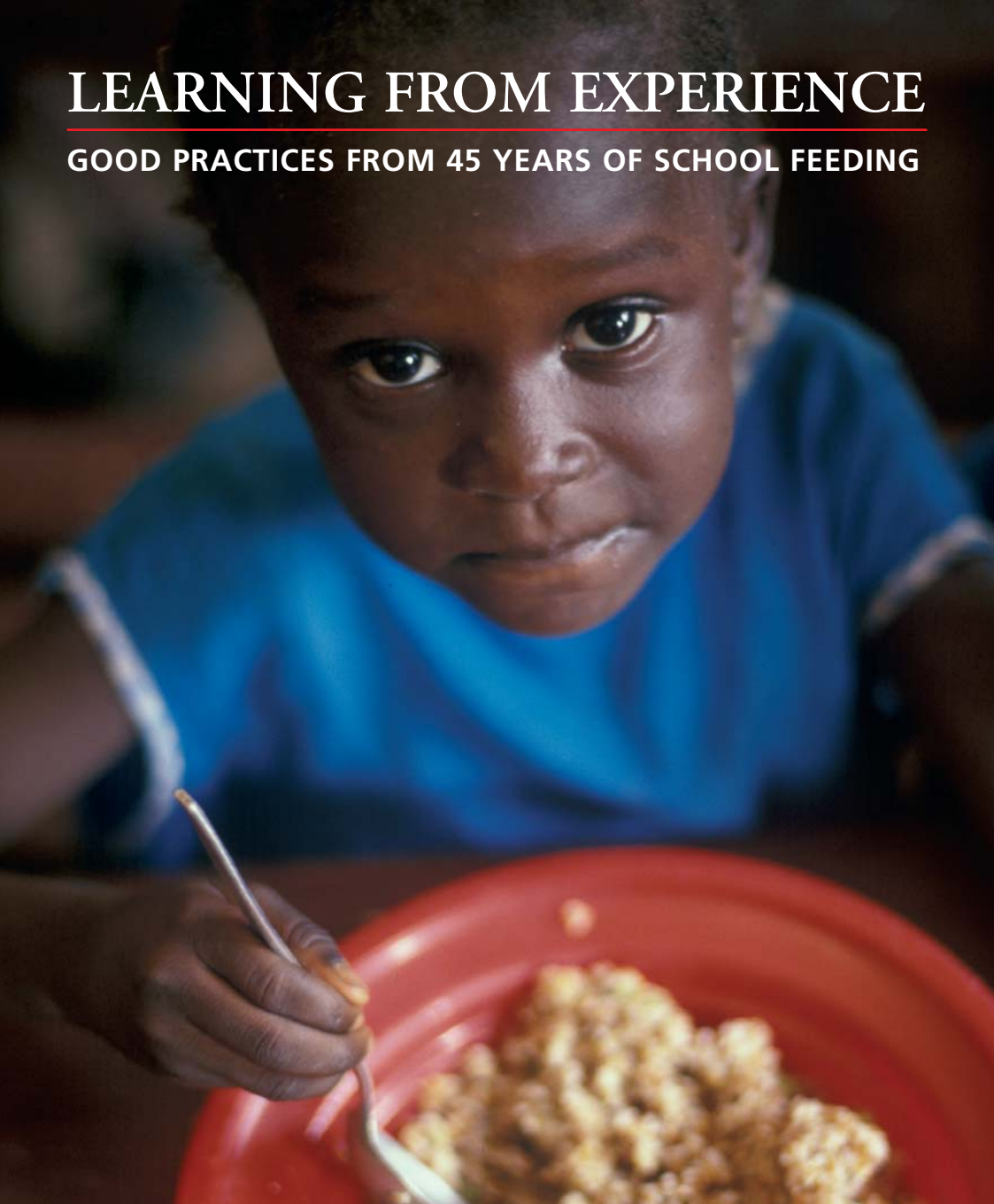


# LEARNING FROM EXPERIENCE

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GOOD PRACTICES FROM 45 YEARS OF SCHOOL FEEDING



World Food  
Programme



# LEARNING FROM EXPERIENCE

GOOD PRACTICES FROM 45 YEARS OF SCHOOL FEEDING



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# FOREWORD

The World Food Programme has worked with governments and NGOs on school feeding programmes for 45 years. As the lead organization in this field, WFP is committed to learn from and share its experiences about what works and what does not work in school feeding.

There are 66 million school children who go to school hungry. School feeding is a powerful hunger response for children and their families. Today, perhaps for the first time in history, every country in the world is seeking to provide food, in some way and at some scale, to its school children. Few safety net programmes provide so many multi-sector benefits – education, gender equality, food security, poverty alleviation, nutrition and health – in one single intervention. Yet coverage is least where school feeding is needed the most.

This study has been undertaken to plough through a wealth of information, accumulated over decades in the field of school feeding – information ranging from formal evaluations to field experiences of individual staff, as well as lessons learned from government and NGO school feeding programmes. The study aims at something simple and effective – *learning from experience*. It makes available institutional memory: not for the bookshelf, but as a tool for practical use in the field. This work will serve as a guide and a building block for governments, WFP and NGO partners to design and implement high-quality, feasible, sustainable and cost-effective school feeding programmes.

What we have learned is that intermittent funding and food pipeline breaks lead to inconsistent outcomes; inadequately designed rations result in costly operations and unsatisfied pupils; and inappropriate geographic targeting results in children shifting between schools in the same district.

Good practices require: (i) nationally led school feeding programmes, backed by political will with strong policy statements, such as in Brazil, Honduras and India; (ii) a sound analysis of country context, which leads to well targeted and well designed programmes, such as in Kenya and Pakistan; (iii) a planned transition to government ownership, such as in Malawi, El Salvador and Ghana; and (iv) local food procurement, food processing and fortification which stimulates local food economies and can empower smallholder farmers and women's groups, such as in Côte d'Ivoire, Ghana, Indonesia and Tanzania.

The World Food Programme is committed to working with partners in these ways, helping to ensure that no child goes to school hungry.

**David Stevenson**

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# GLOSSARY OF ACRONYMS

<b>ABEL</b>	Access to Basic Education in Laos
<b>AusAID</b>	Australian Government Overseas Aid Program
<b>BRL</b>	Brazilian Real
<b>CHILD</b>	Children in Local Development
<b>DEV</b>	development project
<b>GTZ</b>	Gesellschaft für Technische Zusammenarbeit
<b>KAO</b>	Kabul Area Office
<b>Lao PDR</b>	Lao People's Democratic Republic
<b>MoE</b>	Ministry of Education
<b>MNP</b>	micronutrient powder
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MT</b>	metric tons
<b>NGO</b>	non-governmental organization
<b>OEDP</b>	Policy, Planning and Strategy Division
<b>PAE</b>	Programa de Alimentación Escolar
<b>PNAE</b>	Programa Nacional de Alimentação Escolar
<b>PRRO</b>	protracted relief and recovery operation
<b>UN</b>	United Nations
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>USDA</b>	United States Department of Agriculture
<b>VAM</b>	vulnerability analysis and mapping
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organization

# EXECUTIVE SUMMARY

The UN World Food Programme has 45 years of experience in school feeding. This analysis, *Learning from Experience*, has harvested existing knowledge on the topic, drawing from 134 evaluations, case studies, an ongoing consultation process and operational experience.

The main conclusion is that high quality, sustainable school feeding programmes have certain common characteristics:

- **Inclusion in national policy frameworks and processes.** Advocacy, sound policy advice to governments, leading and facilitating evidence-based discussions with national and international stakeholders all play a critical role in the quality and sustainability of school feeding programmes. For instance, in India the programme is mandated by a Supreme Court Ruling. In Brazil it is mentioned in the National Constitution. Honduras recently passed a national congressional bill on school feeding. In Kenya, the 2008 National Nutrition and Food Security Policy calls for enhancing and expanding school feeding.
- **Multi-year, predictable funding flows enable proper planning of structured, sustainable programmes.** Many donors including Brazil, Canada, Italy and the US provide multi-year funding which allows for longer-term planning. Such funding can be complemented with explicit handover strategies early on, to ensure gradual national ownership of the programme. When handover to the government is built in well in advance, local funding solutions can be encountered. In El Salvador, the government and WFP planned the transition process over a period of ten years, during which the government financed school feeding on an incremental basis. Proceeds from the privatization of the national telecommunication company are allocated to social programmes, such as school feeding. Ghana recently negotiated an agreement with a mobile phone company which charges a certain amount for every SMS or call made in the country for use in school feeding.
- **Robust analysis and informed advice on targeting, costing, implementation modalities, choice of rations and local procurement solutions enable governments to choose the most adequate options for preparing, budgeting and implementing national school feeding programmes.** Sound advice and support to decision makers in-country help them to have clear ideas about needs and financial implications of the programme. For example, WFP Malawi and the World Bank recently undertook a cost estimation exercise with five food basket options to help guide the government in its budgeting process. Distribution modalities and food baskets should be tailored according to nutritional objectives, fortification requirements and to whether the food can be locally produced. Local procurement

and local food processing are key to sustainability while benefiting in-country businesses, processing, small farmer cooperatives and women's groups.

- **Adequate and relevant national institutional structures with a clear mandate are a driver for proper institutional coordination and effective implementation.** For example in Côte d'Ivoire, the *Direction Nationale des Cantines Scolaires* implements a large national school feeding programme for 700,000 children. In Brazil, the National Agency for Education Development transfers federal school feeding-related funds directly to states, federal districts and municipalities. Synergies between the many sectors and actors that have a stake in school feeding should be strengthened with stakeholder workshops, systematic consultations and an effective coordination mechanism. School feeding efforts should be harmonized under a common framework of government ownership and commitment.
- **Delivering a comprehensive, integrated package under the leadership of the government in partnership with UN agencies and NGOs, ensures that the multiple benefits of school feeding are maximized and can lead to wider socio-economic impacts.** In Afghanistan, Ethiopia, Lao PDR and Malawi, for example, school feeding is one of many interventions around the school, ranging from deworming, water and sanitation, local production, and infrastructure, to health, nutrition, hygiene and HIV awareness.
- **Finally, at the community level, participation and ownership by parents, teachers and the local community increase the potential sustainability of school feeding programmes.** In Ethiopia, Ministry of Education and WFP initiated Children in Local Development (CHILD) in 2003, a community-led planning tool, currently operational in 184 schools, that involves the whole community in the programme.

This comprehensive analysis leads to the new "gold standards", six quality benchmarks for school feeding:

- a) sound alignment with national policy frameworks;
- b) stable funding and budgeting;
- c) evidence-based programme design;
- d) strong institutional and implementation arrangements;
- e) strong partnerships and inter-sector coordination;
- f) strong community participation and ownership.

These findings are relevant for government and NGO partners, as well as WFP in designing and implementing high-quality, sustainable, relevant and effective school feeding programmes. WFP country offices should elaborate strategies to meet the standards and provide regular progress reports during the life of the project. Good practices should be incorporated in all stages of project appraisal, design and implementation.



# APPROACH AND METHODOLOGY

# APPROACH AND METHODOLOGY

**L**earning From Experience is an effort to garner and organize existing practices related to school feeding programmes. The overall objective is to inform the design and implementation of cost-effective, affordable, sustainable and scalable school feeding programmes. While the study draws mostly on WFP experience, the lessons are relevant to school feeding practitioners from governments, non-governmental organizations (NGOs), WFP and other international organizations as well as the global school feeding partners, stakeholders and donors.

## DEFINITIONS

**Good practice:** a technique or methodology that, through experience and research, has proved to reliably lead to desired results and for this reason should be considered for replication and adaptation.

