructure, e.g., warehouses</p>	<p>Qualitative analysis based on structured review of documents, assessment of primary data, and triangulation to assess consistency of evaluation findings across sources</p> <p>Analysis of secondary quantitative data to inform basic value for money analysis</p>	<p>Medium to High: depends on availability of process documentation and how advanced the handover process is</p>

		<p>effectiveness</p> <ul style="list-style-type: none"> • Quality of processes, relevance of the division of responsibilities in the management of the operation at different levels • Existence and quality of coordination that has been put in place with other partners to optimise resources • Analysis of the choices that were made in terms of the management and implementation of the programme 				
2.2	<p>2.2.1</p> <p>Is the school feeding model chosen upon and currently being tested by the Government an efficient and sustainable method of implementing the national school feeding programme following WFP's phase out?</p>	<p>2.2.1</p> <ul style="list-style-type: none"> • The extent to which activities under the DEV increased capacity of key partners. • Partner perceptions of capacity to continue activities on own. • Assessment of the degree of autonomy and extent to which responsibilities are being taken over by the government and other partners including at community level • Degree of involvement of the target groups and their representatives in the modalities and mechanisms for 	<p>WFP and other country assessments/studies, e.g., SABER, School Feeding Monitoring Report 2013, Assessment of the Operational and Nutritional Aspects of the School Feeding Programme in Bhutan</p> <p>Project and RGoB documents, e.g., Retargeting exercise report, Bhutan Roadmap 2015-2018</p> <p>WFP CO staff</p> <p>UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO</p> <p>Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)</p> <p>School Feeding Technical Committee</p>	<p>Literature review</p> <p>KIIs with national stakeholders</p> <p>KIIs/FGD with district and school stakeholders</p> <p>Direct observation with a focus on coherency in capacity development material and activities</p>	<p>Qualitative analysis based on structured review of documents, assessment of primary data, and triangulation to assess consistency of evaluation findings across sources</p>	<p>Medium to High: depends on availability of RGoB school feeding process documentation</p>

		governance and decision making • # of handover strategies, trainings and related communications on sustainability with beneficiaries.	members, as necessary and if not included in the above District-level government and school stakeholders			
2.3	2.3.1 How can WFP as an organization ensure staff continuity until the end of the operation and support its staff in identifying longer-term job opportunities, while the CO is expected to phase out by end-2018.	2.3.1 The extent to which WFP is able to raise funds for its activity in Bhutan Extent to which other partners might be willing to fund WFP staff to continue working in this operation until the end of the programme Extent to which the RGoB might be willing to take over staff to work in the national school feeding programme upon completion of the operation to ensure continuity of skills and experience The extent to which CO staff skills meets market and employment demand in this specific sector of development work	Project and RGoB documents WFP CO staff Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA) UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO School Feeding Technical Committee members, as necessary and if not included in the above	Literature review KIIs with national stakeholders and WFP RB	Qualitative analysis based on structured review of documents, assessment of primary data, and triangulation to assess consistency of evaluation findings across sources	Medium

Key Question 3: Why and how has the operation produced the observed results?

#	Sub-question	Measure/Indicator	Main Sources of Information	Data	Data	Evidence
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				Collection Methods	Analysis Methods	quality
3.1	<p>3.1.1</p> <p>Discussion of internal factors (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring & evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements (how have these partnerships helped/hindered implementation of the programme?).</p>	<p>3.1.1</p> <p>Pipeline integrity Quality of monitoring and evaluation reporting, Flexibility in adjustment to available information from monitoring and assessments, Quality of staff, Effectiveness of communication between CO and field</p>	<p>Project documents, e.g., SPRs, internal memos</p> <p>WFP corporate documents</p> <p>WFP CO/RB staff</p> <p>Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)</p> <p>UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO</p> <p>School Feeding Technical Committee members, as necessary and if not included in the above SPRs 2013-2015</p>	<p>Literature review</p> <p>KIIs with national stakeholders and WFP RB</p> <p>Direct observation of WFP CO processes and in School Feeding Technical Committee meetings</p>	<p>Qualitative analysis based on structured review of documents, assessment of primary data, and triangulation to assess consistency of evaluation findings across sources</p> <p>Process evaluation; qualitative institutional analysis</p> <p>Analysis disaggregated by project/CO process</p>	<p>Medium to high: depends on how visible evidence is made to external ET</p>
	<p>3.1.2</p> <p>Discussion of impact:</p>	<p>3.1.2</p> <p>The extent to which the project resources situation</p>	<p>Project documents, e.g., SPRs and donor reports</p> <p>WFP corporate documents</p>	<p>Literature review</p> <p>KIIs with</p>	<p>Qualitative analysis based on structured review of</p>	<p>High</p>

	<p>external (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc.</p> <p>Government funding for the existing and future – post-WFP – school feeding programme is a critical factor. How has the limitation of available government funding affected the achieved results, caused the observed changes and may affect the success of the capacity development efforts in the future (post-WFP)?</p>	<p>is reflective of the larger funding trends.</p> <p>The extent to which market trends affected the deliverables.</p> <p>Timely adjustment of project to changing circumstances</p>	<p>WFP CO/RB staff</p> <p>Bi-lateral donors</p> <p>Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)</p> <p>UN staff from relevant UN agencies in Bhutan such as: UNDP, UNICEF, WHO, UNFPA, FAO</p> <p>School Feeding Technical Committee members, as necessary and if not included in the above</p>	<p>national stakeholders and WFP RB</p> <p>Direct observation of WFP CO processes and in School Feeding Technical Committee meetings</p>	<p>documents, assessment of primary data, and triangulation to assess consistency of evaluation findings across sources</p> <p>Process evaluation; qualitative institutional analysis</p>	
3.2	<p>3.2.1</p> <p>To what potential divergences between WFP and the Government's</p>	<p>3.2.1</p> <p>The extent to which WFP managed the handover process</p>	<p>WFP and other country assessments/studies, e.g., SABER, School Feeding Monitoring Report 2013, Assessment of the Operational and Nutritional Aspects of the School</p>	<p>Literature review</p> <p>KIIs with national</p>	<p>Qualitative analysis based on structured review of documents,</p>	<p>Medium to High: depends on availability of RGoB school feeding process</p>

	targeting criteria for inclusion of schools and students in the School Feeding Programme may affect the integration of the WFP supported school feeding programme into the RGoB led programme and influence the handover process.	The extent to which the RGoB is able to include WFP-supported schools	<p>Feeding Programme in Bhutan</p> <p>Project and RGoB documents, e.g., Retargeting exercise report, Bhutan Roadmap 2015-2018</p> <p>WFP CO staff</p> <p>UN staff from relevant UN agencies in Bhutan such as: FAO, UNDP, UNICEF, WHO, UNFPA</p> <p>Government stakeholders from relevant ministries and divisions (MoE, MoH, MFA)</p> <p>School Feeding Technical Committee members, as necessary and if not included in the above</p> <p>District-level government and school stakeholders</p>	<p>stakeholders</p> <p>KIIs/FGD with district and school stakeholders</p> <p>Direct observation with a focus on coherency in capacity development material and activities</p>	assessment of primary data, and triangulation to assess consistency of evaluation findings across sources	documentation
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Annex 3: Fieldwork Schedule

