

Elementary School Feeding and Health Programme Transition strategy

State of Osun, Nigeria



NOVEMBER 2012



STATE OF OSUN TRANSITION STRATEGY PLAN ENDORSEMENT LETTER

The Partnership for Child Development (PCD) consists of a global consortium of civil society organisations, academic institutions and technical experts. The Partnership for Child Development has launched a new programme that will provide direct, evidence-based and context-specific support, and expertise for the design and management of cost effective school feeding programmes linked to local agricultural production in sub-Saharan Africa.

The Transition strategy plan has been developed at the request of the Government of the State of Osun to support the delivery of a sustainable elementary school feeding programme in the state. The aim of this document is to strengthen the capacity needed to implement the State of Osun elementary school feeding programme effectively so as to benefit schoolchildren as well as smallholder farmers. It is the result of joint analysis led by the Ministry of Education, Schools Feeding and Health Programme Unit, the Ministry of Agriculture, in collaboration with Ministry of Health; and the Partnership for Child Development (PCD) and development partners.

The Transition strategy plan prepared with consultation between government and development partners provides a neutral platform for Government advocacy for stakeholders' support, offering direction for programme assistance from the Government of Osun, PCD and development partners. Specifically, the role of PCD in implementing the Transition strategy plan will be to provide facilitation between partners and coordinate the development of technical assistant activities already identified.

Working in partnership with the Government of the State of Osun, PCD would promote donor interest through high level advocacy within national and international community. PCD will further provide direct support in terms of methodologies for costing or modelling the benefits of HGSP, agricultural and market assessments, institutional and capacity analyses and development, training packages and monitoring and evaluation assistance.

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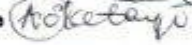
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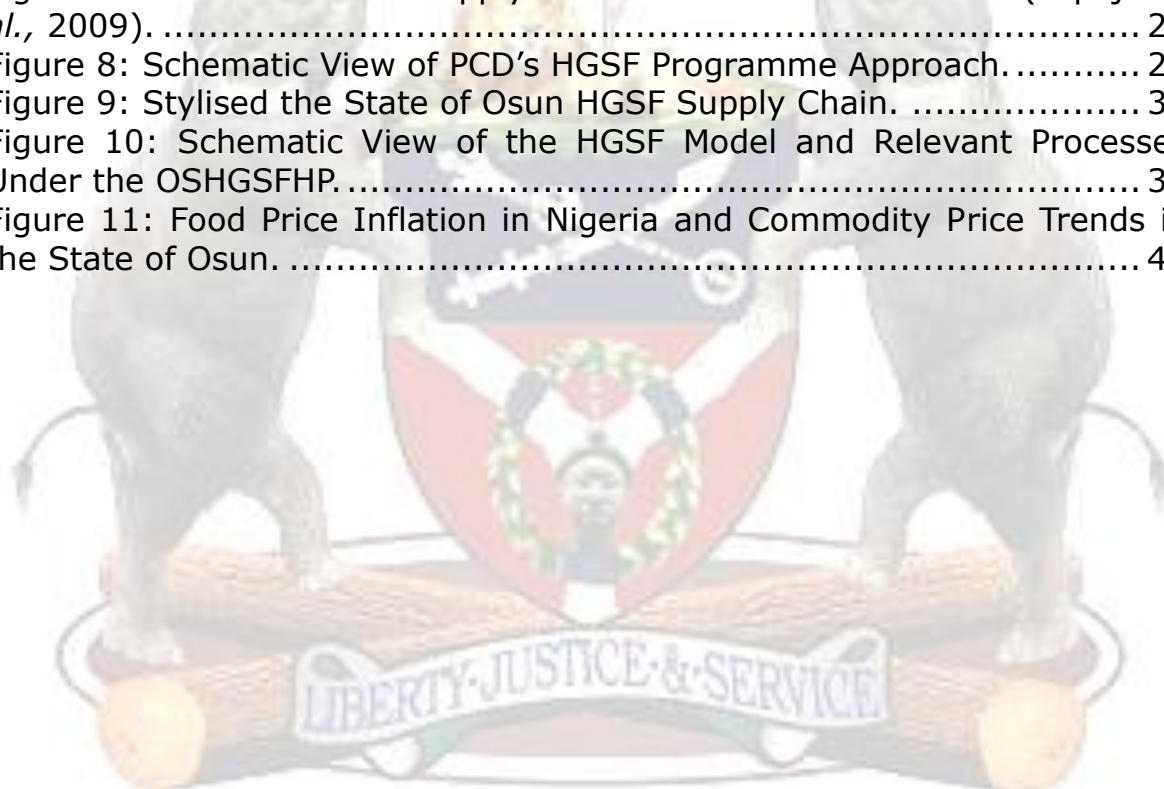
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Abbreviations and Acronyms



| | |
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| ADP | Agricultural Development Projects |
| CAADP | The Comprehensive Africa Agriculture Development Programme |
| CSR | Corporate and Social Responsibility |
| DFID | United Kingdom Department For International Development |
| EFA | Education For All |
| ESFHP | Elementary School Feeding and Health Program |
| FEWS | Famine Early Warning System |
| FRESH | Focusing Resources on Effective School Health |
| GDP | Gross Domestic Product |
| HGSF | Home Grown School Feeding |
| HGSFHP | Home Grown School Feeding and Health Programme |
| IITA | International Institute for Tropical Agriculture |
| LGA | Local Government Area |
| M&E | Monitoring and Evaluation |
| MOA | Ministry of Agriculture |
| MOE | Ministry of Education |
| MOH | Ministry of Health |
| NAFDAC | The National Agency for Food, Drugs Administration and Control |
| NDHS | Nigeria Demographic and Health Survey |
| NEPAD | The New Partnership for Africa's Development |
| NGN | Nigerian Naira |
| NPFS | National Programme for Food Security |
| OSHGSFHP | Osun State Home Grown School Feeding and Health Programme |
| OSSADEP | Osun State Agricultural Development Extension Project |
| O'MEALS | Osun meals |
| PCD | Partnership for Child Development |
| PEPFAR | United States President's Emergency Plan For AIDS Relief |
| PPP | Purchasing Power Parity |
| PTA | Parent Teacher Association |
| SBMC | School-Based Monitoring Committee |
| SHN | School Health and Nutrition |
| SUBEB | State Universal Basic Education Board |
| UBE | Universal Basic Education |
| UNDP | United Nations Development Programme |
| UNESCO | United Nations Educational, Scientific and Cultural Organisation |
| UNFPA | United Nations Population Fund |
| UNICEF | United Nations Children's Fund |
| USAID | United States Agency for International Development |
| WFP | United Nations World Food Programme |
| WHO | World Health Organisation |

Executive Summary

Background

The recent food, fuel and financial crises have highlighted the importance of school feeding programmes both as a social safety net for children living in poverty and food insecurity, and as part of national educational policies and plans. School feeding programmes can help to get children into school, keep them there, to enhance enrolment and reduce absenteeism. Once the children are in school, these programmes can contribute to their learning, and enhancing their cognitive abilities if hunger is eliminated. These effects may be potentiated by complementary actions such as deworming and by providing micronutrients. As school feeding programmes run for a fixed number of days a year and have a pre-determined food basket, they can also provide the opportunity to benefit the farmers and producers by generating a structured and predictable demand for their products, thereby building the market and the enabling systems around it. This is the concept behind Home Grown School Feeding (HGSF), identified by the Millennium Hunger Task Force as a quick win in the fight against poverty and hunger.

In 2003, African Governments included locally-sourced school feeding programmes in the Comprehensive Africa Agriculture Development Programme (CAADP). That same year, the New Partnership for Africa's Development (NEPAD), together with the United Nations World Food Programme (WFP) and the Millennium Hunger Task Force, launched a pilot Home Grown School Feeding and Health Programme (HGSFHP) in twelve countries. So far, Côte d'Ivoire, Ghana, Kenya, Mali and Nigeria are already implementing the programmes. HGSF is clearly demand-driven from Africa, with many countries repeatedly asking for support from development partners. To support the transition from externally-driven school feeding to HGSF, the Partnership for Child Development (PCD) has launched a new programme, "**PCD HGSF programme**" that will support government action to deliver sustainable, nationally-owned school feeding programmes sourced from local farmers in sub-Saharan Africa. The PCD HGSF programme, supported in part by the Bill and Melinda Gates Foundation, is providing direct, evidence-based and context-specific support, and expertise for the design and management of school feeding programmes linked to local agricultural production.

Home Grown School Feeding in the State of Osun

The State of Osun school Feeding Programme (O'Meals) was initiated as a pilot from the federal Government in 2006. O'Meals had progressively grown to serve 1,382 public schools with over 190,000 pupils in all the 31 LGAs in the state of Osun. As a strategy to Banish HUNGER by increasing food production, household incomes and food security in deprived communities, the O'Meals programme has become popular with the indigenes of the state of Osun.

The O'Meals is implemented in all the 31 LGAs in the state of Osun without any National financial support. Coordination and implementation are undertaken by the O'Meals Secretariat, with programme oversight provided by the Ministry of Education (MOE). Technical support is provided through the Programme Steering Committee, although a number of Non-Governmental Organisations (NGOs) and bilateral agencies are also involved with technical support.

The O'Meals programme has enjoyed a number of achievements in education, health and institutional capacity building, however, without effective monitoring and impact evaluation (M and E) the extent of these achievements has not been quantified.

Strengthening Links to Smallholder Agriculture

Past experience shows that the key to success, scale up and sustainability of school health and nutrition (SHN) programmes has been the development of a multisectoral understanding, especially between education and health, as outlined in the internationally recognised FRESH (Focusing Resources on Effective School Health) programming framework. PCD is now aiming to build on this approach by strengthening the links between the Ministries of Agriculture (MOA), O'REAP, QUIIP, and OSSADEP as well as other agencies promoting agricultural development, to the key stakeholders.

This Transition strategy plan has been developed at the request of the Government of the state of Osun to support the delivery of the O'Meals programme. The aim of this document is to strengthen the capacity needed to implement the programme effectively so as to benefit schoolchildren as well as smallholder farmers. In particular, the Transition strategy plan aims at strengthening smallholder farmer participation, as well as strengthening and formalising the links with agricultural partners to move from a local procurement programme to a local production programme.