**Lessons learned:** knowledge derived from predominantly unsatisfactory or negative experiences in implementing and evaluating a programme, likely to be helpful in modifying and improving programme functions in the future.

## METHODOLOGY

The dataset on which this analysis is based is the result of a filtering process which started with the collection of all school feeding evaluations and case studies (134) from WFP's archives. These evaluations, while presenting varying degrees of quality, depth and scope, were comparable and a sound starting point for the analysis.

A first selection of studies was made from this data pool, removing older evaluations (1963-1990), particularly those undertaken in countries where other evaluations had been carried out on later dates. The rationale was twofold: firstly, old evaluations (until the end of the 1970s) had less depth of analysis; secondly, most of the recommendations and innovations included in those earlier evaluations were later mainstreamed, or discarded.

Evaluations of poorer quality were set aside, so that a comparison could be made between those of similar level. Redundancies were then removed: evaluations outlining similar good practices but with a weaker evidence base were removed from the pool.

This led to a final selection of 33 countries (see annex, page 61) which allowed for:

- The analysis of the **main findings** of the study, which highlight trends, successes and constraints;
- The selection of nine **illustrative case studies** that represent the various contexts where WFP is working, covering main innovations and constraints arising from the analysis. In each case study, the **quality standards checkbox** (table 1) contains the six quality standards, or benchmarks of school feeding. The zero to three checks on each standard in the box guide the reader on how closely the specific good practices in the case study match against the ideal. In other words, how practices in real situations have led to desired results.

TABLE 1 - SCHOOL FEEDING QUALITY STANDARDS CHECKBOX	
Strong partnership and inter-sector coordination	√√
Strong community participation and ownership	√√√
Sound alignment with national policy frameworks	√√√
Stable funding and budgeting	
Evidence-based programme design	√
Strong institutional and implementation arrangements	√√



## MAIN FINDINGS

## MAIN FINDINGS

The following section presents the main findings and conclusions stemming from this analysis, explained and complemented with best practices and country examples, whenever possible. This comprehensive analysis leads to the new “gold standards”, six corporate benchmarks of good practice, or school feeding quality standards, and their corresponding targets.

### FINDING 1

The quality and sustainability of school feeding is dependent on understanding and commitment to the programme at the decision-making levels of the government, as well as its embedment in national policy frameworks.

A policy basis for the school feeding programme helps strengthen its potential for sustainability and quality of implementation. In all cases where governments are implementing their own national programmes, school feeding is framed within national policies. The largest programmes emanate from very strong policy statements: in India the programme is supported by a Supreme Court Ruling, in Brazil it is included in the National Constitution (see Brazil case study, page 35); Honduras recently passed a national congressional bill on school feeding.

## KENYA

### ENSURING ALIGNMENT WITH NATIONAL POLICIES

In Kenya, school feeding is included in the 2005 Sessional Paper on Education, approved by the Parliament. School feeding is one of the four components of the School Health and Nutrition Programme. Finally, the 2008 National Nutrition and Food Security Policy contains a section on school meals and calls for expansion of the programme (see Kenya case study, page 45).

Including school feeding in national policy frameworks is not always straightforward. Participatory processes and elaboration of policies take months and years. In many cases, political commitment is strong and individual interest of relevant political figures and policymakers in the programme is quite high; still the programme is considered as a stand alone operation, separate from mainstream social programmes, particularly in the education sector. This may be due to the large predominance of externally funded food



aid for school feeding and the fact that programmes are often run through different funding streams (i.e. WFP contributions), which makes the inclusion of the programme in national policy frameworks less of an obvious priority. In other cases the policy framework mentions and includes school feeding but government involvement and political will are not there. All of the nine case studies presented in this analysis document the inclusion and embedment of school feeding in national policy frameworks.

## GOOD PRACTICES

- **Clearly documenting and articulating the case for school feeding in a country:** the evidence base is important for policy making. Why school feeding is important, what its benefits are, how much it costs and how it is working in the country are key questions that need to be analyzed and conveyed to decision makers.
- **“Being in the room” when policy decisions are made:** school feeding advocates need to provide adequate and timely policy advice to decision makers during key meetings and processes. There is often not enough capacity at the country level in the face of competing operational demands to give priority to high-level policy meetings. Following-up on lengthy, cumbersome and sometimes poorly coordinated participatory processes demands a long-term, in-depth commitment of human resources and time. These are taken away from implementation and fieldwork: however results over the long term make this effort worthwhile.
- **Facilitating discussions on school feeding with stakeholders:** national school feeding workshops held in 2008 and 2009 in Afghanistan, Benin, Haiti, Malawi and Pakistan helped stakeholders arrive at a consensus on school feeding. In Pakistan, following the stakeholder workshop and high-level consultations, a review process of the National Education Policy specifically included school feeding. The Pakistani government revised upwards planning and the caseload for its five-year School Nutrition Programme for Girls in Primary Schools, now budgeted at US\$225 million and set to benefit a total 10 million school children countrywide (see Pakistan case study, page 53).
- **Learning from what other countries are doing:** study visits, case studies and general information sharing helps to galvanize support and commitment for school feeding. Such is the case of Brazil, Chile and Côte d’Ivoire, where the school feeding programme has been visited by a number of governments in the region, interested in learning and replicating the school feeding experience.

## LESSONS LEARNED

- **Discussions with decision makers** are needed to determine if the government should prioritize school feeding. In many cases, international organizations and NGOs rely on the sole fact that there is a Memorandum of Understanding or implementation agreement with the government as a sign that a real decision has been made to prioritize school feeding. This is not enough to signal real political will.
- A range of government and non-government actors play a role in and around the school. Agriculture and health ministries, local government, NGOs, grassroots organizations, just to name a few, may have strong views of school feeding – positive or negative. **Involving all stakeholders in the policy process** is crucial. In Malawi, a recent school feeding stakeholder workshop resulted in: i) the creation of a school feeding task force to move forward with the design of the national school feeding programme; ii) agreement on a draft action plan comprising concrete milestones; iii) identification of the need to improve the knowledge base on school feeding (see Malawi case study, page 50).

## FINDING 2

The costs of school feeding are high for most low-income countries. Interim funding solutions (including multilateral, bilateral and food aid contributions) are needed to support governments with school feeding, but countries need to include school feeding in the national budget as early on as possible.

Several low-income countries may find school feeding programmes difficult to afford. School feeding programmes in the poorest countries can cost up to half of the whole education budget. Resources and implementation support from WFP, donors and other implementing partners are needed in the poorest countries to ensure that school feeding activities can be implemented to complement investments in education. School feeding and investments in other educational activities should go hand in hand and mutually reinforce each other, particularly in the countries where the need is greatest. In the long run, a plan to ensure the financial sustainability of the programme is fundamental (see box below and El Salvador case study, page 38).

Sometimes interim funding sources are arranged until the government can cover the costs from its own national budget. Innovative solutions are found in some countries where partnering with the private sector or including special taxes have yielded positive results: for example Ghana has recently included an agreement with a mobile phone company which charges a set amount for every SMS or call made in the country. Proceeds go to an account for school feeding.

## EL SALVADOR

### FINDING INTERIM FUNDING SOLUTIONS

A national law passed in 2000 determined that the proceeds of the privatization of the national telecommunication company be allocated to a trust fund. The interests gained would benefit social programmes such as school feeding. To date, the trust fund has generated about US\$32 million. In 2008, earnings from the trust fund represented 30 percent of the government expenditures for the programme.

During a May 2009 School Feeding Forum held in Cape Town, South Africa organized by the Global Child Nutrition Foundation, WFP discussed the issue of financing school feeding with 15 country offices, governments and NGOs. Among the challenges encountered by practitioners is the creation of a budget line for school feeding in the national budget. If a budget line – however small – is created, financial resources can progressively be allocated to the programme. Specifically, challenges include obtaining a clear picture about present and future school feeding programme costs, fostering political support for a school feeding budget line and having it approved by the relevant ministries (Education, Planning and Finance). In Côte d'Ivoire, the process started with the elaboration of the Poverty Reduction Strategy Plan to include school feeding as one of the strategies to provide access to basic social services. WFP participated and lobbied actively for it. The following year, the Ministries of Education, Finance and Planning agreed upon the creation of a specific budget line allocated to school feeding, which was recently created and is already channelling planned resources to school feeding from the State budget.

## GOOD PRACTICES

- **Ensuring a clear agreement between government and partners on milestones and timeframe for transition to national ownership:** this is important since governments, especially in the education sector, need to plan well ahead of time and assess financial alternatives. In El Salvador, the government and WFP agreed clearly and upfront on the duration of the programme and designed a concrete handover strategy to transfer the responsibility to the government. This process has allowed for systematic planning (see El Salvador case study, page 38).
- **Assessing the cost of school feeding in the country over the long term to allow for government planning:** WFP country offices are familiar with their costs; nevertheless costing the same programme in the case of handover to the government is a different, more complicated issue. Decision makers need to have a clear idea of the needs and the financial implications (see box below and Malawi case study, page 50).

## MALAWI

### DETERMINING THE COSTS

In 2009 WFP Malawi supported the government with a costing exercise in the event that the government were to implement a school feeding programme. The analysis provided the yearly cost per child of five food basket options and included start-up costs and capital costs over a period of five years. The analysis also included a targeting exercise to determine the number of children in need and an analysis of the benefits and trade-offs of the different food baskets. With this information, the Ministry of Education was able to submit its budget for school feeding to Parliament, which will discuss it in late 2009.

### LESSONS LEARNED

- It is important to **find the right balance** between programmes that count on community participation and ownership (a vital factor for sustainability) and programmes that seek to be mainly funded by communities. The latter places significant expectations on communities and is often not a realistic option to reduce dependence on external assistance. Without government involvement, community-supported school feeding hardly stands on its own feet. In many countries, communities introduce small fees or in-kind contributions to support school feeding (see Ethiopia case study, page 42). This is a positive fact; however, it may have consequences on the poorest who cannot afford the fee or the contribution and find themselves excluded from accessing the school canteen. These consequences need to be mitigated, for example by establishing at the level of each community a quota of “poorest pupils” exempted from contributing; or externally funded “scholarships” to pay for the school feeding fees of those who cannot afford them.
- **Stable and predictable funding for school feeding is needed to ensure that the benefits of the programme are sustained over time.** Numerous WFP evaluations and a school feeding assessment conducted by World Vision International<sup>1</sup> found that the sustainability of programmes is compromised where there is an erratic flow of resources and when programmes are of a short-term nature. Long-term predictable and multi-year funding (such as those granted to WFP from donors like United States Department of Agriculture - USDA, Canada, Italy and Brazil) allows for proper planning for sustainability, investing in capacity development and designing transition strategies. It also helps minimize breaks in the food supply to schools, buys enough time for readjustments to the programme and increases its effectiveness.

1. Tim Finan, *An assessment of school feeding programs: programming food for development*, World Vision, 2009.

### FINDING 3

Handover arrangements need to be planned well in advance with governments and WFP programmes may need to be periodically re-designed to allow for a smooth transition.

The transition to government ownership is a process that can take many years to complete. A hasty exit from external assistance without the proper mechanism in place in realities where the government has financial capacity has sometimes led to the collapse of school feeding programmes. A long-term strategy is needed to increase government capacity to finance and manage these programmes. WFP reviewed its experience in handing over school feeding in eight countries in 2003. The study concludes that a successful handover strategy is developed in coordination with partners, beneficiaries and government authorities and is based on six key components: (i) setting milestones for achievement; (ii) government commitment; (iii) community contributions; (iv) technical support; (v) management and communication; and (vi) involvement of the private sector. As the transition to government ownership unfolds, the role of WFP changes from one of implementation to providing advice, technical support and capacity development.