Date	Day	Location	School name & type	Sampling category ¹¹¹	Activity
07.03.2016	Mon a.m.	Thimphu	-	-	Arrival at Paro from Bangkok (BR)
	Mon p.m.	Thimphu	-	-	GNHC meeting (BR+TC) WFP team interview (BR+TC)
08.03.2016	Tue a.m.	Thimphu	-	-	MoE counterpart interviews (SHND, PPD) (BR+TC)
	Tue p.m.	Thimphu	-	-	MoH, MoAF interviews (BR) MoF, BAFRA interviews (TC) WFP Head of Office interview (BR+TC)
09.03.2016	Wed a.m.	Thimphu	-	-	UN partners interviews (FAO, UNICEF, UNFPA, WHO) – BR and TC
	Wed p.m.	Thimphu	-	-	UN partners interviews (FAO, UNICEF, UNFPA, WHO) – BR and TC
10.03.2016	Thu a.m.	Thimpu Bumthang Mongar	Ura (MSS); RGoB only; partial phased-out in 2015 and complete phased-out in 2016; Day and boarding students mixed; grades PP to 10	Purposive: 1	Fly Paro to Bumthang. Then drive to Mongar with school visit en-route; Halt Gyelpozhing
	Thu p.m.	Gyelposhing (Mongar)	-	-	Continue to Mongar after school visit and halt in Gyelposhing town
11.03.2016	Fri a.m.	Gyelposhing (Mongar)	Tsamang (PS); joint WFP/RGoB; day school; grades PP to 6	Purposive: 1	School visit
	Fri p.m.	Gyelposhing (Mongar)	Gyelposhing (HSS); RGoB only; phased-out in 2015; boarding and day school; grades 9 to 12	Purposive: 1	School visit Drive to and halt in Mongar town
12.03.2016	Sat a.m.	Mongar to Trashigang	Udaric (PS); WFP only; day school; grades PP to 6	Purposive: 1	En-route school visit
	Sat p.m.	Trashigang	-	-	Continue to and halt in Trashigang town
13.03.2016	Sun a.m.	Trashigang	Dungtse (MSS); RGoB only; phased-out 2014; boarding school; grades PP to 10	Purposive: 1	School visit
	Sun	Trashigang	-	-	Drive to Merak and Halt

¹¹¹ Sample category: Purposive = schools selected based on predetermined indicators and criteria in order to maximize sample representativeness, and on the opportunity they present for adequately investigating evaluation questions; Convenience = additional schools that may be visited, time permitting; preferably but not necessarily reflecting the aforementioned criteria.

	p.m.				
14.03.2016	Mon a.m.	Trashigang Wamrong to	Visit Merak PS: WFP only, day school, grades PP to 6	Purposive: 1	Recently connected to farm road. After Merak PS, drive back to Trashigang
	Mon p.m.		Bikhar (PS); WFP only; day school; grades PP to 6 Dinner meeting with Trashigang Chief DEO	Purposive: 1	Halt in Trashigang Town
15.03.2016	Tue a.m.	Trashigang Tashiyangtse to	Visit Jangphutse PS: WFP only, day school, grades PP to 6	Purposive: 1	Off-road school – total of 5 hours of walking from road point
	Tue p.m.	Night halt back in Trashigang	-	-	Drive back to Trashigang town for night halt.
16.03.2016	Wed a.m.	Trashigang Wamrong to	Jerilema PS: WFP only, day school	Purposive: 1	
	Wed p.m.	Wamrong	Chheya PS	Purposive: 1	
17.03.2016	Thu a.m.	Wamrong	Senor DEO, Wamrong, Trashigang interview	Purposive: 1	En-route school visit
	Thu p.m.	Wamrong to S.Joongkhar	Visit Berdungma PS	Purposive: 1	
18.03.2016	Fri a.m.	S. Jongkhar town to Marsthalla	Marsthalla PS	Purposive: 1	Off-road school visit About 6 hours walk round trip
	Fri p.m.	Marsthalla back to S.Jongkhar town	-	-	
19.03.2016	Sat a.m.	S.Jongkhar Phuntsholing to	-	-	Drive to Phuntsholing via India
	Sat p.m.	S.Jongkhar Phuntsholing to	-	-	Drive to Phuntsholing via India
20.03.2016	Sun a.m.	Phuntsholing	-	-	
	Sun p.m.	Phuntsholing to Chukha	-	-	
21.03.2016	Mon a.m.	Phuentsholing to Chhukha	FCB meeting	-	Meeting and interview with FCB
	Mon p.m.	Chhukha	Chungkha (PS); WFP only; day school; grades PP to 6	Purposive: 1	En-route school visit Halt in Chhukha town (Power Corporation Guest house booked)
22.03.2016	Tue a.m.	Chukha to Thimphu	-		Drive from Chukha to Thimphu
	Tue	Thimphu	School Nutrition and Health Division,	-	Halt in Thimphu

	p.m.		Department School		
23.03. 2016	Wed a.m.	Thimphu	Meeting with RC	-	Meeting and interview with RC
	Wed p.m.	Thimphu	Internal debrief with CO, RB and HQ	-	Internal debrief with CO, RB and HE Halt in Thimphu
24.03. 2016	Thu a.m.	Thimphu	School Feeding Technical Committee meeting – Observer	-	Observer
	Thu p.m.	Thimphu	External debrief to the Technical Committee	-	Wrap up
25.03. 2016	Fri a.m.	Thimphu	-	-	BR: Departure to Bangkok TC: Final follow up interview with CO