Integrated Assessment and Planning Process

The HGSF Transition strategy plan in the state of Osun was developed by engaging different stakeholders working across the disciplines of agriculture, education, health and nutrition. Stakeholders involved in the process included policymakers, practitioners, researchers, civil society and the media, from within and outside Nigeria. The scope of the activities followed a standard programme evaluation approach that sets out to capture the needs of the programme and the characteristics of the target population. The assessment and planning process that followed the set of standards developed in *Rethinking School Feeding* to examine school feeding programmes, were: design and implementation, policy frameworks, institutional capacity and co-ordination, financial capacity, and community participation. A stakeholder mapping exercise was then undertaken to provide a clearer understanding of the key stakeholders, their policy position influence with regards to the O'Meals programme and

“enabling environment” dimensions.

PCD HGSF programme approach.

Design and Implementation Standard

HGSF is a tool to reach three different target groups: primary school children, small-scale farmers involved in food production, and community groups involved in food preparation and other income-generating activities associated with school feeding service provision.

The O'Meals programme currently does not offer any specific design components linking the demand from the school feeding programme to smallholder production in the State of Osun. Developing these links remains an important opportunity, as stakeholders identified the need to purchase those items grown through local comparative advantage.

School cooks purchase all food items with the exception of the eggs, beef and chicken which are purchased from poultry farmers and meat sellers association, and distribute to the cooks per day based on the menu. Each cook is provided a flat budget of NGN50 (US\$0.31) per pupil per meal (NGN250 every two weeks per pupil) regardless of the actual price of food. The food vendors are mandated to work in cooperative groups of 25 members each. This initiative is to enable the food vendors leverage resources and materials to maximise profit. A menu is provided by the Nutrition Department of the Ministry of Health with support from Local consultants and is intended to reflect the local seasonal production and nutritional needs of schoolchildren. Daily food provision is envisaged for 195 school days per year. The National Secretariat responsible for programme oversight is responsible for M and E operations, although the strength of the M and E system is unknown as no formal strategy exists. Supervision at the school level is done by the School-Based Monitoring Committee (SBMC).

Enabling Environment: Policy Frameworks Standard

At policy level, there is commitment from many ministries that are key to the success of the O'Meals Programme, At the Federal level; a multisectoral national school health policy was launched in 2005 that recognises the pivotal role of the school feeding programme.

The policy identifies cross-sectoral responsibilities in the delivery of the school feeding services.

However a State cross-sectoral policy has been absent until now. The State plans and objectives lack legal backing and commitment to effective and sustainable implementation.

Enabling Environment: Institutional Capacity and Coordination Standard

Home Grown School Feeding at Federal level is the responsibility of the Ministry of Education; it falls within the activities of the School Health Unit who provides direction at national level.

Ministry of Education has oversight responsibility with OESFHP (O'Meals) serving as the implementing agency in the State of Osun.

Supporting institutions comprise the Ministry of Education including the SUBEB, Ministry of Health and Ministry of Agriculture including the State of Osun Agricultural Development Extension Programme (OSSADEP). There is significant coordination between government ministries and various levels of government. Monitoring and evaluation is conducted by LGEAs, Local Education Inspectors through the Ministry of Education, LGEA level Inspectors report to the LGEA Secretary of Education, and O'Meals staff. O'Meals collects data directly through the offices of LGEAs and Local inspectors of education.

Stakeholders highlighted that the existing structure comprehensive and decentralised. However, cross-sector co-ordination requires strengthening at all levels, including clearer roles and responsibilities across line ministries. There was also a need to strengthen capacity to deliver different programme support functions, particularly designed, advocacy and fundraising, effective communication and M and E. In addition, stronger involvement of partners in the SFP, including civil society groups, NGOs and international agencies, would provide the opportunity to leverage additional resources and capacity to support programme implementation.

Enabling Environment: Financial Capacity Standard

The cost of providing a child with a hot, nutritionally-adequate meal per day was estimated based on budget figures at NGN50 (US\$0.31) or or US\$61 per year. State of Osun is self-funding the total ESFP budget with the responsibilities being shared between the State Government and the Local Government Area's based on 60% and 40% respectively. The school feeding programme in the State of Osun is funded 40% by the state and 60% by the Local Governments. The total annual budget for the O'Meals programme is approximately N1.9 billion (\$9.6 million), excluding staff salaries and other support costs covered by other ministries. The State of Osun State has continued funding beyond the Federal Government's initial contribution of N88 million made in February 2006. O'Meals does not advocate for in kind support from parents or communities. Detailed discussions with programme staff underscored that the cost of the programme is high in relation to the State's overall budget, costing approximately N425 million per term (N1.26 billion annually) on a monthly basis N750,000 (N9 million annually) are budgeted for the M and E activities.

Stakeholders identified the need to develop a fundraising and advocacy campaign to ensure sustainability of the O'MEALS Programme and to engage with key partners through established systems and on-going activities including exploring opportunities with the private sector, development partners as well as other stakeholders. Stakeholders have further expressed the need to vigorously mobilise funding from various sources to support Government funding initiative.

Enabling Environment: Community Participation Standard

Stakeholders have highlighted that the school feeding programme was a worthwhile intervention in the state of Osun; the community not only form part of the beneficiary population but also contribute to the effective implementation of programme activities. At school level, programme implementation is the responsibility of the SBMC; the cooks are also employed from within the local community, strengthening the opportunities for income-generation and community development.

However, their current inclusion was described as lacking coordination and the roles and responsibilities not defined. Mobilising the community was seen as not only critical to enhance the ownership of the programme within the community, but it was also seen as necessary to enable the O'Meals to achieve its goals and objectives.

Stakeholders Mapping

In analyzing the stakeholders' contribution to the Rethinking School Feeding Standards, it was identified that at both the Federal and State level the leading role of the implementing ministries such as Universal Basic Education Board, Ministry of Agriculture, Ministry of Education, and National Planning Commission influence the policy and implementation of the OSHGSFHP.

At the state level, the HGSF Secretariat, Ministry of Agriculture, Ministry of Education, Ministry of Health, Ministry of Women Affairs and Social Development, State House of Assembly, State Universal Education Board, and OSSADEP are influential both at the policy and implementation levels.

At the local governance level, actors including the Local Government Area (LGA) Chairman, LGA Education Secretary, and Traditional Rulers all contribute to programme implementation.

HGSF Transition strategy plan: Addressing Constraints

To support governments and wider HGSF stakeholders in the development and delivery of effective programmes, the PCD HGSF programme works across three interlinking thematic work streams: strengthening the knowledge-base of HGSF, technical support to HGSF policy and programmes, and strengthening partnerships and advocacy for HGSF.

Work Stream 1: Strengthening the Knowledge-Base of HGSF

In the State of Osun, the main drive behind the knowledge-base and operational research related activities in this work stream are designed for the short-term to provide the evidence and knowledge to support the design. In particular, stakeholders identified opportunities to learn from existing HGSF models in other countries, including case studies, learning visits and other related knowledge exchange activities. In addition, there was a need to support policy and planning with analyses on targeting,

costs and supply chain cost-efficiency, exploring trade-offs associated with different programme design and implementation options. Another area of support includes the development of M and E tools.

Work Stream 2: *Technical Support to HGSF Policy and Programmes*

Out of the main focuses of the activities under this, work stream will be on strengthening the design and implementation of the O'Meals programme working across all the components of the programme ranging from needs assessment and targeting, through to ration design, smallholder procurement linkages, processing, distribution, governance, and M and E. Particular components aimed at supporting community level programme activities will also be included in the redesign. Following the redesign of the O'Meals, a broad range of technical support has been planned to build the institutional and implementation capacity at all levels necessary for a successful roll out. Technical assistance activities will also support the policy frameworks, including the possible development of a national policy on HGSF, as well as strengthening links with state senate committees.

Work Stream 3: *Strengthening Partnerships and Advocacy for HGSF*

Stakeholders confirmed the many opportunities that exist to leverage and coordinate partnership activities to enable improved programme impact on the ground. From a funding perspective providing a broad partnership that includes development partners as well as both the public and private sectors is one of the key steps in the transition to a sustainable funding model.

Next Steps

This Transition strategy plan has been developed at the request of the Government of the State of Osun to support the implementation of the Elementary school feeding and health programme. The aim of this document is to strengthen the capacity needed to implement the O'Meals programme effectively so as to benefit schoolchildren as well as smallholder farmers. It is the result of joint analysis led by the O'Meals office and PCD, the Ministries of Education, Health and other key stakeholders.

The participatory assessment and planning process followed the set of internationally recognised school feeding standards developed in '*Rethinking School Feeding*' to examine the feeding programme. The Transition strategy plan describes the current situation and programme structure, programme needs and recommends points of technical assistance for programme and policy development.

The transition strategy plan also provides a medium for government advocacy for stakeholders' support, offering direction for programme assistance from the Government of Osun, PCD and the wider development

community. Specifically, the role of PCD in implementing the transition strategy plan will be to provide facilitation between partners and coordinate the development of technical assistance activities already identified.

Working in partnership with the Government of Osun, PCD will promote donor interest through high level advocacy within the national and international community. PCD will further provide direct support in terms of methodologies for costing or modelling the expected benefits of HGSF, agricultural and market assessments, institutional and capacity analyses and development, training packages, and M and E assistance.



1. Background and rationale

The recent food, fuel and financial crises have highlighted the importance of school feeding programmes both as a social safety net for children living in poverty and food insecurity, and as part of national educational policies and plans. School feeding programmes can help to get children into school, keep them there, to enhance enrolment and reduce absenteeism. Once the children are in school, the programmes can contribute to their learning, and enhancing cognitive abilities if hunger is eliminated. These effects may be potentiated by complementary actions, such as deworming and by providing micronutrients. As school feeding programmes run for a fixed number of days a year and have a pre-determined food basket, they can also provide the opportunity to benefit farmers and producers by generating a structured and predictable demand for their products, thereby building the market and the enabling systems around it. This is the concept behind Home Grown School Feeding (HGSF), identified by the Millennium Hunger Task Force as a quick win in the fight against poverty and hunger.