Well designed school feeding programmes are sustainable. WFP's objective is to support countries until they are able to finance and implement programmes on their own. To date, WFP has handed over school feeding programmes to 42 national governments. Of these, almost 72 percent continue to provide school feeding today at some level. School feeding has been especially successful in Latin America and the Caribbean, where a combination of strong political will and increasing financial resources have been the decisive factors for sustainability. In Latin America alone, 16 countries have taken over WFP support.

### GOOD PRACTICES

- **Involving high-level political figures in the decision-making structures of the programme increases ownership of the programme:** in order to facilitate the transition process, school feeding needs visibility in the government. This can be reached through the involvement of high-level political figures, which enhances commitment to the programme and improves the quality of service delivery. In El Salvador, the programme's technical and steering committees are chaired by the First Lady and the Minister of Education (see El Salvador case study, page 38).
- **Enhancing local procurement to facilitate a gradual handover:** governments may find it difficult to afford school feeding programmes. To this extent, improving

local procurement can be an effective strategy to reduce the costs and facilitate the handover process. In Kenya, schools receive cash transfers to directly purchase food on the local market (see Kenya case study, page 45).

## LESSONS LEARNED

- The transition from the role of direct implementer to the provider of capacity development and technical assistance is a complex and multi-layered endeavour. **WFP country offices need to be adequately equipped to effectively support transition.** Dialogue with country offices that are moving to a technical assistance role ought to take place, together with exchange of experiences among practitioners in the field, to ignite cross-fertilization and inter-country learning.
- In many countries several school feeding models are being implemented by different actors and by the government in parallel, such as in Benin, Ghana and Zambia. This is normal during a transition period where governments are hoping to begin national programmes while also scaling up to reach all hungry school children. There is a **need to support governments to coordinate** school feeding programmes around a nationally owned school feeding strategy to facilitate a transition to full government ownership.
- Capacity development and technical assistance are expensive. Several country offices have invested a significant amount of resources on training, studies, and policy support over the years. Thematic funding and **cash resources untied to tonnages delivered** are necessary to finance these activities.
- WFP and partners can play a very important role in **designing and testing new models of implementation** for school feeding that can be replicated and scaled up by governments. WFP should ensure that lessons from past pilots are learned and that an **institutional memory of what works and what does not is maintained and used.**

## FINDING 4

Effectiveness of school feeding programmes depends on four main design factors: a sound, in-depth assessment; defining project objectives; targeting; and selection of modalities and food basket.

Programmes should be tailored to the context, responding to in-depth, comprehensive assessments of the socio-economic, food security, education and health situations of each country. There is no “one size fits all” programme, no silver bullet in terms of

implementation modality or food rations: the objectives of the programme, responding to the specific problem and the specific context, must drive the programme design. Many evaluations indicated that the objectives of school feeding programmes are often not clearly defined and rationally linked with programme design. Many projects lack a clear description of expected outputs and outcomes.

## GOOD PRACTICES

- **Having a clear logical model for school feeding and ensuring that objectives and outcomes are clearly defined during project development:** clear logical frameworks linked to problem analysis and context allow for correct programme design, proper implementation, monitoring and evaluation, and reporting on results and impact.
- **Ensuring effective geographical targeting to reach schools in the most vulnerable areas:** effective targeting is key to allocating resources to the neediest. In Kenya, WFP and the government have recently developed a new targeting mechanism based on a weighted indicator comprising education, poverty and food insecurity indicators. This mechanism led to the identification of the most vulnerable districts and led to the handing over of more food-secure districts to the government's Home-Grown School Feeding programme (see Kenya case study, page 45).
- **Tackling gender inequalities:** in many (though not all) settings, girls are less likely to be enrolled than boys. Appropriately designed programmes can make a significant contribution to gender equity in education at the same time as they target the social vulnerability of girls. In cases where there are significant gender gaps in access to and completion of basic education, programmes should include specific activities to address these imbalances: in Pakistan, for example, the provision of take-home rations to girls attending school for at least 20 days a month made overall enrolment grow by 135 percent from 1998-99 to 2003-04 (see Pakistan case study, page 53).
- **Incorporating seasonality in the design of the programme:** school feeding can transfer needed food resources to vulnerable populations during the lean season or during periods of drought. In many countries, children are pulled out of school during the lean season to work, look for food or take care of younger siblings while parents look for food. In these cases, providing incentives such as take-home rations to cover short-term food needs can be an effective response. In Afghanistan, the *winterization* programme provides a seasonal wheat take-home ration to school children and their families in remote areas that become inaccessible during the harsh winter months. See box below, Afghanistan case study (page 32) and Malawi case study (page 50).

## MALAWI

### SCHOOL FEEDING AND SEASONALITY ISSUES

One of the objectives of the Malawi school feeding programme is to promote regular attendance among girls and orphans by providing take-home rations during the lean season, in order to mitigate the increase in absenteeism during that period. An analysis of WFP monitoring data shows that attendance rates, which usually are lower during the lean season, are higher in schools supported by school feeding as compared to those that are not.

- **Assessing the needs of early childhood development centres or kindergartens:** in many cases, children in early childhood development centres are more vulnerable than those in primary schools. Their infrastructure and curricula are less structured. Food assistance is more effective there in the presence of a formal pre-school system with trained teachers, materials and infrastructure. In Malawi, during the lean season, young children of pre-primary age in proximity to primary schools assisted by WFP are enrolled prematurely in primary school in order to receive food, hindering the normal learning process. In most cases, it is good practice to provide food to pre-primary schools when the school forms part of the national basic education system and is adjacent to one supported by school feeding (see Malawi case study, page 50).
- **Selecting the most appropriate modality (on-site meals, snacks or take-home rations) through a careful analysis of advantages and trade-offs, according to the context:** there is no preferred modality for school feeding. The main criteria for selection of modality include: cost considerations, nutritional needs, infrastructure requirements and ease of preparation, cultural habits and preferences, as well as local agricultural production. A thorough school feeding needs assessment substantiated by a comprehensive food security and vulnerability analysis should always inform programme options. Also, rural and peri-urban settings may require different assistance options even when comprised within the same livelihood zone (see box below and Afghanistan case study, page 32).

## AFGHANISTAN

### CHOOSING THE RIGHT MODALITY

In 2001, WFP piloted two different approaches in Afghanistan: a take-home ration in 50 schools in Badakhshan and on-site feeding, with freshly-baked bread, in the rest of the country. Take-home rations proved to be more effective because of the wheat deficit and poor household access to markets. These were extended to all remote and insecure areas. The bakery-based school feeding pilot failed due to the lack of physical infrastructure, community participation and management capacity. It was finally decided to provide a dry ration of fortified biscuits in schools as well as the take-home rations.



- **Delivering a comprehensive, integrated package:** partnering with UN agencies and NGOs ensures that the multiple benefits of school feeding are maximized. School feeding reaches its potential when delivered as part of a comprehensive package of interventions. Deworming, provision of clean water, water and sanitation facilities, fuel-efficient stoves and environmental practices, school infrastructure, health, nutrition, hygiene and HIV awareness, malaria prevention and vitamin-A supplementation ensure that an integrated, wide-ranging intervention reaches, protects and empowers children and communities. In Ethiopia, the Children in Local Development (CHILD) initiative endows children and schools with basic planning skills, income generation activities, school gardens. In the Lao People's Democratic Republic (PDR), the Access to Basic Education in Laos (ABEL) initiative in partnership with United Nations Children's Fund (UNICEF) ensures proper learning, a healthy and safe school setting, water and sanitation facilities with quality teaching and nutritious food (see Ethiopia case study, page 42 and Lao PDR case study, page 48).

## LESSONS LEARNED

- **The most adequate targeting approach is geographical as opposed to individual or school-based:** often resources are scarce and spotty coverage of schools is scattered across a wide area, causing the so-called "pull factor" – children moving from non-programme to programme schools, even moving across districts. All schools in a catchment area should be targeted to prevent this problem. The neediest areas should be prioritized and all schools in those areas should be then included to prevent the "pull factor" (see Kenya case study, page 45 and Pakistan case study, page 53).

### FINDING 5

Institutional set-up and implementation arrangements are directly linked and need to be adapted to the context.

The institutional framework is closely linked to the implementation modality. There are several models of implementation: the most appropriate is based on the context and on local capacity. A centralized school feeding programme, with food commodities procured in the capital, will need a larger, more capable unit at the central level dealing with procurement, quality control and logistics issues. By contrast, a more decentralized school feeding programme such as the Brazilian model, where resources are channelled to the regions or districts for the purchase of food locally, will need a lighter structure at the top with more capacity at the local level for managing procurement and delivery processes.

## GOOD PRACTICES

- **Having in place an institution that is in charge of managing and implementing school feeding and ensuring that a strong inter-sector coordination mechanism is in place:** school feeding programmes are adequately implemented when there is an empowered, accountable institution mandated with programme implementation. The institution or the unit requires sufficient resources, managerial skills, staff, knowledge, communications, information management and transportation means at the central and sub-national levels in order to correctly implement the programme. In many cases this is a unit within the Ministry of Education. Some countries have created a specific institution for this task. While education is usually the line ministry in charge of school feeding, other sectors have a stake in the programme. At a minimum, health and agriculture ministries should also be involved. Inter-sector coordination mechanisms (such as working groups, task forces, sector groups) are needed to implement the multiple interventions around the school (see Lao PDR case study, page 48). A number of evaluations mention the need for a coordination mechanism, signalling the potential for improvement in many countries.
- **Designing procurement and logistics arrangements based on what can be procured locally, taking into account costs, in-country production capacity and food quality/safety:** several evaluations note that ration design does not always take into account sustainability issues. Governments are less willing to take over programmes which provide food types produced outside the country. Food baskets should include locally produced food commodities to the largest extent possible: these are often less expensive and more culturally appropriate. Food baskets must be designed with local tastes and habits in mind, comprising foods that are locally and regionally procured, to avoid rations that are too costly (such as the current efforts to replace the canned fish in Lao PDR), inadequate for local taste (such as in Bhutan) and for local habits (such as low-quality whole grain yellow maize in communities where it is generally not used for human consumption). See Brazil case study (page 35).
- **Procuring locally to sustain developing economies:** local procurement provides several benefits to the local economy. Transportation costs are lower and funds are injected in the local economy. There are several experiences of linking school feeding with local businesses such as bakeries or local food processing companies (India, Lao PDR, Malawi and Mali, among others). However, there are challenges – especially in fragile contexts – due to the lack of infrastructure and appropriate safety and quality control mechanisms. These risks can be mitigated by piloting or testing several approaches to see which one works best in that particular context, while continuing to distribute food to schools under the “normal” pattern to avoid breaks in the food pipeline. When the most appropriate solution for local procurement and local food processing solution is found, a gradual phase-in of the new set-up is recommended and should be based on availability of resources, ensuring that regular food supply is not at risk.

## INDONESIA

### PROVIDING LOCALLY PRODUCED AND FORTIFIED BISCUITS

Between 2006 and 2008, WFP assisted over 530,000 children in 3,000 primary schools in Indonesia. The school feeding programme combines the distribution of fortified biscuits with health, hygiene and nutrition education through improved teaching materials and participatory and fun-learning techniques. The programme is implemented in coordination with the School Health Coordination Board of the Ministry of Education. The biscuits are locally produced and fortified according to WFP specifications, approved by the Indonesian Ministry of Health, and distributed by WFP and Cooperating Partners. Teachers are responsible both for daily distribution of biscuits and for imparting nutrition education.