Annex 4: Topical Outlines

Questions for WFP Country Office

1. To what extent is WFP's programme in line with the national policies and priorities? What opportunities existed and were these taken into account?
2. Going back to just before the operation, can you reflect on how the operation was designed? What analytical work was done to feed into decisionmaking and how relevant was this work? To what extent were (the right) counterparts involved in the various phases of the operation design process? What factors in your view affected/contributed to the quality of the design?
3. To what extent was an enabling framework in place for school feeding (national law, national programme for school feedings, specific strategies and priorities?). How important was this in the design of the programme? To what extent did the DEV link with other social safety nets in Bhutan?
4. Did the choice of activities for the hand-over process correspond to the needs of the target groups? In your opinion, today, do the objectives of WFP's continue to support and correspond to the context, the priorities of the government, the food security needs, and the needs of beneficiaries, including to specific gender issues and concerns? What is the degree of complementarity between the work of WFP and that of other partners (UN agencies, state of Delivering as One, UNDAF, etc.)?
5. What specific issues were identified as needing to be addressed for a successful transitioning to the government (financial needs, capacity gaps, institutional weaknesses, logistical capacity, partnerships with other government ministries, awareness/communication with specific partners including parents and communities, monitoring capacity)? What actions were designed to address these? To what extent are these being implemented/successful? With the benefit of hindsight, are there other actions that should have been taken?
6. What in your view have been the main results of the operation? To what extent have the expected results been achieved? What have been the main difficulties and problems that you have faced in making progress on the hand over strategy? What actions were taken/should be taken to address these?
7. What specific strategy has been put in place to address capacity development? To what extent has WFP contributed to capacity development of government counterparts in terms of human and institutional capacity? What are the constraints to capacity development?
8. Are there unexpected results of the operation or of the approach taken to transitioning? Please provide details.
9. What in your view have been the strong points of WFP's work? What have been the challenges in implementing the operation?
10. What are the main external factors that have had an influence on the SFP over this period? How has the context changed since the beginning of the programme and what have been the implications for decision-making? Did WFP make the right decisions in light of the context?
11. In your opinion, to what extent might potential divergences between WFP and RGoB's targeting criteria for the inclusion of schools and students in the School

Feeding Programme affect the integration of the WFP supported school feeding programme into the RGoB led programme and influence the handover? How might this be addressed?

12. What is the staff situation internally and with partners (RGoB, UN and NGOs)? In your view, does the WFP CO have the level and types of staff that it needs to be able to implement a transition programme of this kind? Have you been able to draw adequately and in a timely manner on additional resources such as consultants? What do you think is necessary to assure the continuity of staff until the end of the programme? How can this be achieved?
13. To what extent and how did the CO receive the necessary support for the design and implementation of the operation from within WFP? And as part of possible agreements with other agencies (e.g., UN Partners)? To what extent has the level of resourcing led to the reduction in activities? Which areas were most affected?
14. What has been the level of collaboration between UN and RGoB as part of UNDAF and Delivering as One?
15. What specific activities by cooperating partners or other agencies complement present DEV activities to enhance prospects for longer-term sustainability? Are these sufficient?
16. To what extent has WFP supported the establishment of partnerships with the private sector to address some of the challenges to sustainability?
17. What dialogue is there between WFP and stakeholders to link school feeding to national social safety net programmes?
18. What has WFP done to ensure programme synergies between the DEV and the CP or programmes from other UN agencies?
 - What opportunities exist for strengthening programme linkages to achieve greater synergy of food assistance activities?
 - To what extent has competition between programmes affected the expected results?
19. How are gender issues mainstreamed into the DEV, per United Nations' UNDAF and donor mandate and policies? Is the knowledge on implementation of those policies sufficient among own staff and cooperating partners?
20. Describe the extent of management and technical support provided by the Regional Bureau and WFP Headquarters. What influence has this support had on the efficiency and effectiveness of the DEV?
21. How are the DEV activities perceived by the Government, the Ministries, the parastatal bodies, the NGOs and the general public?
22. How does WFP CO Bhutan communicate with its stakeholders? How might communication with various stakeholders be improved? Who communicates with beneficiaries?
23. In your opinion, what are the priorities for the coming/remaining period?

Questions for Ministry of Education staff at national level

1. How relevant is the WFP school feeding intervention to the priorities of children and parents in Bhutan?

2. To what extent and in what way are the school feeding activities aligned with the national education policy? Has the school feeding work by WFP fed into policy development?
3. How did the design of the activities under the DEV take place, was this relevant and realistic? How strong do you think this process was in terms of addressing the Government's specific needs and concerns around transitioning? How could this have been improved?
4. How specifically did the design of the transition process take place? How participatory was this? What contextually factors facilitated or affected the process? How appropriate do you think the transition strategy is?
5. Was the Government adequately consulted when WFP was designing the transition process? What assumptions were made about partnerships and how those would support the transition process? How have these worked out in practice?
6. What opportunities exist for strengthening programme linkages to achieve greater synergy between WFP and partner institutions food assistance activities? To what extent has WFP supported the establishment of partnerships with the private sector to address some of the challenges to sustainability?
7. Regarding the operation, is there a gap between resources/ expertise mobilized and resources/ expertise required? What is WFP's resource mobilization capacity? How satisfied are you with WFP?
8. What is your assessment of the performance of WFP Bhutan CO and decentralized offices? How inclusive is the CO regarding decision-making/ human resources/ coordination and communication internally and with important partners like yourself?
9. Is the school feeding model chosen upon and currently being tested by the RGoB an efficient and sustainable method of implementing the national school feeding programme following WFP's phase out? If not what is missing?
10. How efficient is the targeting process for school feeding at present? What are the strengths and weaknesses of this process?
11. Is the RGoB planning to update its selection criteria or merge it with WFP's selection in order to take over after WFP phase out?
12. In your opinion, to what extent might potential divergences between WFP and RGoB's targeting criteria for the inclusion of schools and students in the School Feeding Programme affect the integration of the WFP supported school feeding programme into the RGoB led programme and influence the handover? How might this be addressed?
13. What have been the strengths of the school feeding intervention to date? What have been the challenges?
14. What specific capacity challenges were identified as requiring attention in the transition process of the school feeding programme?
15. Has WFP appropriately considered and addressed national and local capacity constraints in the design and execution of the school feeding programme and in particular in designing and implementing the transition phase? What has worked

well, what has worked less well? What more should be done in the remaining period?

16. Are you pleased with capacity development received from WFP? What does this support encompass?
17. How do you assess the level of coordination among the various government institutions involved in implementation of the DEV? What is still missing to ensure that the government can take over this programme?
18. If you compare where things are at now, with what was planned, how confident are you that the transition process is on the right track?
19. What specific financial challenges were identified as requiring attention? What strategies were designed to address these challenges? How successful do you think these have been so far? What needs attention in the remaining period?
20. In what way and to what extent are WFP's school feeding activities appropriately balanced and aligned with those of other organizations intervening at school level? What specific examples of joint initiatives or synergies exist? How helpful are these in moving the transition process forward?
21. Are you pleased with the handover process as managed by WFP? What is the likelihood that RGoB will continue to implement the SFP and take away lessons learned and support from WFP following the phase out of WFP in the country?
22. Given that WFP is phasing out its operation in Bhutan, what do you think should be the further priorities for the coming period?