A recent analysis developed by the World Bank, the United Nations World Food Programme (WFP) and The Partnership for Child Development (PCD) identified that today, perhaps for the first time in history, every country for which we have information is seeking to provide food, in some way and at some scale, to its schoolchildren (Bundy *et al.*, 2009). The coverage is most complete in rich and middle income countries – indeed it seems that most countries that can afford to provide food for their schoolchildren, do so. Where the need is greatest, in terms of hunger, poverty and poor social indicators, however, the programmes tend to be the smallest, though usually targeted to the most food insecure regions. In most countries in sub-Saharan Africa, the existing school feeding programmes tend to rely on external funding and implementation. *Rethinking School Feeding* highlight past experience that shows that countries do not seek to exit from providing food to their schoolchildren, but rather tend to transit from externally supported projects to nationally-owned programmes.

Low income countries transitioning toward sustainable, government-funded implementation of school feeding programmes provide the perfect opportunity to strengthen links between school feeding, agricultural and community development. The recent World Bank/WFP/PCD analysis identifies five stages in this transition process, and draws three main conclusions. First, programmes in low income countries exhibit large variations in cost, with concomitant opportunities for cost containment during the transition process. Second, programmes become relatively more affordable with economic growth, which argues for focused support to help low income countries to move through the transition. Finally, the main pre-conditions for the transition to sustainable national programmes are mainstreaming school feeding in national policies and plans, national financing, and national implementation capacity. Countries that have

made this transition have all become less dependent on external sources of food by linking the programmes with local agricultural production. This is the main drive behind HGSF.

1.1. Regional Action on Home Grown School Feeding

In 2003, African Governments included locally-sourced school feeding programmes in the Comprehensive Africa Agriculture Development Programme (CAADP). That same year, the New Partnership for Africa's Development (NEPAD), together with WFP and the Millennium Hunger Task Force, launched a pilot Home Grown School Feeding and Health Programme (HGSFHP) designed to link school feeding to agricultural development through the purchase and use of locally and domestically produced food (NEPAD, 2003). Twelve pilot countries (Angola, Democratic Republic of Congo, Ethiopia, Ghana, Kenya, Malawi, Mali, Mozambique, Nigeria, Senegal, Uganda and Zambia) were invited to implement the HGSFHP. So far, Côte d'Ivoire, Ghana, Kenya, Mali and Nigeria are already implementing the HGSFHP.

HGSF is clearly demand-driven from Africa, with many countries repeatedly asking for support from development partners. To support the transition from externally-driven school feeding to HGSF, The Partnership for Child Development (PCD) has launched a new programme "**PCD HGSF programme**" to support government action to deliver sustainable, nationally-owned school feeding programmes sourced from local farmers in sub-Saharan Africa. The PCD HGSF programme, supported in part by the Bill and Melinda Gates Foundation, is providing direct, evidence-based and context-specific support and expertise for the design and management of school feeding programmes linked to local agricultural production.

1.2. Home Grown School Feeding in the State of Osun in Nigeria

In 2004, the Federal Government of Nigeria initiated the HGSFHP through the Universal Basic Education (UBE) Act. The legislation stipulated that at a minimum, all State primary schools must provide one meal a day to each student. To begin the national programme the Federal Ministry of Education decided on a phased-pilot rollout for the programme, beginning with 13 Nigerian States selected from the six geo-political zones and included: Abuja (the Federal Capital Territory); Bauchi; Cross River; Enugu; Imo; Kano; Kebbi; Kogi; Rivers; Ogun; Osun; Nasarawa; and Yobe. Out of the 13 original pilots, the State of Osun Home Grown School Feeding and Health Programme termed "Elementary school feeding programme" (O'Meals) is the only one to continue and represents a model of good practice amongst other school feeding initiatives in Nigeria. To date, however, no impact evaluations have been undertaken on the programme and as a result, there is little or no empirical evidence on the impact of the O'Meals in the literature.

The success of O'Meals is attributable to a number of factors, including strong political will as well as effective financial disbursement and food procurement practices. The State of Osun SFP is currently feeding over 190,000 children in primary school grades 1-3 in all 1,382 public schools across the state. Each child is provided with one cooked meal per day. One cook (commonly referred to as 'food vendor') prepares meals for an average of 50 students. In order to meet the dietary requirements of the menu, 40% of the SFP funds for food purchases are spent on protein (poultry, chicken and eggs), procured to the programme through consolidated farmer associations at regional distribution centres. The remaining 60% is spent on non-perishable staples such as vegetables and fruit. The State of Osun SFP (O-Meals) ensures cash is transferred every 2 weeks into designated bank accounts for each cook. The cook is then able to purchase the decentralized food items at regional markets.

The Osun SFP coordination and implementation are undertaken by the Elementary School Feeding and Health programme office (Secretariat) with programme oversight provided by the Ministry of Education (MOE). The Programme Steering Committee is made up of stakeholder line Ministries who offer technical support alongside a number of non-governmental organisations (NGOs) and bilateral agencies who provide technical guidance.

Opportunities for strengthening the Osun SFP in moving forward include developing more explicit links with local smallholder farmers to enhance local agricultural production. Additionally, documentation of the successes by the State of Osun could be useful for HGSF advocacy elsewhere in Nigeria, as other States have shown interest in the model.

The Osun SFP has appropriate objectives that are aligned to the education, health and nutrition as well as food security objectives in the six points integral action plan of the Government of the State of Osun. Notwithstanding the above, challenges remain which have been highlighted by the programme Office to include;

- Absence of a school feeding policy document for the programme,
- The need for resource mobilisation, encouraging private sector involvement.
- Limited coordination of the programme, inter-ministerial cooperation, and fragmentation of services across key sectors.
- Lack of operational guidelines in programme, accountability or finance.
- Lack of effective monitoring and evaluation structure for the programme.
- Continued funding support for the programme was also identified as a need, especially given the aim of expanding to higher public primary school grades.

- Lack of comprehensive procurement system that makes engaging of smallholder farmers possible.
- Limited community participation.
- Lack of clear targeting methodology.
- Uncertain institutional sustainability, regarding political will and financial resources.

1.3. The Transition Strategy

The transition strategy supports government action to deliver sustainable, nationally owned cost-effective school feeding programmes sourced from local farmers in sub-Saharan Africa. The strategy, developed in partnership with stakeholders, provides an agreed document that indicates a way forward by which school feeding policies and programmes, inclusive of government capacity to implement them, will be developed or strengthened. Therefore ensuring the increased responsibilities are being matched by the required capacity. The process includes collaborative analysis of the current situation, capacity gaps and capacity needs, and a roadmap with objectives, milestones, timelines and roles and responsibilities. The document also offers a means of advocating support to the wider community, by presenting opportunities for engagement in a structured and coordinated manner.

The participatory assessment and planning process embodied in the transition strategy followed the set of internationally recognized school feeding standards developed in *'Rethinking School Feeding'*. The strategy describes the current situation, programme structure and programme needs, and recommends points of technical assistance for partnership collaboration on programme and policy development.

This document has been developed at the request of the Government of the State of Osun to support the advancement of the School Feeding and Health Programme. The aim is to strengthen the capacity needed to implement the programme effectively so as to benefit schoolchildren as well as smallholder farmers.

The strategy provides a neutral platform for multi-party involvement to facilitate effective government support. By determining existing programme gaps and support, the document can be used by the Government of the State of Osun as a platform to strengthen the State's school feeding programme, and in time, present an opportunity for sharing lessons on effective and sustainable implementation of home grown school feeding in Nigeria. To this end, the process and subsequent document is intended as a 'Road Map' to achieve the long-term vision of a nationally owned, sustainable school feeding programme in the State of Osun, and by extension, the Federal State of Nigeria as a whole. As a living document, a transition strategy requires regular updating as the

challenges and needs of the programme evolve. Comprehensive support is facilitated by clear understanding of existing gaps and opportunities for partnership support to government. Identified as an immediate priority for support by stakeholders in the State of Osun during the TAP process, technical support activities have already begun with the support of the upgrading of the State case study and the development of a programme document on the Osun Elementary School Feeding and Health Programme.

1.4. PCD Comparative Value

Past experience shows that the key to success, scale up and sustainability of school health and nutrition (SHN) programmes have been the development of a multisectoral understanding, especially between education and health, as outlined in the internationally recognised FRESH (Focusing Resources on Effective School Health) programming framework¹. The Transition strategy process and document aims to build on the FRESH approach, by strengthening the links between all Ministries and development partners engaged in HGSF programmes. The technical breadth of HGSF programmes demands a multi-stakeholder approach to support, drawing on the resources and expertise of government and development partners facilitated by the transition strategy process and document.

Given the clear opportunity for collaboration and the engagement from all key partners in the State of Osun, the Government of Osun under the oversight of Osun Elementary School Feeding and Health Programme Unit and collaborating ministries (the Ministry of Education, Agriculture, and Health) and PCD have jointly developed this paper aimed at capturing the scope of the proposed technical support activities. Section 5 provides a comprehensive analysis of the stakeholders involved in the OSESFP.

1.5. Objectives

The overall objective of this transition strategy plan is:

To support the Government of the State of Osun to take leadership and ownership of its HGSFH programmes with key objectives specifically benefitting schoolchildren and smallholder farmers:

Other objectives include:

- To support the capacity needed to effectively implement the Osun Governments ESFH programmes.

¹ FRESH developed jointly by the United Nations Educational, Scientific and Cultural Organisation (UNESCO), the World Health Organisation (WHO), the United Nations Children's Fund (UNICEF), Education International, and the World Bank, was launched at the World Education Forum in Dakar in April 2000, which carried the clear message that good SHN is a key component of efforts to achieve Education for All (EFA).

- To support smallholder farmers participation in the school meals programmes in the State of Osun.
- To strengthen and formalise links with agricultural partners to move from a local procurement programme to a local production programme.