## CAMBODIA/TANZANIA

### ADDING MICRONUTRIENT POWDER TO ENRICH AND INTEGRATE LOCALLY AVAILABLE FOODS

The addition of micronutrient powder (MNP) to a meal is an effective way to improve the vitamin and mineral content of school meals. In 2007, a Dutch company, DSM, under its non-profit humanitarian initiative Sight and life, proposed to support piloting the use of MNP, Sprinkles™, in the Cambodia and Tanzania school feeding programmes. The pilots were implemented in ten schools in each country, reaching an estimated 5,000 pupils from February to June 2007. School staff distributed the MNP as individual sachets to children during breakfast time. Interviews with the teachers generally indicated very positive responses in terms of changes in student behaviour, including a lower incidence of disease, improved learning capacity, better attendance and less inattentiveness. However losses also incurred because children broke the sachets and the powder was not fully absorbed. A second pilot is currently underway in Afghanistan, with larger sachets of 20 doses each, to be added by the cooks directly during the preparation of school meals for 100,000 children.

- **Minimizing negative impact on the environment:** school feeding entails large-scale cooking, packaging and waste. Specific strategies, such as fuel-efficient stoves, dedicated woodlots, recycled and biodegradable packaging can help minimize any negative impact on the environment. In Ethiopia, in order to prevent environmental degradation due to excessive use of firewood, WFP and the *Gesellschaft für Technische Zusammenarbeit* (German Technical Cooperation – GTZ) funded and introduced fuel-efficient stoves in schools (see Ethiopia case study, page 42). A very effective choice can be made at the programme design stage, choosing food commodities that do not need prolonged cooking, or sensitizing communities on techniques that shorten cooking time, such as soaking pulses in water the night before meal preparation. In Cape Verde, school cleaning campaigns were organized to pick up waste produced by packaging of school feeding rations, while at the same time sensitizing children about the importance of waste management and collection.

- **Tailoring and adapting Monitoring and Evaluation (M&E) to the existing government systems and procedures, particularly the Ministry of Education's Information Management System:** monitoring processes, outputs and outcomes is crucial to guide implementation and to steer the programme on a regular basis. M&E systems are a very important source of information for policymakers and decision makers in the government. As far as possible, M&E systems should not duplicate the government's own systems; instead, they should be designed according to the existing set-ups and information flows. This prevents schools from being overburdened and mainstreams the programme into existing national structures. In Kenya, an innovative computer-based monitoring system is jointly run by the Ministry of Education and WFP. This information is used to make planning, design and targeting decisions, eventually phasing out when needs decrease and re-orienting the programme to other, needier schools (see Kenya case study, page 45).

## TANZANIA

### DEVELOPING A JOINT MONITORING AND EVALUATION SYSTEM

WFP Tanzania piloted a joint government/WFP M&E system in a single district in 2007. Since then, WFP merged its M&E system with the governments' own, gradually turning over data management responsibilities to the districts. This is synchronized with the Education Sector-wide Management Information System. The database, called StatEduc, allows the government to collect and process education data at all levels. After a successful pilot the new M&E system is currently being expanded to 11 districts.

## LESSONS LEARNED

- **Using school gardens mostly for educational purposes.** Some countries expect school feeding to be self-sustained with food grown in school gardens that are tended by children during school hours. This approach raises some concerns. Even though school gardens can supply part of the food, expecting children and teachers to grow food on a sufficient scale is not an inappropriate use of the education system. The practice takes time away from education and therefore has an impact on its quality. With some exceptions, the level and reliability of food production is usually insufficient to cover the needs of the school canteen.

## FINDING 6

Involving communities in design and implementation increases the chances of programme sustainability.

School feeding programmes that respond to local needs, that are locally owned and that require parental and community contribution, whether cash or in-kind (e.g. donated food or labour), tend to have more chances of graduating from donor assistance.

## GOOD PRACTICES

- **Using community-led planning tools to improve programme quality and sustainability:** community-led planning tools, such as the aforementioned CHILD initiative in Ethiopia (see Ethiopia study, page 42), positively affect programme implementation. Training, capacity building and planning for a child-friendly learning environment enhance programme ownership and facilitate a smoother transition to government and community counterparts.

## LESSONS LEARNED

- **Lack of involvement** of Parent Teacher Associations and School Management committees can negatively affect community ownership of the programme (see Afghanistan case study, page 32). The need for sensitization and awareness about the importance of school feeding is even greater in refugee camps, where community participation can also be enhanced through cash and work contribution to the programme (see Uganda case study, page 56).



## CONCLUSIONS AND RECOMMENDATIONS

# CONCLUSIONS AND RECOMMENDATIONS

The overarching conclusion from this analytical effort is that school feeding programmes should be informed by good practices and lessons learned. Good practices are practical tips for effective programme design and implementation from those that have achieved some success. Lessons learned from past experiences act as safeguards to avoid repeating past mistakes.

Although there are many different types of school feeding, high-quality, sustainable programmes have certain common characteristics. The **six new standards** (table 2) that have emerged from this study provide a benchmark for quality and sustainability.

Ideally, these standards will be part of initial programme design or integrated into existing ones, with corresponding targets. These six benchmarks should be adapted to the specific context within which a school feeding programme is being delivered.

**TABLE 2 - SCHOOL FEEDING QUALITY STANDARDS FOR PROGRAMME DESIGN AND IMPLEMENTATION**

No.	Standard	Targets
1	Sound alignment with the national policy framework	The national level Poverty Reduction Strategy identifies school feeding as an education/social protection intervention.
		The sector policies and strategies identify school feeding as an education/social protection intervention (Education Sector Plan, Nutrition Policy, Social Protection Policy).
		There is a specific policy related to school feeding or school health and nutrition, which specifies objectives, rationale, scope, design and funding of the programme.
2	Stable funding and budgeting	There is a budget line for school feeding and national funds from the government or from donors that covers the needs of the programme consistently.
		Local and national level structures (districts, regions or central offices) include school feeding in their annual budgets and plans.

(cont.)

No.	Standard	Targets
3	Evidence-based programme design	The programme has appropriate objectives and rationale corresponding to context and policy framework.
		The programme identifies appropriate target groups and targeting criteria corresponding to programme objectives and context.
		The programme has appropriate food modalities and food basket corresponding to context, objectives, local habits and tastes, availability of local food, costs and nutritional objectives.
		All children in the programme receive deworming alongside school feeding.
		There is a handover plan in place, which has been agreed with the government, and includes timeframe and milestones.
4	Strong institutional and implementation arrangements	There is a national institution mandated with implementation of school feeding.
		There is a specific unit in charge of overall management of school feeding within the lead institution at the central level; the unit has sufficient staff, resources and knowledge.
		There are adequate staff and resources for management and implementation at the regional level.
		There are adequate staff and resources for management and implementation at the district level.
		There are adequate staff, resources and infrastructure for implementation at the school level.
		Procurement and logistics arrangements allow for procuring food locally, taking into account costs and capacity of cooperating parties, in-country production capacity, quality of food and stability of food supply.
		There is a resourced monitoring and evaluation system, which is functioning, is structured and managed within the lead institution, and is used for implementation and feedback.

(cont.)



No.	Standard	Targets
5	Strong partnerships and inter-sector coordination	School feeding is linked with other school health and nutrition, social protection activities or programmes.
		There is an inter-sector coordination mechanism for school feeding in place, which is operational and involves all stakeholders and partners of the institution (education, health, agriculture and others).
		The programme is designed and implemented in partnership with all relevant sectors, international agencies, NGOs, private sector and local business representatives.
6	Strong community participation and ownership (teachers, parents, children)	The community has actively participated in programme design.
		The community actively participates in programme implementation.
		The community contributes (to the extent possible) resources (cash, in-kind) to the programme.

These standards reflect the result of good practices which all school feeding programmes should strive to meet. All school feeding programmes should have a strategy and a plan for how to reach these standards. Good practices should be incorporated in all stages of project appraisal, design and implementation.

The following key conclusions may help further establish the elements of a new approach for enhancing the impact of current and future school feeding programmes:

- School feeding efforts should be harmonized within the same country under a common framework of government ownership and commitment. In some countries, several models of school feeding are implemented without coordination.
- Strengthening the planning process with systematic stakeholder consultations is key to programme success. School feeding is only part of the solution. Many sectors and actors have a stake in school feeding. Integration within the broader country social protection and education agenda is needed to achieve significant results. Synergies between school feeding and school health and nutrition education initiatives need to be ensured through coordination mechanisms and systematic consultations.
- Targeting criteria must ensure school feeding reaches the neediest. This may mean phasing out support from some areas to others that are more vulnerable; targeting all

schools within a district rather than scattering resources in several districts and not covering all schools.

- Choosing the most appropriate implementation modality and food basket is crucial to programme implementation. On-site meals, snacks and take-home rations have advantages and trade-offs that need to be analyzed and compared according to the country context. Modalities should be chosen in accordance with programme objectives. The food basket should be tailored based on nutritional objectives, fortification requirements and whether the food can be locally produced. In several cases, the first step towards successful transition to government ownership is a locally procured food basket.
- Linking school feeding with local food production is an important step for sustainability which requires careful planning and a phased approach. Transitioning to local procurement benefits the transport industry, small businesses and processing plants, small farmer cooperatives and women's groups. Careful planning helps minimize risks linked to local procurement, such as a more unstable food pipeline and weaker food safety and quality control mechanisms.

Four main recommendations on the way forward emerge from this study.

1. Ensure that good practices and lessons learned are incorporated in project appraisal and design, and in choosing targeting mechanisms, selecting food baskets and identifying cost-containment options.
2. Incorporate the six quality standards in programme guidance and programme design. Strategies to meet the standards should be elaborated in all programmes. Project managers should regularly report on progress towards the quality standards during the life of the project cycle.
3. Prioritize applied research on cost-effective solutions to enrich the food basket so that the nutritional value of food rations of school feeding programmes can be enhanced. This may include testing new nutritious products such as MNPs, new high-energy products and ready-to-eat meals. Many of these products can be procured and processed locally, creating a positive interaction between school feeding, local production and processing capacity. This link needs to be studied and good experiences need to be replicated across the countries.
4. Clear handover and transition strategies for school feeding are needed, including capacity assessment and capacity development plans.



## CASE STUDIES

# CASE STUDIES

## AFGHANISTAN

### TACKLING GENDER INEQUALITIES

COUNTRY OVERVIEW	
Children enrolled in primary school	4,319,000
Girls enrolled in primary school	36%
Gross enrolment ratio	101%
Repeaters (all grades)	16.3%
WFP ASSISTANCE in 2008	
Children receiving school meals	1,400,000
Boys receiving take-home rations	366,000
Girls receiving take-home rations	463,000
Vegetable oil distributed (mt)	16,000
Schools built or rehabilitated	25

## OVERVIEW

The substantial increase in school enrolment rates since the overthrow of the Taliban in 2001 has been favoured by many factors: the social and political environment, the successful UNICEF-supported back-to-school campaign and the influx of returnees. Comparative enrolment by grades in general education indicates that there was an overall increase of 14 percent in school enrolment. However, the Gender Parity Index (girls to boys' enrolment) continues to remain very low, at 0.35. Cultural and traditional restrictions, together with lack of facilities like water and sanitation, text books and the dire security situation contribute to this difficult situation for girls' education.

WFP's school feeding programme under protracted relief and recovery operation (PRRO) 10427.0 addresses short-term hunger and provides incentives for increasing enrolment and attendance, with a special focus on girls and teachers (particularly women), and for imparting literacy and life skills to targeted participants.

QUALITY STANDARDS CHECKBOX	
Sound alignment with national policy framework	√√
Stable funding and budgeting	
Evidence-based programme design	√√√
Strong institutional and implementation arrangements	√
Strong partnerships and inter-sector coordination	√√
Strong community participation and ownership	

## GOOD PRACTICES

### School feeding in the policy framework

- **Ensuring alignment with the national policy framework:** school feeding is mentioned in the National Education Strategic Plan for Afghanistan (General Education, component 5, student services), currently under review. It is expected that school feeding will remain high on the government's agenda.