Questions for Ministry of Education staff at decentralized levels

1. What do you see as the purpose of the school feeding programme?
2. What changes have you noted in beneficiary schools since the project started? Have these changes been different for boys and girls, in what way? Has the intervention had any particular impact on the women and girls participating in the programme?
3. Besides the impact on the children, has there been any positive or negative impact on the school? On the wider community? On local farmers (where relevant)? In what way?
4. To what extent does the school feeding initiative complement other educational and social protection measures?
5. What has worked well? (probe as necessary on issues of organization, community involvement)
6. What have been the constraints and challenges? (Probe as necessary on logistics, human resources, capacity, and buy-in including the challenges of the different school feeding approaches of the RGoB and WFP). How have these been addressed?
7. How useful was the training that WFP has provided? What evidence is there that the training has resulted in changes in ways of working?
8. In what way have gender issues been taken into account in the actions? In your opinion, was this approach appropriate?

9. Are you aware the WFP will be handing over responsibility for the school feeding to the Government of Bhutan? What is your opinion about the transition process? How confident do you feel that the transition will work effectively? If you had to provide recommendations on how to improve this process/ensure that it is a success what would you suggest?
10. In your opinion, to what extent might potential divergences between WFP and RGoB's targeting criteria for the inclusion of schools and students in the School Feeding Programme affect the integration of the WFP supported school feeding programme into the RGoB led programme and influence the handover? How might this be addressed?
11. What suggestions do you have on how to improve the intervention overall?

Questions for other relevant ministries

1. How has your institution collaborated with the implementation of the WFP school feeding project and with the RGoB school feeding work? What is your opinion of the school feeding programme?
2. Are you aware the WFP will be handing over responsibility for the school feeding to the Government of Bhutan? What is your opinion about the transition process?
3. Were you involved in the design and implementation of the transition activities? What is your opinion about the quality of this process and about its inclusiveness? How confident are you that the transition can succeed, in particular for the perspective of human, financial and organizational/institutional capacity to manage this process? If you had to provide recommendations on how to improve this process/ensure that it is a success what would you suggest?
4. Are there sufficient complementary activities by other partners or other agencies to complement WFP activities to enhance prospects for sustainability? Are there partnerships that are not being explored that might strengthen the process?
5. Did WFP provide training to your ministry of yourself? How useful has this training been? What evidence is there that the training has resulted in changes in ways of working?
6. To what extent do you think WFP appropriately took into account the challenges of human and institutional resources at different levels in the design and implementation of the transition process? Were the resources that WFP made available appropriate to the needs? What more should have been done?
7. Comparing the situation now with how it was before to what extent has the capacity of the government to manage this intervention improved? Which changes have been the most important?
8. In what way have gender issues been taken into account in the actions? In your opinion, was this approach appropriate?
9. Which factors have positively or negatively affected performance over this period?
10. Are you pleased with the handover process as managed by WFP? What is the likelihood that RGoB will continue to implement a SFP and take away lessons learned and support from WFP following the phase out of WFP in the country?

11. What suggestions do you have on how to improve the implementation of this intervention overall?

Questions for UN partners and bilateral donors

1. In your opinion, how relevant and appropriate is the school feeding programme to the needs of the country and the priorities of the beneficiaries?
2. To what extent has the school feeding programme been successful?
3. In what ways has your organization collaborated with the implementation of the WFP project? What opportunities for collaboration have been explored and how successful have these been? What factors have influenced positively or negatively on the performance of the collaboration during this period? What opportunities exist that have not been explored (in areas such as health, education, gender equity, etc.?)
4. Are there opportunities for collaboration that have not been explored?
5. Do you see any further opportunities to strengthen implementation cooperation with governmental and non-governmental partners?
6. Are you aware the WFP will be handing over responsibility for the school feeding to the Government of Bhutan? What is your opinion about the transition process? How confident do you feel that the transition will work effectively? To what extent do you think that the transition process is on track? Are there any opportunities that are not being adequately explored, if so which ones?
7. If you had to provide recommendations on how to improve this process/ensure that it is a success what would you suggest?
8. Were you involved in the design and implementation of the transition activities? What is your opinion about the quality of this process and about its inclusiveness? How confident are you that the transition can succeed, in particular for the perspective of human, financial and organizational/institutional capacity to manage this process?
9. What role has WFP played in the UNCT? How would you assess the nature of the relationship between WFP and partner UN agencies?
10. How well has the WFP programme mainstreamed gender issues according to the United Nations' and donor mandate and policies?
11. What is the staff situation internally and with partners (RGoB, UN and NGOs)? In your view, does the WFP CO have the level and types of staff that it needs to be able to implement a transition programme of this kind? What challenges do you think exist for WFP in transiting? How can the organization seek to keep its staff and effectively support the transition process?
12. In your opinion, what are the priorities for the coming/remaining period?

Questions for school management and teachers

1. What do you see as the purpose of the programme?
2. What records does the school keep on administration of meals, attendance, etc.?(ask to see these, check if gender disaggregated)
3. What changes have you seen in the school since the project started? Have these changes been different for boys and girls, in what way? Have there been any

changes in terms of the participation in schools by particularly vulnerable groups?

4. Besides the impact on the children, has there been any positive or negative impact on the school? On the wider community? On the women from the community who support the process of food preparation? On local farmers/producers (where relevant)? In what way?
5. What has worked well? (probe as necessary about logistics, relationship with the community, organization at school level, management of scheduling for women's participation in the cooking)
6. What have been the constraints and challenges? How have these been addressed?
7. Have deliveries during the last year (or last six months) been regular and complete (all items received in the requested amounts)?
8. If not, why? (School late in submitting required requests, local procurement delayed, etc.?)
9. Has the school had to interrupt feeding for any extended periods during the last year (or 6 months)? For what reasons (commodities not received at all or not in the planned quantities, lack of fuel, women could not come because of other duties, etc.)
10. Does the school follow the official ration scale and number and timing of meals per day? For what reasons (commodities not received at all or not in the planned quantities, lack of fuel, women could not come because of other duties etc.)
11. What suggestions do you have on how to improve the intervention?
12. Are there any other health activities in the school?
 - a. Deworming (by whom?)
 - b. Malaria prevention (by whom?)
 - c. Other

Questions for parent representatives at the level of the schools

1. What do you see as the purpose of the school feeding programme?
2. What changes have you seen in the school since the project started?
3. Besides the impact on the children, has there been any positive or negative impact on the school? On the wider community? On the women who participate in the preparation of the cooking? On local farmers/producers (if relevant)? In what way?
4. What is the role of the community? How well does the community participate?
5. What has worked well?
6. What have been the constraints and challenges? How have these been addressed?
7. Do parents contribute to the meals (fresh vegetables, condiments, fuel, etc.)?
8. What suggestions do they have on how to improve the intervention?