1.6. Structure and Outline

As a first step, the transition strategy process has been a co-ordinated and comprehensive assessment of gaps, challenges, and opportunities facing ESFHP in the State of Osun. The assessment was developed by engaging different stakeholders working across the traditional disciplines of agriculture, education, health and nutrition, involving policymakers, practitioners and researchers. This assessment followed the set of international standards developed in *Rethinking School Feeding* to examine the current status of school feeding programmes and has provided the basis for the transition strategy plan presented in this document.

This paper outlines:

- The State of Osun Overview – education, food security, agriculture.
 - Overview of -going processes – such as formulation of PRSP, education plan, decentralisation process, partners’ strategies... (Section 2).
- Overview of school feeding programmes: This section includes the vision for and objectives of school feeding in the country and the methodology followed in this planning exercise (Section 3).
- Assessment of current School Feeding Programmes –
 - Assessment of each domain (5 Standards)
 - Summary of findings and priority capacity gaps (Section 4).
- Stakeholders analysis and current capacity development efforts (including on-going support activities) across the *Rethinking School Feeding* Standards (Section 5).
- Road Map with key objectives by domain and strategies/activities to meet the objectives. (Section 6).
- The Implementation steps required from the transition strategy plan for the Government of the State of Osun (Section 7).

2. The State of Osun: Overview

2.1. Overview

The State of Osun is located in the South-Western part of Nigeria, covering an area of approximately 14,875 square kilometres. The State of Osun has an estimated population of nearly 4 million people, with a GDP per capita (PPP) of US\$2,076 and a highly agrarian economy where vast majority of the population are involved in farming. Nearly 70% of which are involved in smallholder farming.

Nigeria is a low to middle income country with a population of over 162 million people, over 40% of who are under 14 years of age. According to the United Nations Development Programme (UNDP), Nigeria is ranked 156th in the Human Development Index table, with an average life expectancy at birth of 51.9 years, mean years of schooling 25 years (adult) 5 % and a gross domestic product (GDI) per capita (PPP – purchasing power parity) of US\$2,001 (UNDP 2011).

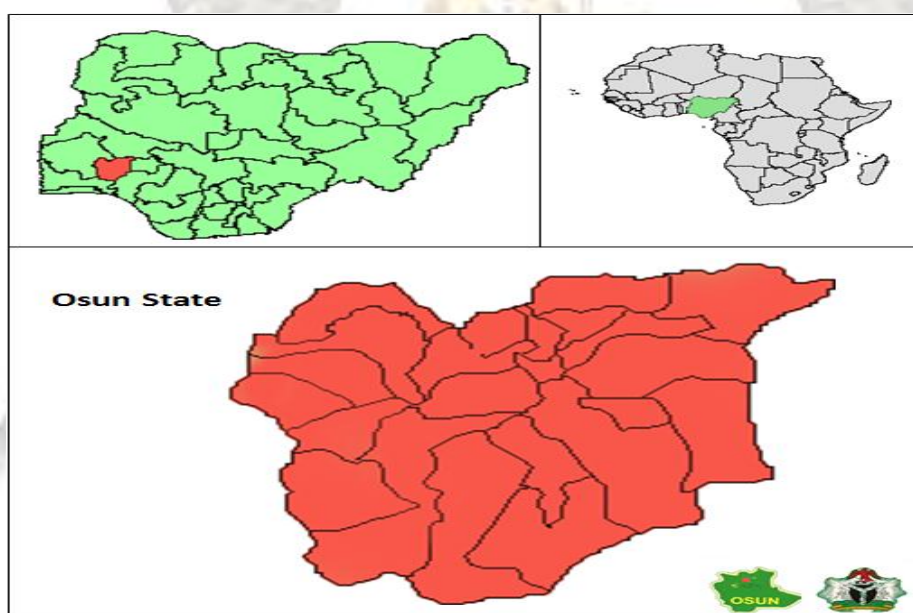


Figure 1: Map of the State of Osun, Nigeria.

2.2. Agriculture and Food Security

The State of Osun is made up of three agro-ecological zones: rainforest, derived savannah and guinea savannah. It enjoys a tropical climate with prominent wet and dry seasons. The rainy season generally occurs between March and October while the dry season occurs between November and February yearly, as detailed in Figure 2. The mean annual temperature varies between 21 degrees Celsius and 31 degrees Celsius

and the annual rainfall ranges between 800 millimetres in the savannah agro-ecology to 1,500 millimetres in the rainforest belt.

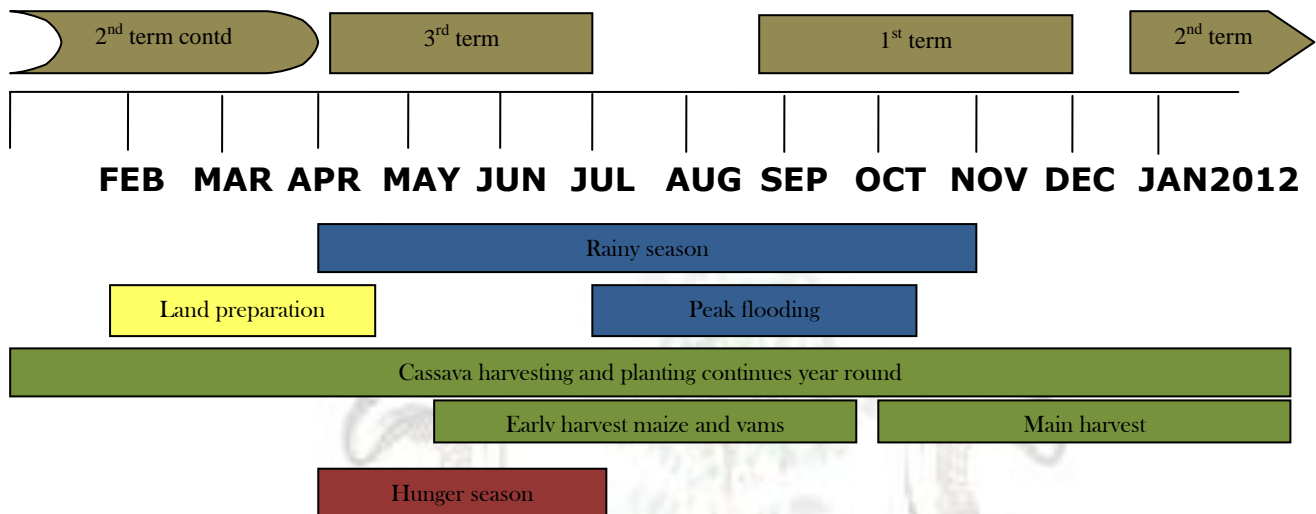


Figure 2: Seasonal Calendar and Critical Events Timeline for the State of Osun (Adapted from FEWS NET 2011).

The State of Osun agriculture products include a mixture of: cereals; roots and tubers; fruits and vegetables; legumes; industrial crops; tree crops; forests and shrubs; and livestock and fisheries (see Figure 3 on the next page).



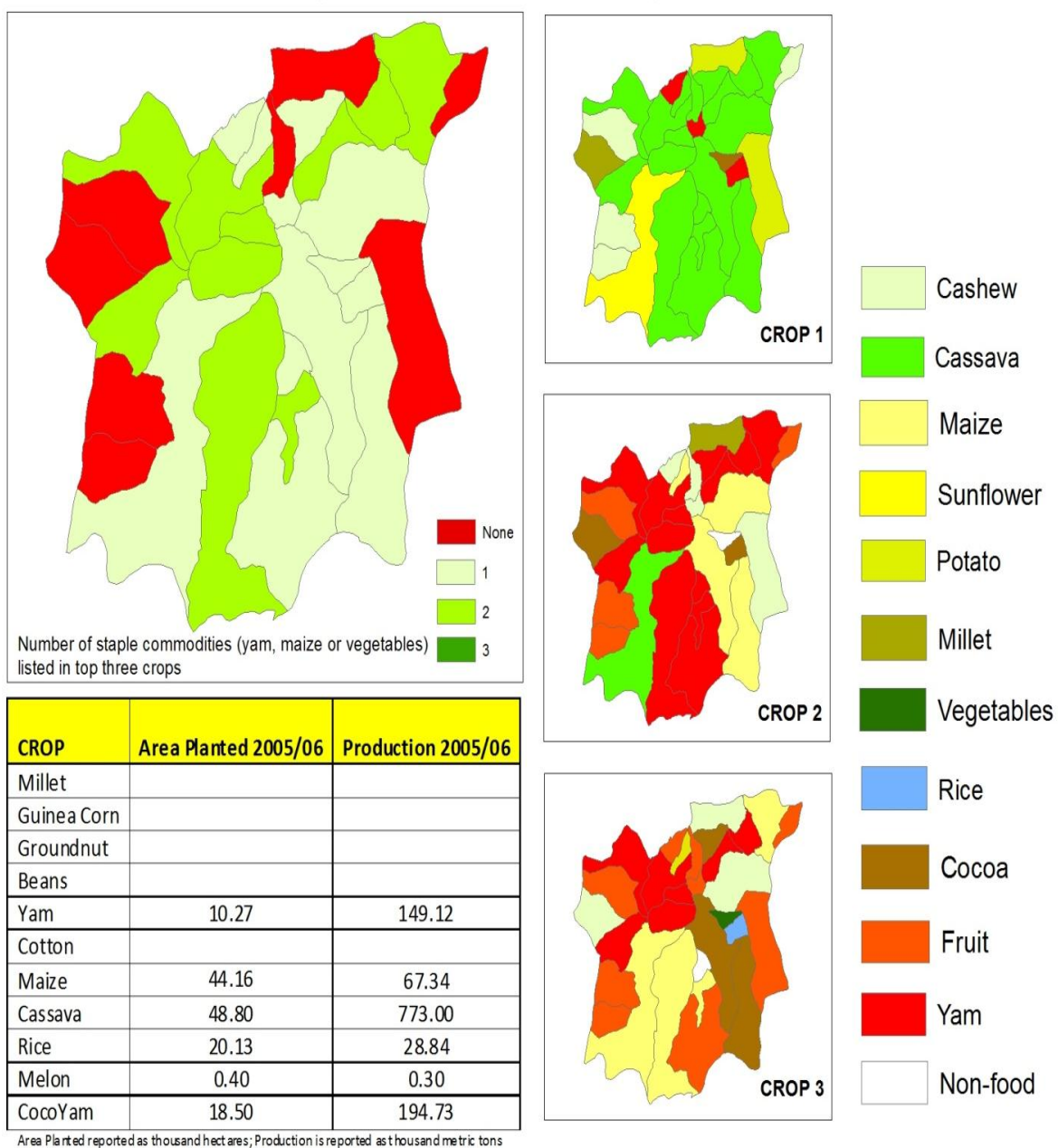


Figure 3: Crop and Production Statistics for the State of Osun, 2005/06. (IITA, Smith, 2010)