### Staff training and capacity building

- **Partnering to build capacity:** in connection with school feeding, WFP established a project coordination unit in the Ministry of Education, seconded staff to the unit, trained ministry staff at the central and provincial levels in management of school feeding, school construction, data collection and data entry, and monitoring and evaluation. In support of the school deworming campaign, the Ministries of Education and Health, the World Health Organization (WHO), UNICEF and WFP jointly trained 20 regional and 28 provincial trainers from the ministries as mobile training teams. They subsequently trained 152 ministerial staff and 7,800 teachers.

### Targeting

- **Addressing gender disparity through take-home rations:** WFP helped increase girls' enrolment and attendance rates by distributing a monthly ration of 3.7 litres of vegetable oil to girls, conditional upon a minimum attendance of 22 days per month. Oil is an appropriate food item for families: it is an important component of the local diet, with high nutritional value. This valuable commodity becomes even more essential before the winter, when prices increase significantly.

### Defining modality, food basket and ration design

- **Piloting different approaches to test effectiveness:** before launching the school feeding programme in 2001, two approaches were tested: a take-home ration for students in 50 schools in Badakhshan and on-site meals with freshly baked bread in the rest of the country. Badakhshan was selected for take-home rations because

preparing and distributing bread on a daily basis in such a remote area was difficult. Take-home wheat rations were good because the area has a wheat deficit and poor market access. When the two approaches were evaluated, the take-home school feeding pilot in Badakhshan was the more successful approach. The bakery-based school feeding did not work because of weak local physical infrastructure, community participation and management capacity. Teachers reported that bread distribution disturbed lessons. WFP agreed to distribute fortified biscuits and to limit take-home rations to remote and insecure areas.

## LESSONS LEARNED

### Funding arrangements

- **Planning for a full-fledged national school feeding programme:** in March 2008 the government had prepared, with WFP support, a government-owned nationwide, universal-coverage school feeding programme. The programme had a five-year duration, and was to cover up till 8.1 million beneficiaries in 2013 with an annual budget reaching US\$483 million in the same year. This amount is substantive when compared to the overall Education budget (US\$612 million in 2008<sup>2</sup>). It is important to be realistic in planning for government programmes and start small and test new approaches with a view to eventual scale-up while maintaining the momentum and political will to increase its ownership of school feeding.

### Staff training and capacity building

- **Fighting teacher deficit in rural areas:** parents are reluctant to allow their girls to be taught by a male teacher unless he is a respected religious leader (*Mullah*). Therefore girls' school enrolment depends on the supply of female teachers. The major problem of access to teacher training is in the rural areas: any incentive to upgrade the skills of the existing pool of female teachers will assist the enrolment and retention of female students in higher grades in rural areas. A targeted food incentive designed to increase teacher supply in geographic areas where there is an acute teacher deficit is being implemented in the current PRRO.

### Monitoring and evaluation

- **Ensuring the presence of both follow-up and control questions in surveys:** WFP's 2004 School Feeding Snapshot Survey provided evidence that school feeding influences students' performance. However, the survey contained no follow-up/control questions (pre-coded options or open questions) that could have elicited how the focus group reached their judgment. Future assessments should attempt to quantify "enhanced concentration" or "better results/performance".

2. Afghanistan Ministry of Education, *National Education Strategic Plan for Afghanistan*, 1385-1389 (2006-2010).

### Community involvement

- **Improving community participation:** community participation in school feeding is very low in Afghanistan and there is a need for sensitization and awareness of Parent Teacher Associations or School Management *Shuras* (Councils). Community involvement will be particularly important with the piloting of micronutrient powder in hot meals as an alternate to the school feeding programme which supplies dry rations of biscuits, wheat and oil.

## BRAZIL

### A STRONG NETWORK OF PARTNERS

COUNTRY OVERVIEW	
Children enrolled in primary school	18,661,000
Girls enrolled in primary school	48%
Out-of-school children	597,000
Gross enrolment ratio	154%
Survival rate to last grade	80%
Repeaters (all grades)	18.7%
Pupil/teacher ratio	21
PNAE STATISTICS in 2009	
Beneficiaries	49,300,000
Local Procurement Programme (purchase from small farmers)	324,300 families
Budget	US\$1.1 billion

### DESCRIPTION OF THE PROGRAMME

Brazil's National School Feeding Programme started in 1955. It provides income and food resources to all students attending day-care centres, preschools and public schools that are part of federal, state, district and municipal schooling network. The objectives of the programme are to: (i) attend to the nutritional needs of children through (minimum) a meal per day; (ii) form healthy nutritional habits and provide nutrition education; (iii) improve learning capacity; and (iv) prevent school drop-out and grade repetition. The government's Food Security and Nutrition Programme introduced the

concept of “food culture” and of local solutions to respond to food insecurity. These concepts have been adopted by the National School Feeding Programme. The programme is managed by the National Agency for Education Development, which is linked to the federal Ministry of Education and transfers federal funds to states, the federal district and municipalities. Federal funds distributed to each executive entity for each year are calculated based on the total number of students registered.

QUALITY STANDARDS CHECKBOX	
Sound alignment with national policy framework	√√√
Stable funding and budgeting	√√√
Evidence-based programme design	√√
Strong institutional and implementation arrangements	√√√
Strong partnerships and inter-sector coordination	√√√
Strong community participation and ownership	√√√

## GOOD PRACTICES

### School feeding in the policy framework

- **Ensuring alignment with national policies:** the programme is rooted in the legal framework: it is cited in article 208 of the Federal Constitution, in a 1996 law and in the 2001 National Education Plan. In 1996 and 1998, the federal government emitted two resolutions which define the procurement and nutrition guidelines of school feeding. Finally, a 1994 law obliges each municipality or state government to create School Feeding Committees.

### Implementation arrangements

- **Monetary incentives to ensure attendance:** the Ministry of Social Development, through *Bolsa Família*, provides BRL 15 (US\$7.62) per month per child in households with per capita income lower than BRL 120 (US\$60.98), as well as an additional BRL 50 (US\$25.41) to the families whose per capita income is lower than BRL 60 (US\$30.49). The contributions are conditional upon enrolment and attendance, monitored at school level.

### Partnerships

- **A partnerships network to raise awareness and enhance hygiene practices:** school feeding is one of the 33 programmes run by the Ministry of Social Development’s *Zero Hunger Strategy*. All the programmes are interrelated and advocate for nutrition and food security. The Ministry of Health provides an important contribution to the programme by obliging children to present an updated vaccination card when they enroll at school. The Inter-ministerial *Portaria MS-1010* is a document signed by the Ministry of Health and the Ministry of Education to promote healthy food in schools.



Finally, partnerships with media broadcasters enable the public to be sensitized on the importance of healthy eating habits through TV series and radio programmes.

### Staff training and capacity building

- **Working with universities to train staff and optimize food supply:** the government developed federal partnerships with universities, which, through the *Centros Colaboradores em Alimentação e Nutrição Escolar* (Collaborating Centres in Feeding and School Nutrition), train teachers, food service staff, dietitians, managers and school feeding committees. Universities promote research on nutrition, food security and health. The Centres also train small farmers to optimize production and marketing of their produce, and sensitize communities on issues such as locally composed menus and development of viable recipes for school canteens.

### Defining modality, food basket and ration design

- **Developing a varied and widely accepted menu:** in the municipality of Campinas (São Paulo) the Department of School Food organizes menu development, food procurement, tendering and storage, and sends nutritionists and cooks to schools when requested. This has improved food quality significantly. As a matter of fact, previously the menu was “industrial” (sweet rice, porridge or pasta and soy juice) and not much appreciated by children; the new menu consists of fresh, local produce: meat, salad, chicken stew and fresh juice, four days a week, and a snack on the fifth school day. Food is provided directly by wholesalers who have yearly contracts with the municipal government. The cooks are trained twice a year on nutrition, sanitary matters and recipe variations. The federal government has introduced compulsory Food and Nutrition Education in curricular activities.

### Food supply

- **Promoting local procurement:** food procurement is decentralized and largely school-based. Thanks to funds provided by the municipality, the school procures fruit, vegetables, meat and bread from local producers. The small scale and diversification of procurement discourages large traders. Food is delivered according to pre-arranged menus. The Ministry of Agriculture’s *Programa de Aquisição de Alimentos* (Food Procurement Programme) organizes and trains the small producers to become suppliers of the school feeding programme. Many municipalities have started to buy fruits, flour and beans from local rural producers’ cooperatives and associations, in order to benefit local rural producers’ rather than large-scale providers.

### Monitoring and evaluation

- **Ensuring an effective monitoring process:** a computerized monitoring system has been implemented in all municipalities since July 2008. School feeding committees monitor quality and composition of menus and the tendering process. The *Fundo Nacional de Desenvolvimento da Educação* (National Fund for Educational Development) also inspects the performance of the committees in order to prevent fraud in food procurement processes.

### Community involvement

- **Involving school feeding committees in the monitoring process:** the *Conselho de Alimentação Escolar* (School Feeding Committee) is a deliberative and autonomous organ composed of local government, legislative and civil society representatives, teachers and parents. The School Feeding Committees monitor use of resources; examine quality, sanitary practices and hygiene of products across the supply chain; address complaints of fraudulent actions; improve menu design and increase use of local products; and sensitize communities about environmental issues. Transfer of funds to the municipalities is conditional upon formation of these committees.

## LESSONS LEARNED

### Food supply

- **Developing small farmers' capacity to face legal requirements:** small farmers face difficulties in complying with the legal requirements of the programme, such as invoice, quality control and delivery arrangements.
- **Fighting corruption:** in the interior, local politicians often favour their relatives in procurement processes. To respond to this problem, the State of Pará promoted a regionalized procurement process.

## EL SALVADOR

### A SUCCESSFUL HANDOVER EXPERIENCE

COUNTRY OVERVIEW	
Children enrolled in primary school	1,035,000
Girls enrolled in primary school	48%
Out-of-school children	39,000
Gross enrolment ratio	114%
Survival rate to last grade	67%
Repeaters (all grades)	7.5%
PAE ASSISTANCE in 2008	
Beneficiaries	870,000
Coverage	100%
School assisted	4,100

## OVERVIEW

In 2008, the school feeding programme in El Salvador was fully taken over by the government after 24 years of partnership with WFP. The programme started in 1984, during the civil conflict, reaching 300,000 students, 90 percent of school-age children in rural areas.

In 1997, six years after the signing of the peace accords, the government began to take over programme management responsibilities while WFP withdrew from departments not classified as most food-insecure.

By 2006, government allocations totalled US\$10 million, reaching 651,000 children in 3,500 schools (88 percent of rural primary schools and poor urban schools); in 2008, the government achieved 100 percent coverage, coinciding with the planned date for the complete transfer of responsibilities to national institutions.

QUALITY STANDARDS CHECKBOX	
Sound alignment with national policy framework	√√√
Stable funding and budgeting	√√
Evidence-based programme design	√√
Strong institutional and implementation arrangements	√√√
Strong partnerships and inter-sector coordination	√√
Strong community participation and ownership	√√√

## GOOD PRACTICES

### School feeding in the policy framework

- **Ensuring alignment with the national policy framework:** school feeding is part of a wider multi-sector school health and nutrition initiative called *Escuela Saludable* (Healthy School). The programme is also in the National Education Sector Plan, in the National Government Plan and, most importantly, in the Ministry of Education's operational plans, which determine the budgetary requirements of the programme.