Questions for cooks and women involved in food preparation

1. What do you see as the purpose of the programme?
2. What changes have you noted in the school since the project started?
3. What is your role in the school feeding programme? (ask to describe what they do, how often do they participate)
4. What have been the difficulties have you faced in your work?
5. Whom have you turned to in seeking solutions for these challenges? Has that helped in solving the difficulties? If not, why not?
6. Who decides on the composition of the meals? What are the specific challenges in the food preparation?
7. Is the food sufficient?
8. Have deliveries during the last year (or last six months) been regular and complete (all items received in the requested amounts)?
9. If not, why? (School late in submitting required requests, etc.?)
10. Do parents contribute to the meals (fresh vegetables, condiments, fuel, etc.)?
11. Has the school had to interrupt feeding for any extended periods during the last year (or 6 months)? For what reasons (commodities not received at all or not in the planned quantities, lack of fuel, women could not come because of other duties, etc.)
12. Does the school follow the official ration scale and number and timing of meals per day? For what reasons (commodities not received at all or not in the planned quantities, lack of fuel, women could not come because of other duties etc.)
13. Has the initiative had an impact on your lives? On the manner in which you are seen/treated by the school, or by the community?
14. What suggestions do you have on how to improve the intervention?

Questions for children in school (grade 5 and higher)

1. What do you like most about the school meals?
2. What do you like least about the school meals?
3. If you could change something about the school meals, what would that be?
4. Has the school feeding programme changed anything for you? (Probe as necessary on issues of concentration, attendance, one extra meal a day, one less meal at home per day, extra burden of contribution to canteen in kind or cash, etc.)
5. On the days that there are no meals, do you still come to school? Do other children come to school?

Questions for the Food Corporation of Bhutan (FCB)

1. How has FCB collaborated with the implementation of the WFP school feeding project and with the RGoB school feeding work? What is your opinion of the school feeding programme?
2. Are you aware the WFP will be handing over responsibility for the school feeding to the Government of Bhutan? What is your opinion about the transition process?

3. Were you involved in the design and implementation of the transition activities? What is your opinion about the quality of this process and about its inclusiveness? How confident are you that the transition can succeed, in particular for the perspective of human, financial and organizational/institutional capacity to manage this process? If you had to provide recommendations on how to improve this process/ensure that it is a success what would you suggest?
4. Are there sufficient complementary activities by other partners or other agencies to complement WFP activities to enhance prospects for sustainability? Are there partnerships that are not being explored that might strengthen the process?
5. Did WFP provide training to your organization or yourself? How useful has this training been? What evidence is there that the training has resulted in changes in ways of working?
6. To what extent do you think WFP appropriately took into account the challenges of human and institutional resources at different levels in the design and implementation of the transition process? Were the resources that WFP made available appropriate to the needs? What more should have been done?
7. In what way have gender issues been taken into account in the actions? In your opinion, was this approach appropriate?
8. Which factors have positively or negatively affected performance over this period?
9. What suggestions do you have on how to improve the implementation of this intervention overall?

Questions for NGOs, CSOs and Community Leadership

1. What is your opinion of the school feeding programme? To what extent is this intervention appropriate for the country's priorities and for those of the beneficiaries?
2. How has your institution collaborated with the implementation of the WFP project? Were these decisions in line with the needs and objectives of the collaboration?
3. Are you aware the WFP will be handing over responsibility for the school feeding to the Government of Bhutan? What is your opinion about the transition process? How confident do you feel that the transition will work effectively? If you had to provide recommendations on how to improve this process/ensure that it is a success what would you suggest?
4. Were you involved in the design and implementation of the transition activities? Do NGOs have a particular role in this? What is your opinion about the quality of this process and about its inclusiveness? How confident are you that the transition can succeed, in particular for the perspective of human, financial and organizational/institutional capacity to manage this process?
5. To what extent do you think that the transition process is on track? Are there any opportunities that are not being adequately explored, if so which ones?
6. To what extent do you think WFP appropriately took into account the challenges of human resources at different levels in the design and implementation of the

transition process? Were the resources that WFP made available appropriate to the needs? What more should have been done?

7. From your perspective, and comparing the situation now with how it was before to what extent has the capacity of the government to manage this intervention improved? Which changes have been the most important? And the capacity of other intervening parties?
8. In what way have gender issues been taken into account in the actions? In your opinion, was this approach appropriate?
9. Which factors have positively or negatively affected performance over this period?
10. What suggestions do you have on how to improve the implementation of this intervention overall? What suggestions do you have specifically on how to improve the collaboration with local NGOs and other service providers?

Annex 5: List of KII and FGD respondents

Name and Position	Organization	Sex	School
Thimpu			
Tandin Wangmo, outgoing WFP Focal Person	GNH Commission, RGoB	Female	-
Pema Tenzin, incoming WFP focal person	GNH Commission, RGoB	Male	-
Dungkar Drukpa, National Programme Officer	WFP Bhutan	Male	-
Udaya Sharma, Programme Assistant - Capacity Development and SFP	WFP Bhutan	Male	-
Kencho Wangmo, Programme Assistant, Operations and SFP	WFP Bhutan	Female	-
Thinley, Officiating Chief of Division	Policy and Planning Division, MoE	Male	-
Dochu, Programme Officer, WFP focal person	Policy and Planning Division, MoE	Male	-
Jamyang Choden, Division Chief	School Health and Nutrition Division, Department of School Education, MoE	Female	-
Dezang Dorji, School Agriculture Programme Officer	School, Health and Nutrition Division, Department of School Education	Male	-
Karma Yeshey, Director General	Department of School Education, MoE	Male	-
Liagden Dzed, Nutritionist	Nutrition Division, Department of Public Health, MoH	Male	-
Focal Person	School Health Program, Department of Public Health, MoH	Male	-
Jamyang Phuntsho, Head of Division	Analytical and Certification Division, BAFRA, MoAF	Male	-
Sonam Deki, Programme Officer	Food Safety Section, BAFRA, MoAF	Female	-
Kubir, Programme Assistant	Food Safety Section, BAFRA, MoAF	Male	-
Mr. BB Rai, Programme Officer	Council for Renewable Natural Resources Research of Bhutan, MoAF	Male	-
Mr. Anjal Subba, Assistant Programme Officer	Council for Renewable Natural Resources Research of Bhutan, MoAF	Male	-
Ms. Tshering Choki, Budget Officer	Department of National Budget, MoF	Female	-
Piet Vochten, Head of Office	WFP Bhutan	Male	-