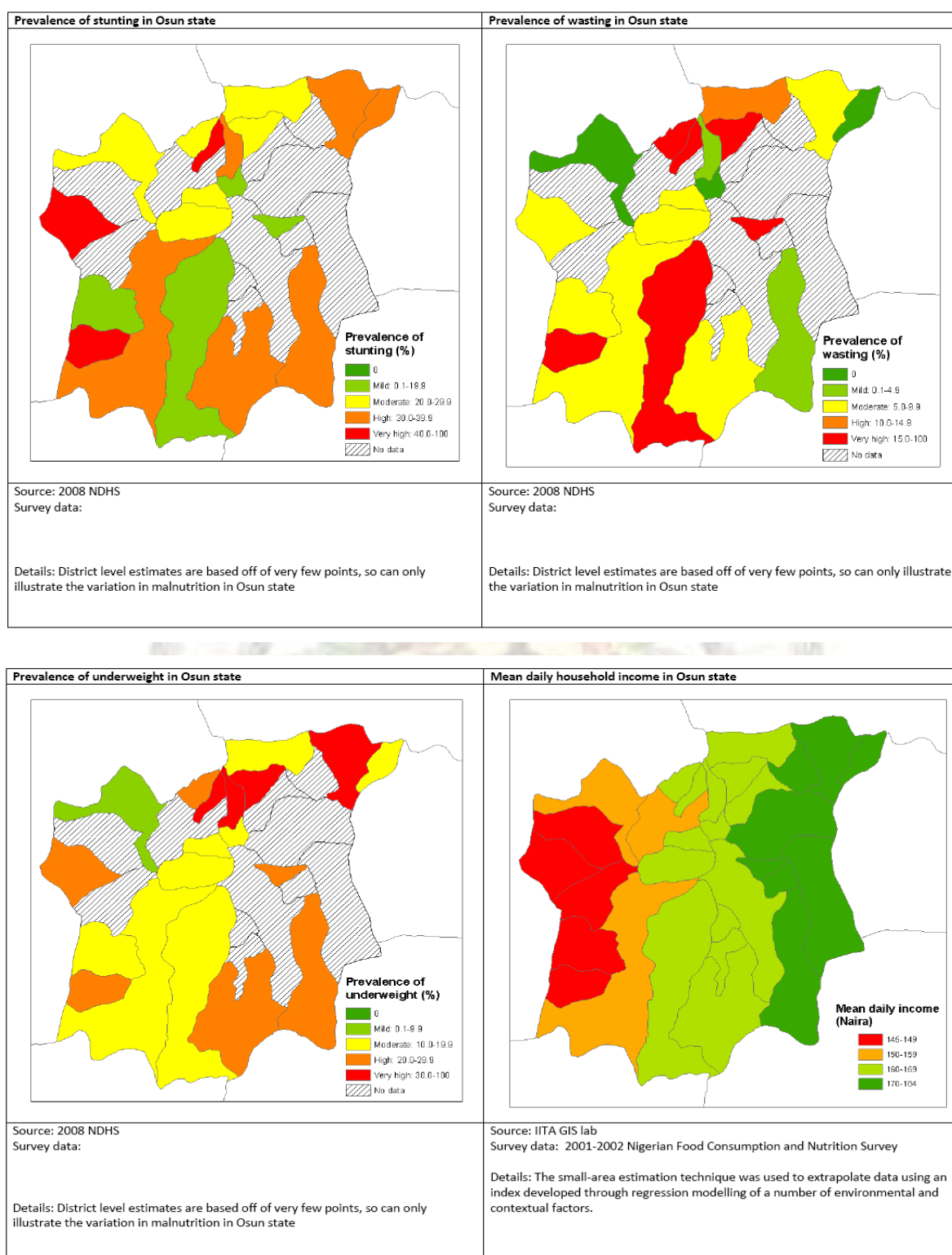
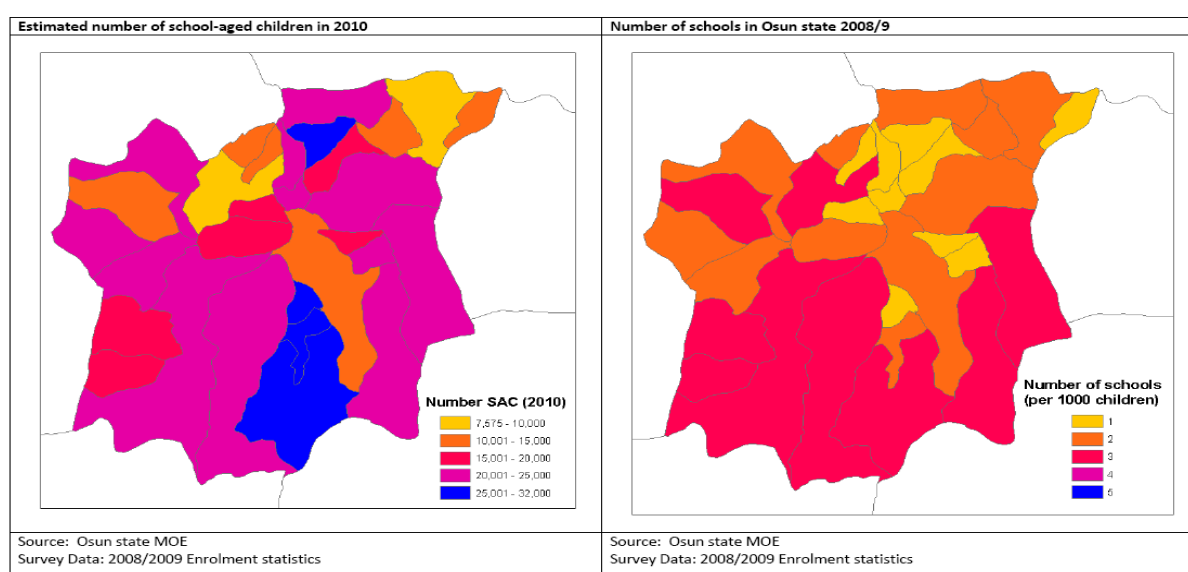


Figure 4: The State of Osun Nutrition and Income Indicators

2.3. Primary Education in the State of Osun

The State of Osun is estimated to have about 1 million school-age children, half of whom are currently enrolled in school, and 49% of whom are girls (NDHS 2008). According to the national school census and the NDHS data, the State of Osun has high school attendance rates and in 2009, 1 to 4 schools were reported for every 1,000 children (i.e., 250 to 1,000 children per school)². While as a whole, the State has similar numbers of girls and boys enrolled in primary school, this gender balance varies between Local Government Areas (LGAs), with Ilesha-West having the lowest gender parity index at 56 females to 100 males enrolled (see Figure 5 below).



² Osun State Ministry of Education 2008/2009 enrolment statistics

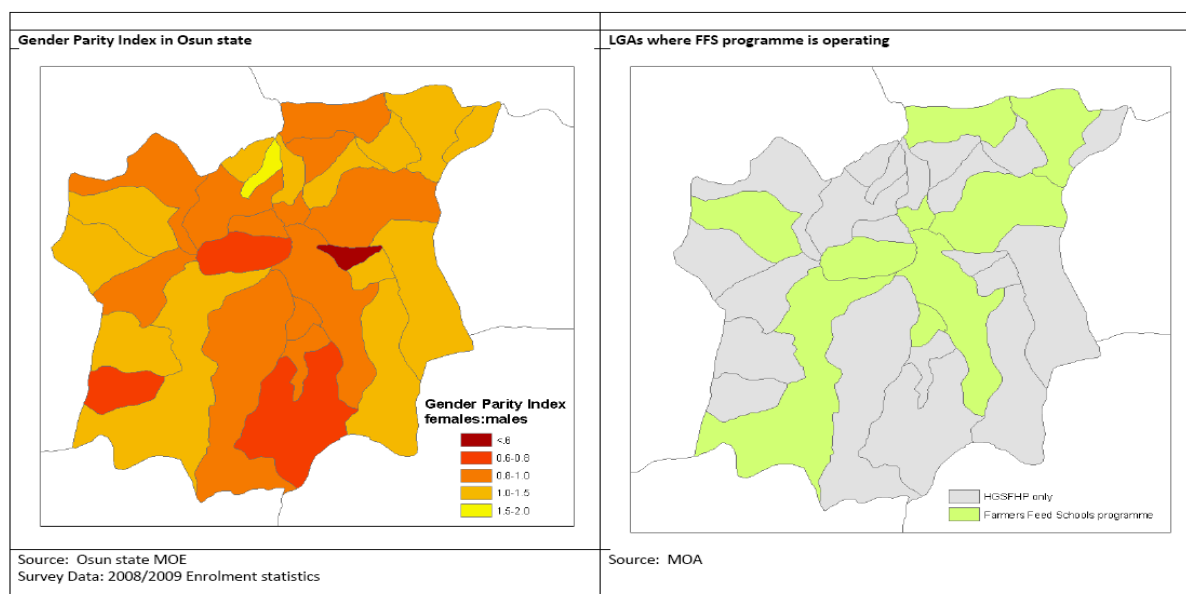


Figure 5: The State of Osun Education Indicators

According to the 2008 Nigeria Demographic and Health Survey (NDHS), 31% of the children in the State of Osun are stunted and 12% are wasted (NPC 2008). A breakdown of the figures for stunting, wasting and underweight can be found in Figure 4, which also maps the differences in mean daily household income across the State. Annex 2 provides the maps of the health and nutrition indicators in the State.