### Funding arrangements

- **Finding interim funding solutions:** a national law passed in 2000 determined that the proceeds from the privatization of the national telecommunication company be put in a trust fund and that the interest earned would be allocated to social programmes such as school feeding. To date, the trust fund has generated about US\$32 million. In 2008, proceeds from the trust fund represented 30 percent of the government's budget for the programme.

## Handover arrangements

El Salvador is an example of a successful handover process, which gradually increased the government capacity to finance and manage the programme<sup>3</sup>. Several aspects constitute good practice:

- **Involving high-level political figures in the decision-making structures of the programme:** the programme's technical and steering committees are the main inter-sector coordination mechanisms and are chaired by the First Lady and the Minister of Education, respectively. This gave the programme visibility in the government, improved the quality of service delivery and increased high-level ownership of the programme.
- **Making information about the programme available to policy makers:** this allows policy makers to prioritize actions when planning. At least two nutrition surveys, targeting exercises, and a vulnerability analysis and mapping (VAM) have been used by decision-makers to prioritize and plan for the programme. All have been supported by WFP.
- **Planning capacity development activities based on in-depth assessments and knowledge about the institutional gaps:** based on these assessments, activities were planned using a variety of tools to strengthen the institutional framework (financing a government position, drafting Terms of References for coordinating body and dedicated unit, training on logistics, management, procurement). The result was a highly tailored and context-specific strategy to strengthen the institutional framework at all levels.
- **Investing resources on capacity development activities:** this requires availability of resources that are not tied to the quantities of food delivered. During the 1990s the country office monetized a portion of the food aid coming into the programme and used around 15 percent of the monetized resources for capacity development. The availability of resources allowed WFP to plan and implement a massive training and sensitization effort.
- **Designing a handover strategy with WFP:** having a clear agreement with WFP on the duration of assistance and designing a concrete handover strategy to transfer the responsibility of the programme has allowed for systematic planning.

## Defining modality, food basket and ration design

- **A more varied, locally produced food basket:** the inclusion of local foodstuffs decreased the costs of the food basket and allowed for local purchases and smooth government take over. At least three different food baskets were piloted. When food types were not familiar, the community was familiarized with its characteristics and possible local recipes for preparation.

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3. *School feeding in El Salvador: a case study of the transition* (WB/WFP, *Rethinking School Feeding: Social Safety Nets, Child Development, and the Education Sector*, 2009)

### Food supply

- **Increasing local procurement to generate savings:** the Ministry of Education recently signed an agreement with WFP under which the Ministry transfers funds to WFP, which procures and distributes the food to extended delivery points at departmental level. By leveraging its experience in food procurement in the region, WFP has been able to increase the efficiency of the procurement process: in 2008, WFP was able to procure all food commodities at cheaper rates, generating savings of about US\$3 million, which were then used to expand coverage of the programme and increase the food basket.

## LESSONS LEARNED

### Handover arrangements

- **Gradually withdrawing from assisted areas:** a successful handover should not mean a complete disengagement with the programme. WFP could have provided technical assistance in the areas where it had already phased out operations to avoid a gradual decline in the quality of service delivery and to support the government to maintain the programme.

### Distribution arrangements

- **Ensuring timely distribution:** a recent baseline survey<sup>4</sup> showed that 17 percent of the schools did not prepare the meal on the same day of the distribution, due to the absence of the cook or to lack of organization. This percentage is too high, since most of the children cover long distances to get to school without having had breakfast at home. An improved organization of turns would impact positively on programme efficiency.

### Complementary actions

- **Enhancing hygiene practices:** the aforementioned baseline survey showed that 46 percent of cooks do not wash their hands before preparing the meals and 23 percent do not wash utensils before cooking, thus increasing risks of contamination. WFP should sensitize the community on the importance of adequate hygiene practices.

### Monitoring and evaluation

- **Ensuring programme evaluation:** although monitoring of the programme has been strong, there has been no evaluation of the impact of school feeding in El Salvador. An evaluation of the programme would provide information for future design and implementation activities.

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4. Ministerio de Educación (Gobierno de El Salvador), *Informe del estudio de línea de base del PAE 2008*, 2009

# ETHIOPIA

## INVOLVING COMMUNITIES

COUNTRY OVERVIEW	
Children enrolled in primary school	12,175,000
Girls enrolled in primary school	47%
Out-of-school children	3,721,000
Gross enrolment ratio	91%
Survival rate to last grade	58%
Repeaters (all grades)	6%
WFP ASSISTANCE in 2008	
Children receiving school meals	482,000
Girls receiving take-home rations	68,000
Schools assisted	915
Food handled (mt)	6,500

## OVERVIEW

Poverty and food insecurity hinder efforts to improve the education sector in Ethiopia. Enrolment rates have significantly improved in the past decade: the 2005/2006 net enrolment rate was at 71 percent<sup>5</sup> with a Gender Parity Index of 0.92 (92 girls enrolled for 100 boys). On the other hand, the investment in education has remained steadily low, at only US\$4.15 per student per year. Progress on enrolment has placed pressure on limited school infrastructure, threatening the quality of education.

Ethiopia provides a good example of capacity development both at community and institutional levels. WFP's school feeding programme in Ethiopia is supported by Children in Local Development (CHILD), a community-led planning tool jointly initiated by WFP and the Ministry of Education. This way, the programme supports access to quality primary education while developing the CHILD approach to encourage nutrition, health and environmental awareness in schools.

5. UNESCO, *Education For All Global Monitoring Report*, 2009

QUALITY STANDARDS CHECKBOX	
Sound alignment with national policy framework	√√
Stable funding and budgeting	
Evidence-based programme design	√
Strong institutional and implementation arrangements	√√
Strong partnerships and inter-sector coordination	√
Strong community participation and ownership	√√

## GOOD PRACTICES

### School feeding in the policy framework

- **Ensuring alignment with the national policy framework:** school feeding is one of the strategies adopted by Ethiopian Ministry of Education to meet Education Sector Development Program III (2006) goals and objectives: school feeding is explicitly mentioned as part of the Education Strategy to improve access to school, stabilize attendance, reduce dropout and alleviate short-term hunger. The CHILD initiative is currently sustaining the expansion strategy of school feeding to food-insecure areas, one of the strategies of the Plan for Accelerated and Sustainable Development to End Poverty (2006-2011).

### Implementation arrangements

- **Local contribution to the programme:** different actors at local level contribute to the programme. The local contribution is usually in kind, with the exception of the payment of cooks, which is in cash. Communities contribute by building the canteens and storage rooms, and the Ministry of Education devotes staff time to the programme. Parents contribute with firewood needed for cooking and a small financial remuneration for the cooks. Local authorities are also involved by building infrastructure and supplying raw material.

### Complementary actions

- **Training on psychosocial support:** WFP has recently started supporting provision of psychosocial support activities in collaboration with Project Concern International, as a healthy psychosocial environment and a positive supportive climate at school can make a critical contribution to academic achievements. A recent survey<sup>6</sup> showed that in 2007 psychosocial training was offered to teachers and students in 8 percent and 11 percent of the surveyed WFP-assisted schools, respectively.
- **Partnering with GTZ for fuel-efficient stoves:** in order to prevent environmental degradation due to excessive use of firewood, fuel-efficient stoves have been

6. WFP, *Standardized school feeding survey – country status report: Ethiopia*, June 2008.

introduced in schools. WFP and GTZ have been piloting with ten fuel-efficient stoves and training to schools in Amhara region. The partnership has borne fruit and has been extended to provide fuel-efficient stoves to 30 schools in the Oromya region.

### Community involvement

The Ministry of Education and WFP initiated CHILD in 2003. CHILD is a community-led planning tool, currently operational in 184 schools, that involves the whole community to improve school premises and the quality of basic education.

- **CHILD to build capacity:** CHILD is primarily intended to increase the sustainability and impact of school feeding, building community solidarity with schools and initiating lasting practical changes on the ground. It mainly involves training and capacity building for government partners and beneficiary communities.
- **CHILD to improve learning environment:** CHILD also assists communities to effectively plan for a child-friendly school environment and to enable schools to become local development centres for the communities. About 300 school communities were provided with basic planning skills, and income generation activities (silk worm production and fattening, bee keeping, etc.) were introduced; school gardens were developed in 160 schools as a showcase for vegetable production and nutrition awareness.

## LESSONS LEARNED

### Distribution arrangements

- **Avoiding overlap between distribution and teaching times:** one out of three teachers interviewed by the 2008 survey reported that the distribution process takes time away from teaching. This effect is less felt in schools participating in CHILD, thanks to the trainings given and involvement of community members in the food distribution process.



## KENYA

### LOCAL PROCUREMENT TO FACILITATE HANDOVER

COUNTRY OVERVIEW	
Children enrolled in primary school	6,101,000
Girls enrolled in primary school	49%
Out-of-school children	1,371,000
Gross enrolment ratio	106%
Survival rate to last grade	84%
Repeaters (all grades)	5.8%
WFP ASSISTANCE in 2008	
Children receiving school meals	1,211,000
Children who received deworming at least once in the year	68,000
Schools assisted	3,947
Food handled (mt)	57,000
School and kitchen gardens built	25

### OVERVIEW

WFP and the Ministry of Education have been implementing school feeding in Kenya since 1980. Education is a challenge in Kenya, because of extreme poverty and nomadic livelihood patterns. Absolute enrolment rates in schools where WFP operates are below national averages. Cultural practices such as early marriages keep girls out of school. In Nairobi's slums, more than 70 percent of primary school-age children are not enrolled in school, as compared to the national average of 8 percent; over 95 percent of children attend classes in WFP-assisted schools, while only 48 percent of people living in the slums complete primary school.

QUALITY STANDARDS CHECKBOX	
Sound alignment with national policy framework	√√
Stable funding and budgeting	√
Evidence-based programme design	√√
Strong institutional and implementation arrangements	√
Strong partnerships and inter-sector coordination	√
Strong community participation and ownership	√

## GOOD PRACTICES

### School feeding in the policy framework

- **Ensuring alignment with the national policy framework:** school feeding is included in the 2005 Sessional Paper on Policy Framework for Education, approved by Parliament, which highlights the need for school meals, calls for expansion of the programme and encourages communities to provide mid-day meals to needy children. The Kenya Education Support Programme provides an institutional framework: school feeding is one of the four components of the School Health, Nutrition and Feeding Programme. The 2008 National Nutrition and Food Security Policy includes a section on school meals, citing the need to enhance and expand the school feeding programme.

### Partnerships

- **Partnering with the Ministry of Education to build capacity:** there is close and effective cooperation between the Ministry of Education and WFP staff. Cooperation focuses on day-to-day logistics and capacity building of field officers, head teachers and school management committees members. WFP also regularly participates in national education sector coordination meetings organized by the government.

### Handover arrangements

- **Local procurement to favour a gradual handover:** in 2009, the government launched a Home-Grown School Feeding initiative which targets 550,000 children previously assisted directly by WFP, clearly demonstrating its commitment to school feeding. The initiative involves cash transfers to schools for local purchase of food and represents the continuation of a long-term handover strategy to the government. This process started in 2008, when the government met 42 percent of the logistics costs, falling short of the 50 percent target due to budgetary constraints arising from the post-election crisis.

### Targeting

- **A new targeting mechanism to reach those who are most in need:** WFP has recently developed, jointly with the government, a new targeting mechanism based on a weighted indicator comprising education, poverty and food insecurity indicators. This mechanism has ensured proper targeting of the neediest districts under the in-kind WFP school meals programme and led to the handing over of more food-secure districts to the government's Home Grown School Feeding Programme. The methodology will be used to re-target the school feeding programme each year, to ensure that the limited resources continue to reach the most vulnerable.
- **Mobile schools to target migrating children:** in pastoralist areas, seasonal migration interrupts the education of many children. The government developed community-managed mobile schools for grades 1 to 3. From grade 4 onwards, children are enrolled in low-cost boarding or day schools. In selected arid districts, WFP will provide lunch for children in these mobile and boarding schools.