Shaheen Nilofer, Resident Representative	UNICEF Bhutan	Female	-
Meena, Programme Officer, Education	UNICEF Bhutan	Female	-
Bishnu	UNICEF Bhutan	Male	-
Chado Tenzin, Resident Representative	FAO Bhutan	Male	-
Dr. Ornella Lincetto, Resident Representative	WHO Bhutan	Female	-
Dr. Tenzin, National Programme Officer	WHO Bhutan	Male	-
Karma Tshering, National Programme Officer	UNFPA Bhutan	Female	-
Deki Tshering, School feeding/WFP Focal Person	School Health and Nutrition Division, Department of School Education, MoE	Female	-
Dechen Zangmo, School Feeding staff	School Health and Nutrition Division, Department of School Education, MoE	Female	-
Ugyen Kelzang, School Feeding staff	School Health and Nutrition Division, Department of School Education, MoE	Male	-
Bumthang			
Principal	Ura Middle Secondary School (Gov't – Central)	Male	1
WFP focal	Ura Middle Secondary School (Gov't – Central)	Male	
Cook	Ura Middle Secondary School (Gov't – Central)	Male	
Cook	Ura Middle Secondary School (Gov't – Central)	Male	
Focal Agriculture teacher	Ura Middle Secondary School (Gov't – Central)	Male	
Mongar			
Principal	Tsamang PS (WFP and Gov't)	Male	1
WFP focal	Tsamang PS (WFP and Gov't)	Male	
SAP Focal teacher	Tsamang PS (WFP and Gov't)	Male	
Cook	Tsamang PS (WFP and Gov't)	Male	
Cook	Tsamang PS (WFP and Gov't)	Male	
Principal	Gyephoshing MSS (Gov't - Central)	Male	1
School Feeding focal	Gyephoshing MSS (Gov't - Central)	Male	
Store in charge	Gyephoshing MSS (Gov't - Central)	Male	
Cook	Gyephoshing MSS (Gov't - Central)	Male	
Cook	Gyephoshing MSS (Gov't - Central)	Male	
Cook	Gyephoshing MSS (Gov't - Central)	Male	

Cook	Gyephoshing MSS (Gov't - Central)	Male	
Cook	Gyephoshing MSS (Gov't - Central)	Male	
Cook	Gyephoshing MSS (Gov't - Central)	Male	
Cook	Gyephoshing MSS (Gov't - Central)	Male	
Principal	Udaric PS (WFP)	Male	1
WFP focal	Udaric PS (WFP)	Male	
SAP Focal teacher	Udaric PS (WFP)	Male	
Cook	Udaaric PS (WFP)	Male	
Cook	Udaric PS (WFP)	Male	
Tashigang			
Principal	Dungtse MSS (Gov't – Central)	Male	1
School Feeding focal	Dungtse MSS (Gov't – Central)	Male	
Cook	Dungtse MSS (Gov't – Central)	Male	
Cook	Dungtse MSS (Gov't – Central)	Male	
Cook	Dungtse MSS (Gov't – Central)	Male	
Cook	Dungtse MSS (Gov't – Central)	Male	
Teacher	Merak PS (WFP)	Male	1
Cook	Merak PS (WFP)	Male	
Principal	Bikhar PS (WFP/Gov't)	Male	1
WFP Incharge	Bikhar PS (WFP/Gov't)	Male	
Cook	Bikhar PS (WFP/Gov't)	Male	
Cook	Bikhar PS (WFP/Gov't)	Male	
Principal	Chheya PS (WFP)	Male	1
WFP In-charge	Chheya PS (WFP)	Male	
Cook	Chheya PS (WFP)	Male	
Cook	Chheya PS (WFP)	Male	
Principal	Jerilema PS (WFP/Gov't)	Male	1
WFP In-charge	Jerilema PS (WFP/Gov't)	Male	
Cook	Jerilema PS (WFP/Gov't)	Male	
Cook	Jerilema PS (WFP/Gov't)	Male	
Principal	Berdungma PS (WFP)	Male	1
WPF In-charge	Berdungma PS (WFP)	Male	
Cook	Berdungma PS (WFP)	Male	
Cook	Berdungma PS (WFP)	Male	
Senior District Education Officer	District Education, Central District Administration, Local Government, Tashigang	Male	-
District Education Officer	Wamrong sub-district administration, Tashigang	Male	-
Tashiyangtse			
Principal	Jangphutse PS (WFP)	Male	1
WFP Incharge	Jangphutse PS (WFP)	Male	
Cook	Jangphutse PS (WFP)	Male	
Cook	Jangphutse PS (WFP)	Male	
Teacher	Jangphutse PS (WFP)	Male	
Teacher	Jangphutse PS (WFP)	Female	
Samdrup Jongkhar			
Principal	Marsthalla PS (Gov't)	Male	1
WFP Incharge	Marsthalla PS (Gov't)	Male	
Cook	Marsthalla PS (Gov't)	Male	
Cook	Marsthalla PS (Gov't)	Male	
Local Leader (Gup)	Marsthalla Local Government, Chhukha	Male	-
Geog (Block)	Marsthalla Local Government, Chhukha	Male	-

Administrative Officer			
Chhukha			
Karma Nidup, CEO	Food Corporation of Bhutan, Phuntsholing	Male	-
Meghraj Gurun, Programme Officer/WFP In-charge	Food Corporation of Bhutan, Phuntsholing	Male	-
FCB/WFP Store In-charge	Food Corporation of Bhutan, Phuntsholing	Male	-
Dungpa (Governor of Sub-district – Phuntsholing)	Local Government, Phuntsholing, Chhukha	Male	-
District Education Officer	District Education, Local Government, Phuntsholing, Chhukha	Male	-
Principal	Chungkha PS (Gov't)	Male	1
School Feeding Focal	Chungkha PS (Gov't)	Male	
Cook	Chungkha PS (Gov't)	Male	
Cook	Chungkha PS (Gov't)	Male	