- Overview of school feeding programmes. This section includes the vision for and objectives of school feeding in the country and the methodology followed in this planning exercise (Section 3).

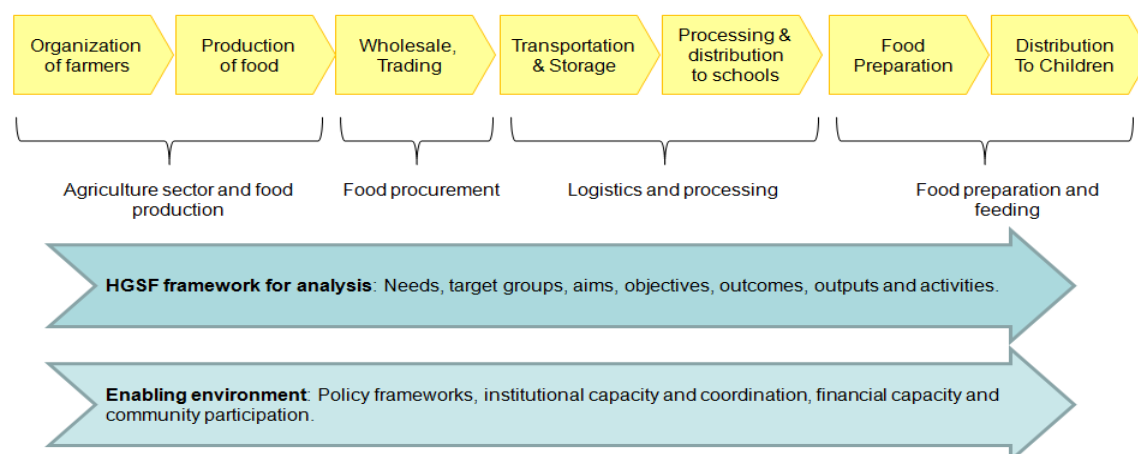
3. HGSF Transition strategy plan Approach

3.1 Rethinking School Feeding Standards

As a first step of the PCD HGSF programme, PCD has been coordinating a scoping analysis designed to develop a better understanding of the HGSF system in its different, context-specific configurations. The HGSF framework for analysis in the State of Osun was developed by engaging different stakeholders working across the traditional disciplines of agriculture, education, health, and nutrition. Stakeholders involved in the process included policymakers, practitioners, researchers, civil society and the media, from different countries and continents. The scope of activities followed a standard programme evaluation approach that sets out to capture the needs of the programme and the characteristics of the target population, and then developed the programme theory for HGSF, covering both impact and process dimensions (Rossi *et al.*, 2005). The analysis also followed the set of standards developed in *Rethinking School Feeding* to examine school feeding programmes, namely design and

implementation, policy frameworks, institutional capacity and co-ordination, funding, and community participation (Bundy *et al.*, 2009). Design and implementation were examined separately to allow for a more detailed analysis of the HGSF supply chain. In particular, the design of the programme was examined using the “HGSF framework for analysis” approach (as shown schematically in Figure 8).

Figure 6: Capturing Elements of the HGSF Supply Chain, Framework for Analysis and Enabling Environment



This approach also builds on the key findings from past and ongoing HGSF experiences in different countries to identify a set of key elements, or building blocks, of the HGSF supply chain (Espejo *et al.*, 2009). They represent a first attempt to capture the scope of the activities that HGSF programmes cover, and begin to articulate the links between the activities and the HGSF objectives. From this perspective, the HGSF supply chain begins with agriculture and food production activities, followed by trading, logistics, food management and distribution to the children in schools. The remaining four standards: policy frameworks; institutional capacity and coordination; financial capacity; and community participation are grouped under the “Enabling Environment”, cross-cutting the HGSF supply chain.

HGSF programmes exhibit different, context-specific configurations (see Figure 6). Different approaches can even co-exist in the same country, where, for instance, HGSF implementation is owned by decentralised institutions (e.g. individual states in Chile or India), or where agencies like WFP are complementing the national HGSF programmes (e.g., Ghana and Kenya).

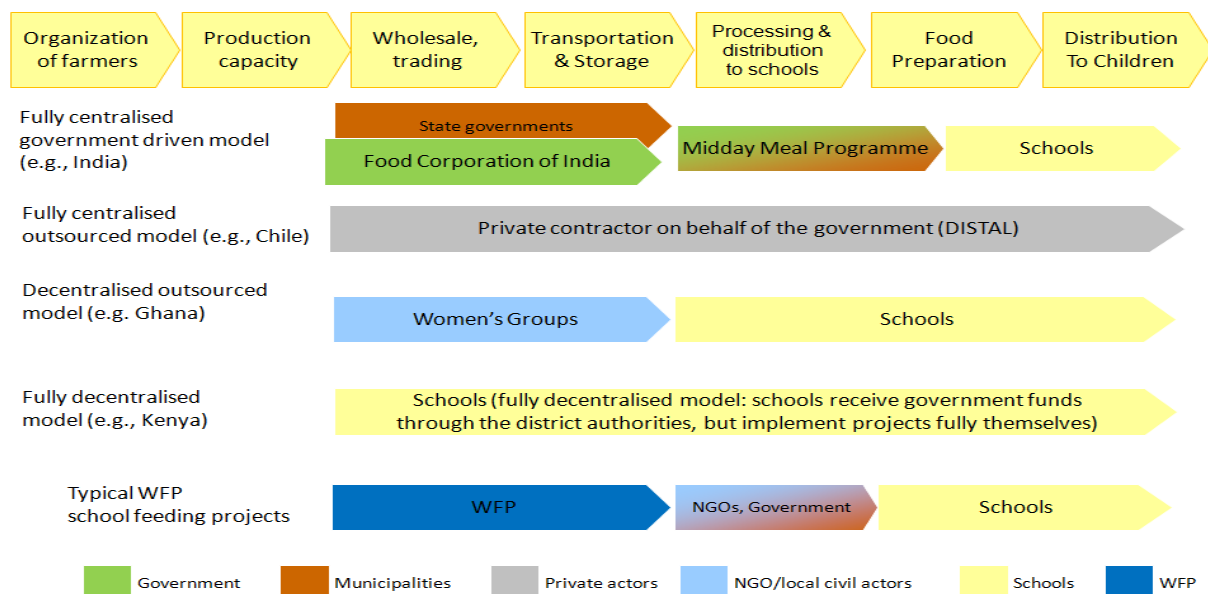


Figure 7: Models of HGSF Supply Chains in Different Countries (Espejo *et al.*, 2009)

One aspect of this work is not to determine which HGSF model is 'best' (since, for example, the India model is unlikely to be politically viable in Kenya), but what efficiencies or innovations can be shared across different country contexts. This conceptualisation provided the basis for the integrated country level assessments of gaps, needs, and constraints that fed into the development of this HGSF transition strategy plan (see Figure 7). This framework also provided the reference to address the knowledge gaps on HGSF through operational research, including the development and field testing of methodologies and tools that can be used to explore the necessary linkages between schools, local procurement and smallholder farmers.

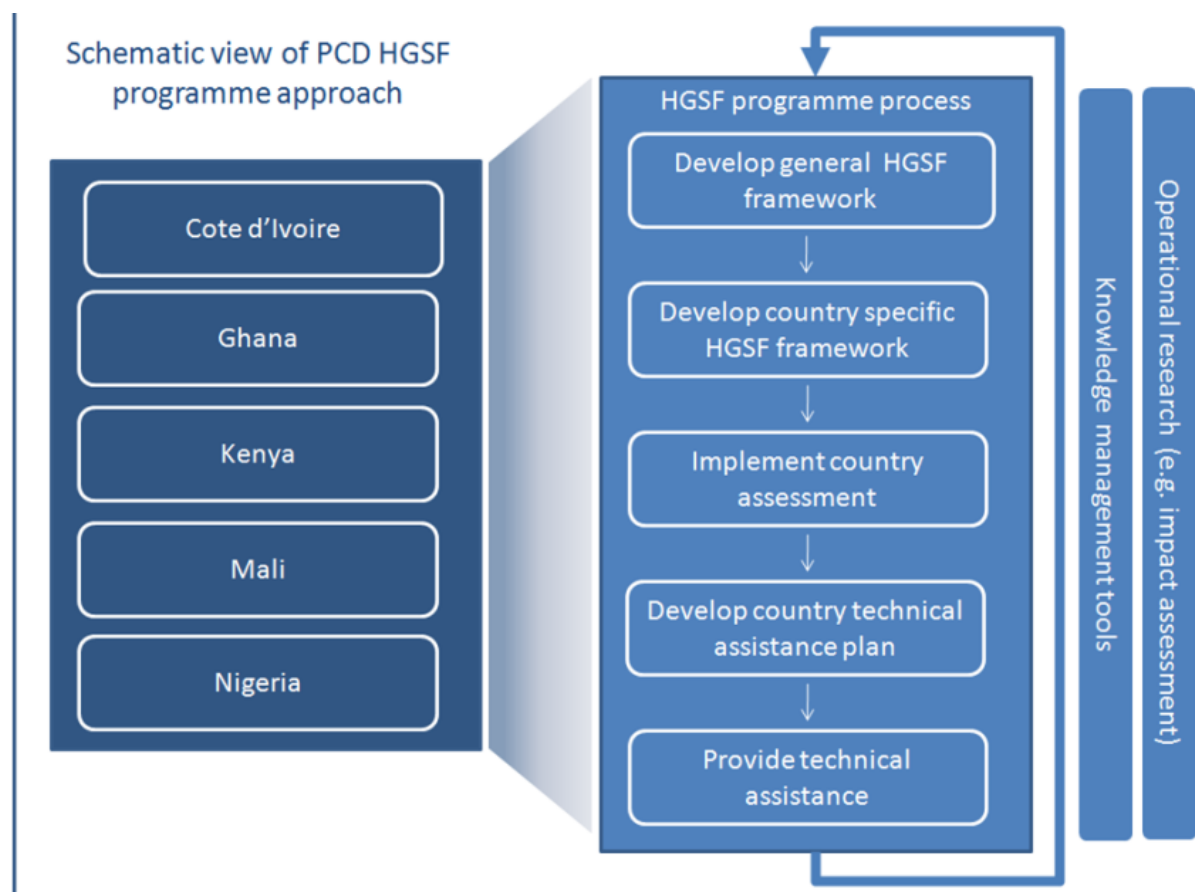


Figure 8: Schematic View of PCD's HGSF Programme Approach

3.2 Methodology

The **Osun Elementary School Feeding and Health Programme (a.k.a O'MEALS)** which was formerly known as Home Grown School Feeding and Health Programme was restructured by the administration of the Governor of the State. This was done to seek to reverse the very low academic performance of pupils in both internal and externals, and the realisation that good nutrition is necessary for proper cognitive development of pupils. The need for an ESF policy embedded within the framework of the Government of Osun State has been identified as key to the sustainability of the O'Meals programme. Various procedures need to be formalised within a programme document and the need for a framework for a strategic transition plan has been highlighted. Achieving full transition to State ownership, one that links smallholder farmers to school feeding, requires support and assistance from all stakeholders. It is against this background that a two-day meeting was organised in Osun.