### Monitoring and evaluation

- **Computer-based monitoring system to manage information:** an innovative computer-based monitoring system is jointly run by the Ministry of Education and WFP. This information is used to make planning and design decisions in periodic project review committee meeting between the Department of City Education, Feed the Children and WFP. Thanks to this practice, 7 schools were moved out due to poor management and 11 schools were added from the poorest settlement.

## LESSONS LEARNED

### Targeting

- **Clarifying the role of emergency school feeding:** schools benefiting from WFP food aid under the expanded school feeding programme (designed as part of the 2006 WFP emergency operation 10374.0 to off-set the negative impact of drought on schooling) had to meet the same requirements as schools supported by the regular school feeding programme (adequate kitchen, storage, etc.). Some schools made long-term investments but were excluded from regular school feeding once the short-term emergency situation was over. Expanding school feeding requires planning and a transition strategy towards long-term support or phase-out.

### Defining modality, food basket and ration design

- **Providing a more varied food basket:** a 2008 baseline survey<sup>7</sup> found that 94 percent of the children agreed that school feeding improved attentiveness and ability to learn, but pupils largely agreed that the programme should improve the actual cooking and preparation of the food; seasoning; increasing the quantity and variety of the meals. WFP Kenya has added iodized salt to the programme in 2009 and is committed to providing a variety of cereals and pulses whenever possible.

### Complementary actions

- **Ensuring adequate facilities:** the lack of adequate dining spaces and hand-washing facilities for children in the school, coupled with poor hygiene practices, is not conducive to a healthy feeding environment. The situation could be improved with food-for-work, cash-for-work and projects and trainings to enhance sanitation facilities and sensitize communities on basic hygiene practices in schools.

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7. WFP Kenya, *School Feeding baseline survey*, 2008

## LAO PDR

### IMPROVING THE LEARNING ENVIRONMENT

COUNTRY OVERVIEW	
Children enrolled in primary school	892,000
Girls enrolled in primary school	46%
Out-of-school children	125,000
Gross enrolment ratio	116%
Survival rate to last grade	62%
Repeaters (all grades)	18.2%
WFP ASSISTANCE in 2008	
Children receiving school meals	90,000
Children receiving take-home rations	90,000
Food distributed (mt)	4,100
Schools assisted	1,100

### OVERVIEW

Education in Lao PDR suffers from a chronic shortage of human and financial resources. The cost of sending children to school, especially girls, is high for poor households, and education is given low priority.

Girls' enrolment is low in poor rural areas and for some minority ethnic groups the enrolment rate can be as low as 8 percent. The girls enrolling often drop out of school after grades 1 and 2. About 15 percent of villages have no school at all; 90 percent of schools in rural areas lack a complete, five-grade primary school.

QUALITY STANDARDS CHECKBOX	
Sound alignment with national policy framework	√√
Stable funding and budgeting	√√
Evidence-based programme design	√
Strong institutional and implementation arrangements	√
Strong partnerships and inter-sector coordination	√
Strong community participation and ownership	√√

## GOOD PRACTICES

### School feeding in the policy framework

- **Ensuring alignment with national policies:** the 2004 Poverty Reduction Strategy Paper cites school feeding as a measure to promote primary school participation of poor and vulnerable children in food-insecure areas, especially girls. School feeding is also listed as a strategic priority in the government's Education Sector Development Framework 2009-2015: school feeding is a strategy to promote enrolment and attendance. The programme is also cited in the Education for All National Plan of Action 2003-2015 as a measure to increase access to and participation in formal primary education. The Plan of Action sets standards for food quality and safety in school canteens and Health Service Corners in schools for deworming.

### Partnerships

- **Improving the learning environment through partnership with UNICEF:** in 2006, WFP opened a new partnership with UNICEF, funded by the Australian Government Overseas Aid Program (AusAID), known as Access to Basic Education in Laos (ABEL). UNICEF, through the Schools of Quality initiative, ensures proper learning and a healthy and safe school setting. UNICEF also provides water and sanitation facilities. In 2007, ABEL enabled WFP to significantly increase its implementation and monitoring capacity by engaging more field monitors, who support district officers in implementing the project. In 2008, about 280 schools in northern Lao PDR received the comprehensive package – a hygienic and inclusive learning environment with quality teaching and nutritious food.

### Handover arrangements

- **Staff training to hand over and expand the programme:** WFP is committed to ultimately transfer ownership of school feeding activities to the government of Lao PDR. Capacity building and training activities are provided regularly for the Ministry of Education, Provincial Education Service and District Education Bureau staff. Around 120 government staff and grassroots organizations (such as the Lao Women's Union) attended a two-day workshop organized by the Ministry of Education in cooperation with WFP to exchange experiences on school feeding and prepare for its expansion in 2009, to ultimately reach 433,000 beneficiaries by 2010.

### Targeting

- **Improving informal boarders' attendance through take-home rations:** girls and boys receive a take-home family ration composed of canned fish, rice and iodized salt as an incentive for parents to send them to school. Additional take-home rations are also provided to informal boarders – children who have no primary school in their own village and are obliged to walk for hours or stay in dormitories at the school – to encourage them to attend school despite long distances. From 2002 to 2008, absolute enrolment rates in primary schools benefiting from the programme increased from 60 percent to 88 percent for boys and from 53 percent to 84 percent for girls.

### Complementary actions

- **Preventing chronic malnutrition through nutrition education:** along with school feeding, a pilot initiative called *Feeding the future – a community-based approach to nutrition education* is being implemented through the non-formal education unit of the Ministry of Education and some grassroots organizations. The initiative aims to address early causes of chronic malnutrition by providing culturally tailored nutrition education to women of reproductive age and other care-givers at village level.

## MALAWI

### LAYING FOUNDATIONS FOR HANDOVER

COUNTRY OVERVIEW	
Children enrolled in primary school	2,934,000
Girls enrolled in primary school	50%
Out-of-school children	202,000
Gross enrolment ratio	119%
Survival rate to last grade	36%
Repeaters (all grades)	20.8%
WFP ASSISTANCE in 2008	
Children receiving school meals	642,000
Children receiving take-home rations	119,000
Children de-wormed	105,000
Food distributed (mt)	13,800
Assisted schools	689

### OVERVIEW

In Malawi, food insecurity has a significant impact on education. A study commissioned by UNICEF in 2002<sup>8</sup> found that food insecurity impacted student absenteeism and drop-out rates (which range from 10.4 percent to 22.5 percent), particularly during the lean season.

8. Malawi centre for Social Research, *Impact of food shortage on schooling*, 2002.

High school-related costs, such as uniforms and books are high for households that depend on the income of working children. Girls drop out owing to early marriage and pregnancy; attendance among children who are double orphans or who do not live with a surviving parent is 8 percent lower than among children living with both parents.

In December 2007 the president of Malawi issued a cabinet directive mandating the Ministry of Education to start implementing Universal School Meals in all primary schools across the country. WFP is strongly involved in programme design, to favour handover of programme.

### QUALITY STANDARDS CHECKBOX

Sound alignment with national policy framework	√√
Stable funding and budgeting	√√
Evidence-based programme design	√√√
Strong institutional and implementation arrangements	√√
Strong partnerships and inter-sector coordination	√√√
Strong community participation and ownership	

## GOOD PRACTICES

### School feeding in the policy framework

- **Ensuring alignment with national policies:** the School Health and Nutrition Strategy has been developed and establishes the framework for implementation of all school health and nutrition programmes in the country. The strategy is aligned to the Malawi Growth and Development Strategy and the National Education Sector Plan; school feeding is one of the main strategies to increase access to primary education.

### Partnerships

- **Partnering to improve food basket, deworming and local procurement:** WFP has partnered with GTZ for sustainable school nutrition programmes. GTZ has also promoted a low-input model using local resources rather than external inputs to increase productivity in community and school gardens. The Ministry of Health partners WFP for deworming activities in assisted schools.

### Handover arrangements

- **Mapping efforts on school feeding and strengthening multi-sector coordination:** WFP and the World Bank supported the government of Malawi with a stocktaking exercise, a stakeholder workshop whose objective was to assess the state of school feeding in the country and to establish a baseline for future action. The final stakeholder workshop report highlighted strengths, weaknesses, potential synergies and gaps and made recommendations for improvement. Three major results

from the workshop paved the way for future collaboration: i) the creation of a school feeding task force to move forward with the design of the national school feeding programme; ii) agreement on a draft action plan comprising concrete milestones; iii) identification of the need to improve the knowledge base on school feeding.

- **Calculating the cost of school feeding:** acting upon a request from the Ministry of Education, WFP commissioned a cost estimation exercise for five different food basket options for the national school feeding programme. The study calculated the cost implications of distributing the different food commodities chosen by the government. The results of the study were presented to the Ministry of Education in March of 2009.

### Targeting

- **Take-home rations to increase girls' and double orphans' attendance:** the programme provides a take-home ration of 12.5 kg of maize per month for girls and for double orphans who attend 80 percent of school days. These take-home rations have a substantial value transfer effects and encourage households to keep children in school particularly during the lean season. Results are encouraging: girls' enrolment increased by 37.7 percent.
- **Ensuring support to all schools during the lean season:** schools with good attendance rates, usually not in need of WFP assistance still require temporary support during the lean season because of sudden increases in school drop-out. WFP provides high-energy biscuits to community-based child-care centers and selected primary schools for one school term during the lean season. The districts selected for assistance are identified by the Malawi Vulnerability Assessment Committee.

### Monitoring and evaluation

- **Providing means to school feeding coordinators:** the government employs District School Feeding Coordinators in all districts targeted, to work alongside WFP Food Monitors in the schools. The coordinators receive from WFP office computers and information technology trainings, a motorbike and partial (70 percent) reimbursement of fuel expenses. The Ministry of Education is responsible for paying the remaining 30 percent of the fuel requirements and motorbike maintenance.

## LESSONS LEARNED

### Targeting

- **Extending school feeding to preschool children during the lean season:** during the lean season, young children attending community-based child-care centers in proximity to primary schools assisted by WFP are withdrawn from preschool and enrolled prematurely in primary school in order to access food. This disturbs the normal learning process of primary school children and the underage pre-primary students. Extending school feeding to pre-schoolers, at a minimum during in the lean season would help address this problem.



## PAKISTAN

### GIRLS' EDUCATION ON THE FRONTLINE

COUNTRY OVERVIEW	
Children enrolled in primary school	16,688,000
Girls enrolled in primary school	42%
Out-of-school children	6,821,000
Gross enrolment ratio	84%
Survival rate to last grade	70%
Repeaters (all grades)	2.2%
WFP ASSISTANCE in 2008	
Beneficiaries (girls)	1,258,000
Beneficiaries (boys)	1,309,000
Girls receiving take-home rations	420,000
Vegetable oil distributed (mt)	11,000
Assisted schools	3,000

### OVERVIEW

The government of Pakistan is launching its *School Nutrition Programme for Girls in Primary Schools*, budgeted at US\$225 million over five years. Thanks to a public-private partnership, locally made and fortified biscuits will be provided for an annual cost of US\$20 per child per year. The programme, starting with a pilot in 9 districts, will reach 10 million beneficiaries in 90 districts. The budget is expected to be approved by parliament in mid 2009. Funding was solicited and secured in the Friends of Democratic Pakistan Meeting in Tokyo, April 2009. This confirms that the government's interest in school feeding remains high, even after the previous unsuccessful attempt to launch a national school feeding programme called *Tawana Pakistan*, which aimed at improving girls' enrolment and attendance rates by providing cooked food to girls in selected primary schools.