List of Focus Group Discussions

School/Locality	F	M	Category
Tsamang PS (Mongar)	6	-	Girl schoolchildren – grades 5 and 6
Gyelposhing MSS (Mongar)	10	10	Attended school lunch with the students in the dining hall
Dungtse MSS (Mongar)	5	-	Girl schoolchildren – grades 9 and 10
Merak PS (Tashigang)	5	4	Parents and community FGD
Jangphutse PS (Tashiyangtse)	8	7	Observed school feeding and discussion with students
Jerilema PS (Tashigang)	4	3	Schoolchildren – grades 5 and 6
Berdungma PS (Tashigang)	3	2	Parents FGD
Marsthalla PS (Samdrup Jongkhar)	4	3	Parents FGD
Total 29 FGDs	45 F	29 M	

Annex 6: Debriefing Participants
Internal Debriefing with WFP Staff, 23 March 2016

Name	Position
WFP Country Office, Bhutan	
Piet Vochten	Head of Office
Dungkhar Drukpa	National Programme Officer
Kencho Wangmo	Programme Assistant
Udaya Sharma	Programme Assistant
WFP Regional Bureau, Bangkok	
Clare Mbizule	Focal Person, Regional M&E Advisor
Sandra Hart	School Feeding and Gender Focal Point
Peter Guest	Regional Programme Officer
Jeffrey Marzilli	Senior Programme Advisor
Silke Buhr	Regional Communication Officer
WFP Office of Evaluation, Rome	
Julie Thoulouzan	Evaluation Officer
Charlotte Cuny	Policy Programme Officer, Social Protection and Safety Nets Units, Policy and Programme Division
TANGO	
Bruce Ravesloot	Evaluation Team Leader
Thinley Choden	Evaluation Team

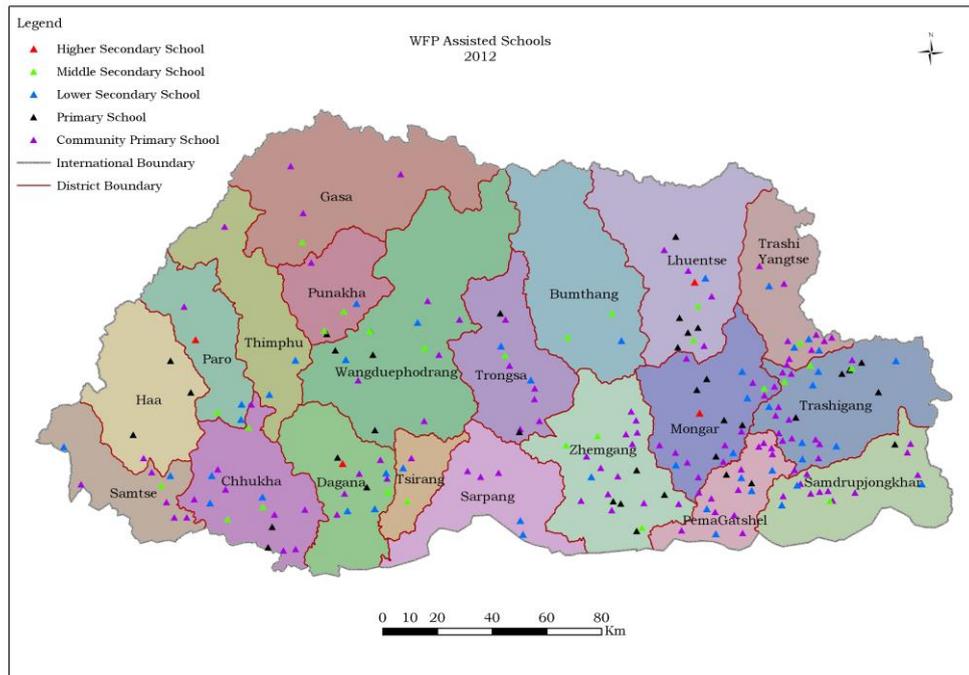
External Debriefing with WFP CO and School Feeding Technical Committee and UN partners, 24 March 2016

Name	Position
WFP Country Office, Bhutan	
Piet Vochten	Head of Office
Dungkhar Drukpa	National Programme Officer
Udaya Sharma	Programme Assistant
Gross National Happiness Commission	
Mr. Pema Tenzin	Programme Officer, WFP Focal Person, GNHC
Ministry of Health	
Leigden Dzed	Nutritionist, Nutrition Program, Department of Public Health
Ministry of Education	
Mr. Karma Yeshey	Director General, Department of School Education
Ms. Jamyang Choden	Head, School Nutrition and Health Division
Ms. Deki Tshering	WFP/school feeding focal person, School Nutrition and Health Division
Ms. Deche Zangmo	WFP/ school feeding support staff, School Nutrition and Health Division
Mr. Ugyen Kelzang	WFP/school feeding focal person, School Nutrition and Health Division
Ministry of Agriculture and Forestry	
Ms. Sonam Deki	Programme Officer, BAFRA
UN Partners	
Ms. Christina Carlson	UNDP Res Rep
Ms. Shaheen Nilofer	UNCEFO Res Rep
Mr. Chado Tenzin	Assistant Representative, FAO

TANGO	
Bruce Ravesloot	Evaluation Team Leader
Thinley Choden	Evaluation Team

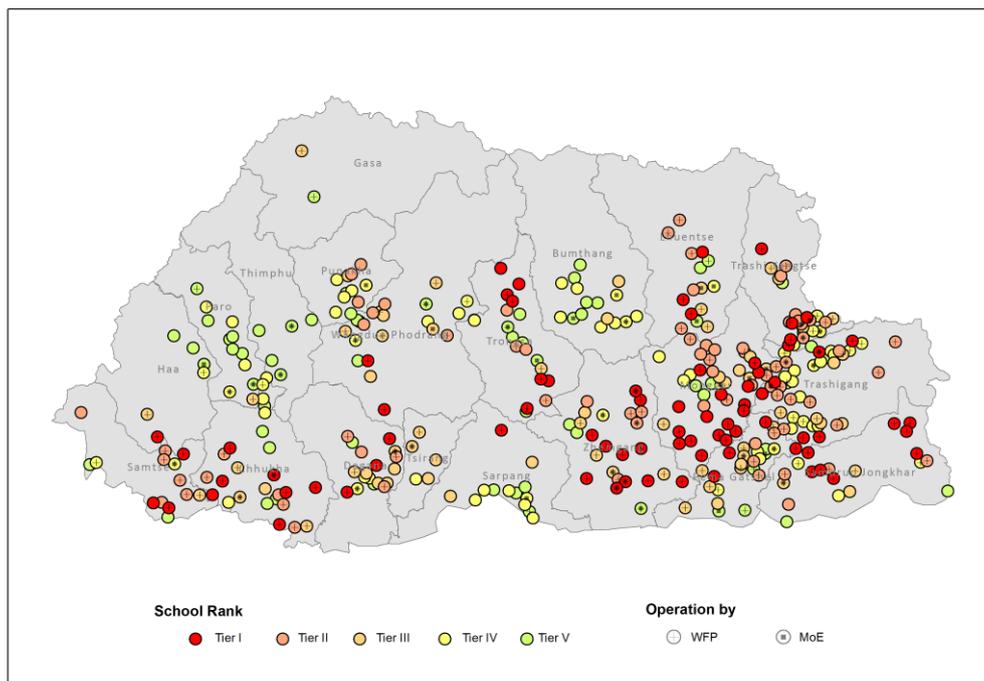
Annex 7: Map of DEV 200300 Schools

Figure 11: Map of schools under WFP Bhutan school feeding programme (from Terms of Reference)