The Meeting was held with participants from the Federal Ministry of Education, the line ministries, research institutions, international agencies, State Government parastatals, Members of the State House of Assembly, Government Officials as well as staff of the O'Meals office (Osun Elementary school feeding programme). The Workshop participants recognised that:

- the school feeding programme had a potential to improving both education, health and agricultural outcome
- there was sufficient and political will by the state government which would continue to provide the necessary leadership and promotion of the State of Osun programme as a best practice case.
- the home grown school feeding programme had come to stay and the benefits of the programme were visible, especially in the attainment of the educational goals.

At the workshop, a first attempt to capture the scope of the activities that the O'Meals programme cover, and to articulate the links between the activities and the state objectives was done.

OSHGSFHP Goals and Objectives

The objectives of the national school health policy (see Section 4.2) include to:

- Reduce hunger among school children
 - Increase school enrolment, attendance, retention and completion rates particularly among children in poor rural communities and urban neighborhoods
 - Improve the nutritional status of school children
- Enhance the comprehension and learning abilities of pupils/ students

The characteristics of school feeding services include:

- Provision of, at least, one adequate meal a day to school children
- Adequate sanitation and hygiene practices among food handlers including routine medical examination and vaccination
- Food fortification and supplementation
- Regular deworming
- Promotion of health related-school policies

The programme service aims to:

- Ensure that children receive at least one substantial well-balanced meal a day that provides a minimum of 33% of the recommended daily intake of key vitamins and nutrients; and
- Provide necessary school, health and nutrition services to students.

Having deliberated on the five standards of sustainable school feeding which are:

- Policy
- Funding
- Institutional capacity and coordination

- Implementation and design
- Community participation.

it was agreed that the vision and objectives of the programme will align to the objectives of the National HGSFP thus:

VISION

To raise well-nourished and healthy children, who are happy and eager to attend and complete their basic education, in a friendly, attractive and stimulating learning environment.

OBJECTIVES

- Improvement of nutritional and health status of school children
- Increasing school enrolment, retention and completion
- Stimulating job creation, local goods production and income generating activities of local farmers
- Reduction of incidence of poverty and stimulating development of small and medium scale enterprises

4. Integrated HGSF Country Level Assessment

This section provides an overview of the current status of HGSF in the State of Osun, Nigeria and describes the findings of an assessment aimed at capturing programme constraints, needs and gaps across the five *Rethinking School Feeding Standards* (design and implementation, policy frameworks, institutional capacity and co-ordination, financial capacity, and community participation).

4.1. Design and Implementation

School feeding programmes should be designed based on a correct assessment of the situation in a particular country. It is important that the programme clearly identifies the problems, the objectives, and the expected outcomes in a manner that corresponds to the country's specific context. It is also important that the programme targets the right beneficiaries and chooses the right modalities of food delivery and a food basket of the right quality. Complementary actions such as food fortification and deworming should be a standard part of any school feeding programme.

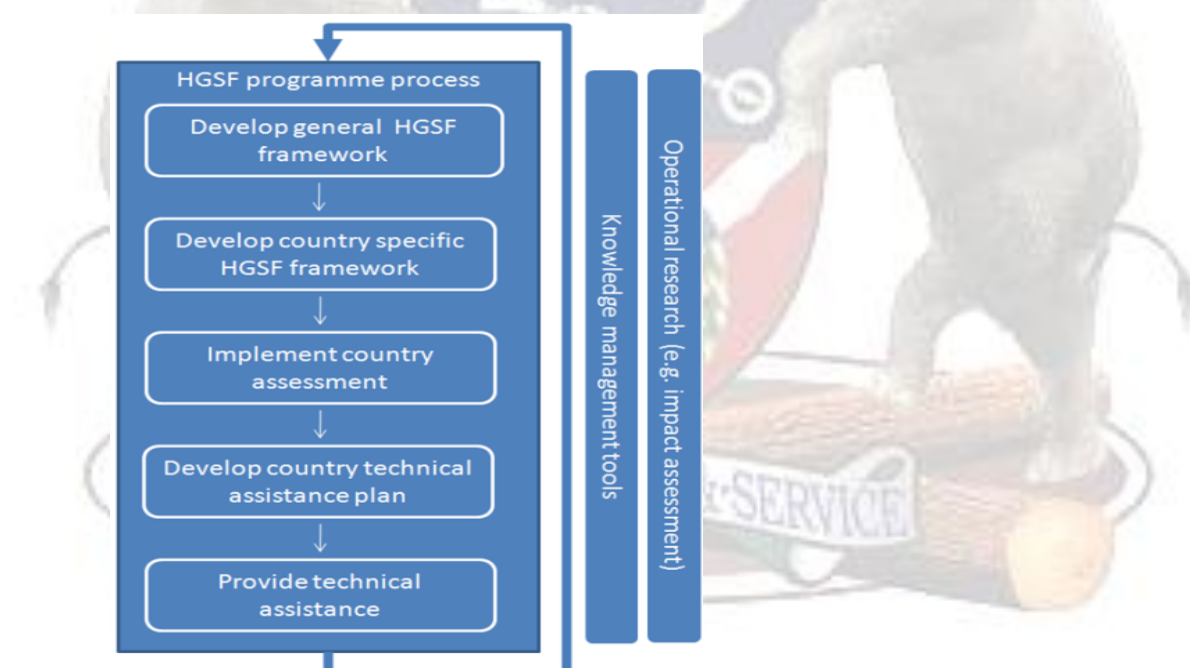
School feeding requires a robust implementation arrangement that can procure and deliver large quantities of food to targeted schools, ensure the quality of the food, and manage resources in a transparent way. Countries and partners should carefully balance international, national,

and local procurement of food to support local economies without jeopardising the quality and stability of the food pipeline.

Source: Bundy et al., 2009.

The **Osun Elementary School Feeding and Health Programme (O'MEALS)** which was formerly known as the State of Osun Home Grown School Feeding and Health Programme commenced as a pilot programme in May 2006. It had since been restructured to support the six point integral action plan which includes banishing hunger and poverty within the State of Osun by the administration of Ogbeni Rauf Adesoji Aregbesola, the Governor of the State. Therefore, feeding under the new initiative of the O'MEALS Programme commenced on Monday, 30th April 2012. O'MEALS School Feeding Programme is being implemented in a total of 1,375 Primary Schools across the State of Osun and currently caters for 190,000 children in primary one to primary three.

The daily feeding allowance for each pupil has been increased from the initial ₦30 (US\$0.20) per child per day to ₦ 50.00 (US\$0.31). In a week, a child is fed with ₦250.00 (US\$1.56). A total of 3,007 food vendors/cooks were employed and trained to serve the midday meals for



pupils of classes 1, 2 and 3 in all Primary Schools in the State of Osun.

ESFHP is implemented under direct oversight by the Ministry of Education, where the Permanent Secretary reports directly to the Deputy Governor. Community members play an important role in the programme through their participation in Parent Teacher Associations (PTAs) and School-Based Monitoring Committees (SBMCs).

The ESFHP additionally provides other school health and nutrition services to all Kindergarten and Primary School Pupils in the State of Osun. One of such services is the school-based deworming programme which caters for 357,533 children from primary one to six; drugs are distributed from the ESFHP implementation unit to the LGEA secretariat and finally administered at school level by trained teachers.

The following sections describe the needs of the programme and the characteristics of the target population, and then develop the programme theory for HGSF, covering both impact and process dimensions following a standard programme evaluation approach. (Rossi et al., 2004).

4.1.1. Needs and Target Groups

HGSF is a tool to reach three different target groups: primary school and kindergarten children; small scale farmers involved in food production; and actors (i.e., community groups) within the supply chain involved in food preparation and other income-generating activities associated with school feeding service provision.

4.1.1.1. Primary School and Kindergarten Children

As currently implemented, the main target group of the ESFHP includes elementary school children from primary one through to Primary three in all public schools in the State of Osun. These children face significant barriers to education, which include household labour, '*Hawking*' activities, diminutive value for education by parents, short-term hunger and nutritional deficits. Community cultural norms present further barriers, specifically the geographical movement of pastoral groups.

4.1.1.2. Small Scale Farmers

Small scale farmers targeted by the programme have limited growth prospects due to challenges of market entry, technology and agricultural production. Inadequate agricultural support services to provide access to fertilisers, improved seed varieties and irrigation, in addition to insufficient capital and competitive products and practices, render those targeted unable to enter or compete in present markets, and achieve optimal agricultural output.

4.1.1.3. Actors within the Supply Chain

Significantly, the ESFHP has been providing additional income and employment for female community members, who undertake the role of food vendors for the programme. As procurers and distributors of commodities and meals, the cooks are responsible for providing a cooked meal for set numbers of students each school day. Their income is derived from the savings they make from a set daily financial amount provided per child after meals have been purchased and distributed.

While there are no specific quality standards for the ESFHP (standard market quality is acceptable), food items for feeding pupils are sourced locally and this is to boost the income of local farmers and others on the supply chain.