WFP supported school feeding since 1994. Currently, 2,900 schools are assisted in 28 districts, aiming to increase girls' enrolment and ensure retention until completion of full primary cycle.

## QUALITY STANDARDS CHECKBOX

Sound alignment with national policy framework	√√
Stable funding and budgeting	√√
Evidence-based programme design	√√√
Strong institutional and implementation arrangements	√√
Strong partnerships and inter-sector coordination	√√
Strong community participation and ownership	√√√

## GOOD PRACTICES

### School feeding in the policy framework

- **Including school feeding in the Education Strategy:** school feeding was not mentioned or included in the Education Policy as of early 2009. Efforts undertaken by the WFP country office and sensitization thanks to a stakeholder workshop raised awareness on the topic; a review of the National Education Sector Strategy Plan took place in March 2009. School feeding has now been specifically included in the Education Policy, currently being discussed in Parliament.

### Targeting

- **Improving girls' and teachers' attendance through take-home rations:** girls attending school for at least 20 days a month receive a 4-litre tin of oil each month throughout the school year. Regular and voluntary teachers also receive the same incentive, conditional upon a minimum of 22 days presence at school, per month. Overall enrolment grew by 135 percent from 1998-99 to 2003-04 according to a WFP study<sup>9</sup>. All parents of primary school age girls included in the sample are now sending at least one daughter to school; before the programme, 48 percent did not send any.

### Staff training and capacity building

- **Building capacity to design and implement the programme:** WFP trained more than 4,800 teachers and storekeepers in commodity handling, distribution and reporting. Project Implementation Units staff have also been given training in programme design and monitoring.

### Distribution arrangements

- **Training teachers to ensure proper distribution:** WFP field staff trained teachers to ensure that eligible pupils receive the tin of oil even if not present on the day of distribution. This solved resentment among the parents and the community, caused

9. WFP, *Assistance to girls' primary education in Pakistan*, 2004

by some girls not receiving the entitlement in spite of having attended school for the minimum required 20 days a month.

### Community involvement

- **Developing awareness on the reliability of the oil:** in the North-West Frontier Province and Balochistan rumor was spread that WFP oil contained contraceptives. The problem was solved through Beneficiary Contact Monitoring and regular meetings with Parent Teacher Associations.

## LESSONS LEARNED

### Partnerships

- **Partnering with other agencies to enhance quality of service:** the oil incentive will not reach its full potential unless it is coupled with a programme that provides adequate school facilities and quality of education. WFP should widen the range of partnerships with agencies that work on quality issues such as provision of teaching staff and essential school infrastructure, community participation in school management, etc.

### Targeting

- **Appropriate targeting to avoid the pull factor:** the pull factor - decrease in enrolment in non-WFP schools due to migration towards WFP-assisted ones - was reported in both Balochistan and Sindh; to avoid this problem, all schools which fall in the same catchment area should be assisted. To this end, the number of districts assisted may be decreased by phasing out from areas where other food incentive are already provided, or where the enrolment rates are already high relative to other districts.
- **Finding solutions for isolated schools:** targeting criteria exclude from the programme isolated schools, away from the paved road and belonging to possibly more vulnerable communities. Parent-Teacher Committees could be made responsible for retrieving rations at selected distribution points, or co-operating with NGOs to cover isolated areas.

### Logistics

- **Developing awareness on the quality of WFP food:** oil cans often do not show the expiry date, which raises quality and safety concerns. Recordkeeping and commodity tracking should be improved and streamlined.

## UGANDA

### PROVIDING A COMPREHENSIVE PACKAGE

<b>COUNTRY OVERVIEW</b>	
Children enrolled in primary school	7,364,000
Girls enrolled in primary school	50%
Gross enrolment ratio	117%
Survival rate to last grade	25%
Repetition rate (all grades)	13.1%
<b>WFP ASSISTANCE in 2008</b>	
Children receiving school meals	48,000
Children receiving take-home rations	4,000
Food distributed (mt)	3,600
Schools assisted	230

### OVERVIEW

Throughout Uganda, irregular school attendance and poor attention in classes impede educational performance. Particularly in conflict-affected areas, food insecurity and poverty jeopardize educational goals. Children belonging to poor and food-insecure households have to contribute to household chores (caretaking of younger siblings, gathering food or firewood, fetching water, etc.) rather than go to school. Cultural constraints and a tradition of early marriage affect girls' primary education.

Malnutrition in school children, prevalent particularly in Karamoja, is detrimental to mental and physical development and impairs cognitive functions.

WFP has partnered with World Vision Uganda to implement the school feeding programme in Pader District: 96 schools with 32,700 students participated in the first phase of the programme, which ended in September 2007. The second phase started in May 2007 and targeted 78 schools with 57,200 students.

QUALITY STANDARDS CHECKBOX	
Sound alignment with national policy framework	√√
Stable funding and budgeting	√√
Evidence-based programme design	√√√
Strong institutional and implementation arrangements	√√
Strong partnerships and inter-sector coordination	√√
Strong community participation and ownership	√

## GOOD PRACTICES - WFP

### School feeding in the policy framework

- **Ensuring alignment with national policies:** the introduction of a “home-based” targeted school feeding programme is cited in the Poverty Eradication Action Plan 2004 as a measure to improve retention while also improving school children’s health and nutrition and developing local agricultural markets.

### Handover arrangements

- **Sensitizing communities to facilitate handing over:** in line with government policy and after consultation with the Ministry of Education and Sports, the WFP country office is handing over school feeding activities to parents and communities in most parts of the country. WFP has supported the Ministry in launching an innovative national campaign to sensitize parents and communities on their roles, with an initial focus on pre-prepared school meals.

### Complementary actions

- **Partnering for the essential package:** partnering with World Vision Uganda in Pader was fruitful for delivering the Essential Package: World Vision International promoted school gardens and woodlots, installed borehole pumps, constructed separate toilets for boys and girls in selected schools, constructed kitchen and storage facilities, installed high-efficiency stoves and promoted HIV/AIDS awareness.

## GOOD PRACTICES - WORLD VISION

### Synergies with other programmes and coordination

- **Integrating government initiatives for HIV/AIDS awareness:** World Vision has integrated the Presidential Initiative on AIDS Strategy for Communication to Youth into its school feeding programme. Under this initiative, HIV/AIDS messages such as HIV/AIDS transmission modalities and preventative measures have been incorporated into the primary school curriculum by providing training to teachers.

**Targeting**

- **Take-home rations to improve attendance:** conditional upon 80 percent attendance, primary students in 40 schools in Pader District received take-home rations consisting of 150 grams of cereals, 45 grams of pulses, 75 grams of corn-soya blend, 5 grams of oil and 10 grams of sugar per day, a ration that provides at least 1,000 kcal per child a day.

**LESSONS LEARNED - WORLD VISION****Community involvement**

- **Involving communities in implementing school feeding in refugee camps:** in refugee camps, community participation in school feeding is limited. Parents participate as cooks and staff, and households do make a nominal monetary contribution to the programme. However, there is no sense of community ownership and little effective participation of community members. The Parent Teacher Associations act as a school lobby to camp managers, with little influence over educational decisions. There is little Ministry of Education involvement in school feeding, apart from the fact that schools must meet the Ministry's standards and teachers are government employees. The Ministry of Education supports negotiations with the donor community to fund school feeding, but it does not provide financial resources to the programme.

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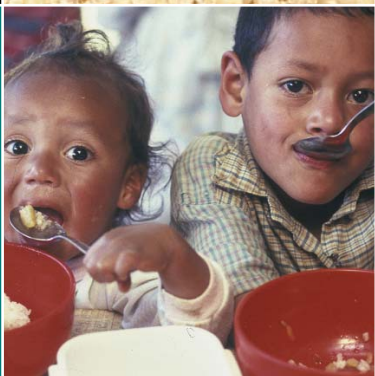
## ANNEX - LIST OF EVALUATIONS

COUNTRY	YEAR	EVALUATION TITLE
Afghanistan	2004	Full report of the evaluation of Afghanistan PRRO 10233
Algeria	2007	UNHCR/WFP Joint Assessment Mission, "Assistance to refugees from Western Sahara"
Angola	2001	Full report of the evaluation of the WFP Angola portfolio
	2005	Full report of the evaluation of the Angola relief and recovery operations portfolio
Benin	2003	Rapport Complet de l'Évaluation à mi-parcours du programme de pays – Bénin (2000 - 2003)
Bhutan	2006	Full report of the evaluation of the Bhutan country programme 10133.0
Brazil	2007	Brazil: a desk review of the national school feeding programme, WFP's Home Grown School Feeding Project
Cameroon	2001	Rapport complet de l'évaluation à mi-parcours PAM/UNESCO du project CAMEROUN 4387.01 ("Assistance alimentaire aux écoles primaires dans les provinces de l'Adamaoua, du Nord, de l'Extrême-Nord et de l'Est")
Chile	2007	Alimentación para la educación: tres experiencias Chilenas de producción local y sinergia social
Colombia	2008	Mid-term evaluation of the Colombia PRRO 10366.0
Djibouti	2009	Mutagorama, A., Information on school feeding from WFP Djibouti, communication via e-mail
El Salvador	2002	Informe final de mitad de período de la evaluación del programa en el país – El Salvador (1998-2002)
Eritrea	2004	Full report of the evaluation of the WFP Eritrea relief portfolio
Ethiopia	2007	Evaluation of the mid-term PRRO 10362.0: Enabling livelihood protection and promotion in Ethiopia
Ghana	2007	Home-Grown School Feeding field case study: Ghana
India	2007	India: a desk review of the India Mid-Day Meals programme, WFP's Home Grown School Feeding programme
Indonesia	2006	Full report of the mid-term evaluation of the Indonesia PRRO 10069 – "Assistance to recovery and nutritional rehabilitation"

(cont...)

COUNTRY	YEAR	EVALUATION TITLE
Kenya	2002	Full report of the mid-term evaluation of the Kenya country programme (1999-2003)
	2008	Evaluation of Kenya emergency operation 10374.0 and country programme 10264.0 (2004-2008)
Lesotho	2001	Full report of the mid-term evaluation of the Lesotho country programme (2000-2002)
Madagascar	2007	Stratégie Nationale d'Alimentation et de Nutrition Scolaire
Malawi	2000	Full report of the mid-term evaluation of the Malawi country programme (1998-2001)
Mali	2001	Rapport complet de l'évaluation à mi-parcours du programme de pays – Mali (1999-2002)
Mozambique	2009	Evaluation of WFP Mozambique country programme 10446.0 (2007-2009)
Pakistan	1999	Full report of the end-of-term evaluation of the Pakistan country programme 1994-1998
Peru	2000	Informe final de la evaluación de la cartera de proyectos del PMA en Peru
Rwanda	2004	Full report of the evaluation of WFP's portfolio of activities in Rwanda
Somalia	2006	Full report of the evaluation of the PRRO 10191.0 – "Food aid an recovery in Somalia"
South Africa	2007	South Africa: a desk review of the national school nutrition programme
Sudan	2006	Full report of the evaluation of EMOP 10399.0/1 – "Assistance to populations affected by conflict in greater Darfur, West Sudan"
Tajikstan	2006	Full report of the evaluation of the Tajikstan PRRO 10231.0 – "Food assistance to vulnerable groups and recovery activities"
Tanzania	2008	Thematic evaluation of WFP's HIV and AIDS interventions in Sub-Saharan Africa
Thailand	2007	Thailand: a desk review of the school feeding programmes
Uganda	2004	Evaluation of WFP's development and recovery portfolio in Uganda
Yemen	2006	Evaluation of the WFP Yemen Country Programme (2002-2007) – full report





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