Source: WFP. 2015. Terms of Reference, Mid Term Operation Evaluation, Bhutan Development Project 200300.

Figure 12: Map of schools under WFP Bhutan school feeding programme (from 2015 retargeting exercise)



Source: Figure prepared by WFP RB as part of the retargeting exercise in Bhutan, 2015. This map was generated as part of a retargeting exercise where 431 schools were surveyed. The 431 schools are ranked into five tiers, whereby Tier I schools have the highest proportion of students in need of free meals, and Tier V schools have the smallest proportion of needy students. (WFP. 2015. Bhutan School Feeding Retargeting. Technical Report. June.)

Annex 8: Team Composition

Team Members	Primary Role	Specific tasks within the Evaluation
Bruce Ravesloot (male)	<p>Team leader</p> <p>International evaluator</p> <p>School feeding, capacity development component including handover process, knowledge management</p>	<p>Lead the evaluation mission</p> <p>Overall guidance and coordination of the ET</p> <p>Design evaluation approach methodology</p> <p>Oversee and conduct analysis, drafting, and revision of the inception package, debriefings, and evaluation report</p> <p>Conduct fieldwork and participate in meetings with ET and stakeholders</p>
Thinley Choden (female)	<p>National evaluator</p> <p>School feeding implementation, handover process, gender</p>	<p>Conduct desk review</p> <p>Participate in inception meetings</p> <p>Contribute to methodology design and tool development, focusing on areas of expertise</p> <p>Conduct fieldwork and participate in meetings with ET and stakeholders</p> <p>Contribute to drafting and revision of evaluating products, specific to topical coverage, including: inception report, debriefings, evaluation report</p> <p>Provide feedback to OEV on the evaluation process</p>
Jeremie Kaelin (male)	<p>Research, report coordination and support</p>	<p>Conduct desk review</p> <p>Participate in inception meetings</p> <p>Contribute to methodology design and tool development, focusing on areas of expertise</p> <p>Contribute to drafting and revision of evaluating products, specific to topical coverage, including: inception report, debriefings, evaluation report</p> <p>Provide feedback to OEV on the evaluation process</p>
Muriel Visser (female)	<p>Education and school feeding</p>	<p>Participate in inception</p>

	<p>specialist providing technical support to the ET</p>	<p>meetings</p> <p>Contribute to methodology design and tool development, focusing on areas of expertise</p> <p>Contribute to drafting and revision of evaluating products, specific to topical coverage, including: inception report, debriefings, evaluation report</p> <p>Technical support on school feeding</p>
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Annex 9: Logical Framework for DEV 200300

LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Cross-cutting		
Cross-cutting result GENDER: Gender equality and empowerment improved	<ul style="list-style-type: none"> Proportion of women beneficiaries in leadership positions of project management committees TARGET: 50 (Dec 2018) 	
Cross-cutting result PARTNERSHIP: Food assistance interventions coordinated and partnerships developed and maintained	<ul style="list-style-type: none"> Number of partner organizations that provide complementary inputs and services TARGET: 8 (Dec 2018) 	
SO4: Reduce undernutrition and break the intergenerational cycle of hunger		
Outcome SO4.1 Increased equitable access to and utilization of education	<ul style="list-style-type: none"> Net Enrolment Rate (NER) (boys) in WFP-assisted primary schools TARGET: 97 (Dec 2018) Net Enrolment Rate (NER) (girls) in WFP-assisted primary schools TARGET: 98 (Dec 2018) Retention rate (boys) in WFP-assisted primary schools TARGET: 96 (Dec 2018) Retention rate (girls) in WFP-assisted primary schools TARGET: 96.2 (Dec 2018) 	Risks <ul style="list-style-type: none"> Changes in new Government's priorities affect allocation of resources from Government and Other sources. External factors such as the global recession and fuel and commodity price inflation have direct impacts on resource allocation. Natural disasters hamper service delivery Quality data for monitoring indicators are lacking Data and information consolidation is not coordinated among government agencies. Assumptions <ul style="list-style-type: none"> National economic growth continues at present rates. Government continues to give the social sector high priority in its budget.
Outcome SO4.2 Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels	<ul style="list-style-type: none"> NCI: School Feeding National Capacity Index Hand-over strategy developed and implemented [1=not achieved; 2=partially achieved; 3=achieved] TARGET: 3 (Dec 2018) 	Risks <ul style="list-style-type: none"> Changes in new Government's priorities affect allocation of resources from Government and Other sources. External factors such as the global recession

		<p>and fuel and commodity price inflation have direct impacts on resource allocation.</p> <ul style="list-style-type: none"> ➤ Natural disasters hamper service delivery ➤ Quality data for monitoring indicators are lacking ➤ Data and information consolidation is not coordinated among government agencies. <p>Assumptions</p> <ul style="list-style-type: none"> ➤ National economic growth continues at present rates. ➤ Government continues to give the social sector high priority in its budget.
<p>Output SO4.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<ul style="list-style-type: none"> ➤ Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned ➤ Quantity of food assistance distributed, disaggregated by type, as % of planned ➤ Quantity of non-food items distributed, disaggregated by type, as % of planned ➤ Number of institutional sites assisted (e.g. schools, health centres), as % of planned 	
<p>Output SO4.2 Policy advice and technical support provided to enhance management of food security, nutrition and school feeding</p>	<ul style="list-style-type: none"> ➤ Number of technical assistance activities provided, by type 	
<p>Output SO4.3 National nutrition, school feeding, safety net policies and/or regulatory frameworks in place</p>	<ul style="list-style-type: none"> ➤ Number of national programmes developed with WFP support – nutrition, school feeding, safety net ➤ Number of national safety net policies that are nutrition-sensitive 	

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