The ESFHP mandates a menu based on nutritional guidelines and requirements of the school age children, but adjusted to accommodate seasonality and local availability. The ration size is adequate to ensure programme cost-efficiency. Nutrition experts in the State developed a menu-table of foods to be served to School pupils, the pupils are provided with egg, fish and meat portions once a week and chicken portions twice a week to boost the protein intake of the pupils in a bid to increase cognitive development, protein content is also provided through beans, and melon seed served during the week with other food nutrients (carbohydrate, fats/oils as well as minerals) and fruits.

4.1.2. Food Production and Smallholder Linkages

Smallholder farmers predominate the agricultural production system, generally cultivating less than one hectare of farmland per household using rudimentary production techniques. Thus, yields are low. Arable crops being cultivated include cassava, cocoyam, maize, rice, sweet potato and yam. Intercropping of cassava and maize is the most common cropping system. Livestock, including goats, pigs, poultry, rabbits and sheep are also reared for sales and consumption. Farmers in the State of Osun are generally constrained by poor access to modern agricultural inputs and credit, poor rural infrastructure, inadequate access to markets and inadequate research and extension services. Taste and preference of communities has also compromised the use of local produce, for cooks to prepare rice meal has meant imported rice from outside Nigeria is being distributed. To date though, there are no specific design components linking the demand from the school feeding programme to smallholder production in the State of Osun. Developing these links remains an important opportunity for the ESFHP, as stakeholders identified the need to purchase those items grown through local comparative advantage.



Figure 9: Stylised the State of Osun ESFHP Supply Chain

4.1.3. Food Procurement

By design, the ESFHP delegates significant responsibility to the lowest functioning level – the school kitchen. School cooks purchase all food items with the exception of the eggs, beef and chicken which are purchased from poultry farmers and meat sellers association, and distributed to the cooks per day based on the menu. The cooks do not have the authority, however, to decide on appropriate substitutions based on the menu requirements, ingredient availability and price constraints. The cooks were all subjected to a health check up to ensure children are not exposed to any communicable diseases. The ESFHP secretariat also provided a one day refresher training to the cooks on interpersonal skills, food preparation and basic hygiene before recruitment. Once the cooks have been employed, they are responsible for managing their own budgets and procuring ingredients for the daily meals. Each cook is provided a flat budget of NGN450 (US\$0.31) per pupil per meal (NGN4250 every two weeks per pupil) regardless of the actual price of food. The food vendors were mandated to work in cooperative groups of 25 members each. This initiative was to enable the food vendors leverage resources and materials to maximise profit. One of the major challenges has been the lack of storage for the cooks as the demand for storage is increased with joint procurement undertaken per week and sometimes per month.

4.1.4. Food Preparation and Distribution

Food preparation is undertaken by school cooks, who are responsible for an average of 50 pupils each. An example of the standard weekly menu, as originally planned by the Federal government during the pilot, implemented in the state originally and the redesigned menu is shown in Table 1a and 1b. However, the data on actual food quantities per child are not available.

Table 1a: Standard Weekly Menu in OSHGSFHP

| Day | Original | OHGSFHP |
|-----------|--|--|
| Monday | Rice, stew, fish | Maize, beans, stew, fish |
| Tuesday | Porridge, vegetables with egusi**, egg | Porridge (yam or beans), vegetables, fish |
| Wednesday | Rice, beans, vegetables with egusi, fish + cocoa drink | Rice, beans, vegetables with egusi, fish + cocoa drink |
| Thursday | Beans, vegetables, fish | Maize, beans, stew, egg |
| Friday | Rice, vegetables, fish | Rice, beans, |

vegetables, fish

**Egusi is the protein-rich seeds of melons, used to cook traditional foods in South-Western Nigeria.

Table 1b: O'Meals Redesigned Menu

| MENU TABLE | |
|------------|--|
| Days | Detail Of Meals To Be Served |
| Mondays | Yam/Cocoyam + Fish Stew + Orange |
| Tuesdays | Rice + Beans + Stew + Chicken + Orange |
| Wednesdays | Beans Porridge + Bread + Whole Egg + Banana |
| Thursdays | Rice + Egusi Garnished With Vegetable + Chicken + Banana |
| Fridays | Porridge + Vegetable + Beef + A Slice Of Pawpaw |

4.1.5 Quality Standard

To ensure there is uniformity in the portions served in the school canteen, standard serving measures (spoons and eating bowls are provided) and monitored for quality by the class teacher. There is an informal process between the teachers and the cooks to demonstrate where portion sizes need to be revised. Food is procured according to informal quantitative measurement, for instance fish is purchased using a foam guide indicating size required. The beef, chicken and eggs are sourced from suppliers to ensure quality and size portions per child.

4.1.6 Cash Flow Model

Payment is provided to cooks in advance of procurement to prevent any form of delay of food provision at school. The payment are made to individual bank accounts of the cooks by the financial institution supporting the Government initiative and by the ESFHP implementation unit which is responsible for preparing schedules per week and requesting funds from Government.

4.1.7. Monitoring and Evaluation

Current monitoring and evaluation stakeholders and processes include State, LGA and school levels:

State level:

- The ESFHP secretariat as well as the State Monitoring Committee and State Steering Committee are responsible for programme oversight.
- Ministry of Education State Universal Basic Education Board (SUBEB) are responsible for collecting data on school enrolment and attendance on a semi-regular basis.
- The Ministry of Health are responsible for collecting State-wide data on general child health and nutritional status.

LGA level:

- LGA Education Secretaries/Planning officer are responsible for collecting weekly feeding forms that consist of the number of kids that have been fed.
- The LGA Education Authority is responsible for collating data for the ESFHP secretariat.
- Zonal Inspectors of Education/Local Inspectors of Education are responsible for monitoring the feeding process, environmental health and enrolment data.

School level:

- Head teachers, Health teachers, PTA representative and one nominated food prefect (from a higher class year) are responsible for the day-to-day monitoring of food quality and portion size.
- The SBMC are responsible for programme oversight at the school level.
- Food quality is monitored by the head teacher, or the health teacher daily, while the PTA representative and the food prefect weekly as well as by LGEA secretaries (randomly) when visits are made to schools.
- Surprise checks by programme monitors are also conducted regularly.

It was noted over time that the information collected from the monitoring sheets did not capture all the necessary data for impact monitoring of the programme and that the data was not processed. This made collating data for general operational use and decision-making impossible, despite the wealthy resource of observations and reports available.

4.1.8 Strengths

- The programme is providing universal coverage from Primary one to Primary three in all public schools
- Cash transfers are made in advance of food procurement by cooks
- The programme presents comprehensive goals and objectives
- There exists a comprehensive menu
- There exists a monitoring structure

4.1.9 Challenges

- The menu needs to be diversified as a rigid menu can compromise quality and quantity in the light of changing commodity prices and food availability.
- The linkage to small-scale farmers is unstructured
- No mechanism exists to systematically collate data

4.1.10 Priority Actions

- To strengthen any formal quality standards
- Developing and formalising key programmatic documents
- Capacity building for programme staff on planning, implementation and management as well as monitors and food vendors
- Development of a comprehensive M and E system

4.2. Enabling Environment: Policy Frameworks Standard

The degree to which HGSF is articulated in national policy frameworks varies from country to country, but in general, a policy basis for the programme helps strengthen its potential for sustainability and the quality of implementation. In all the cases where countries are implementing their own national programmes, school feeding is included in national policy frameworks. Indeed, the largest programmes have the highest level of politicisation, for example, in India where the programme is supported by a Supreme Court ruling and in Brazil where it is included in the Constitution.

In many developing countries, school feeding is mentioned in the countries' poverty reduction strategies, often linked to the agriculture, education, nutrition, or social protection sectors, or in sectoral policies or plans. National planning should ensure that the government has identified the most appropriate role for HGSF in its development agenda. With donor harmonisation efforts underway, it is increasingly important that, if made a priority, HGSF is included in sector plans, which form the basis for basket funding or sector-wide approaches that determine the allocation of donor resources

Source: Bundy et al., 2009.

At the Federal level, a multi-sectoral national school health policy was launched in 2005 that recognises the pivotal role of SHN in terms of achieving health and education for all goals (FME, 2006). The objectives of the school feeding programme as framed in the national school health policy include:

- Hunger reduction among school pupils.
- Increase in school enrolment, attendance, retention and completion rates, particularly among children in poor rural communities and urban neighbourhoods.
- Improving the nutritional status of school pupils.
- Enhancing the comprehension and learning abilities of pupils/students.

The policy identifies cross-sectoral responsibilities in the delivery of the school feeding services. For example, the responsibilities of the Federal Ministry of Agriculture and Rural Development outlined in the national school health policy include:

- Promoting agricultural practices in schools.
- Facilitating the services of Agriculture Extension Staff to schools.
- Encouraging the formation and operation of Young Farmers' Clubs in schools.
- Supplying improved farm inputs for crop and animal farming in schools.
- Developing suitable standards and cost-effective meal plans for schools in different communities in collaboration with the Federal Ministry of Health.

The State Ministry of Health is responsible for the food sanitation standards in schools. However, the ministry has supported the OESFHP in training food vendors in food sanitation standards since implementation.

4.2.1 Strengths

- Home Grown School Feeding and school based health and nutrition are well reflected in Federal policy.

4.2.2 Challenges

- Presently, there is no policy document of OESFHP at state level.

4.2.3 Priority Actions

- Provide framework for the development of a legal document for the OESFHP.

4.3 Enabling Environment: Institutional Capacity and Coordination Standard

The implementation of a HGSF programme is generally the responsibility of a specific government institution or ministry. Best practice suggests that HGSF programmes are better implemented if there is an institution that is mandated and accountable for the implementation of such a programme. It also has to have adequate resources, managerial skills, staff, knowledge, and technology at the central and subnational levels to correctly implement the programme.

Source: Bundy et al., 2009.

Home Grown School Feeding at Federal level is the responsibility of the Ministry of Education; it falls within the activities of the School Health Unit who provides direction at national level.

Ministry of Education has oversight responsibility with OESFHP (O'MEALS) serving as the implementing agency.

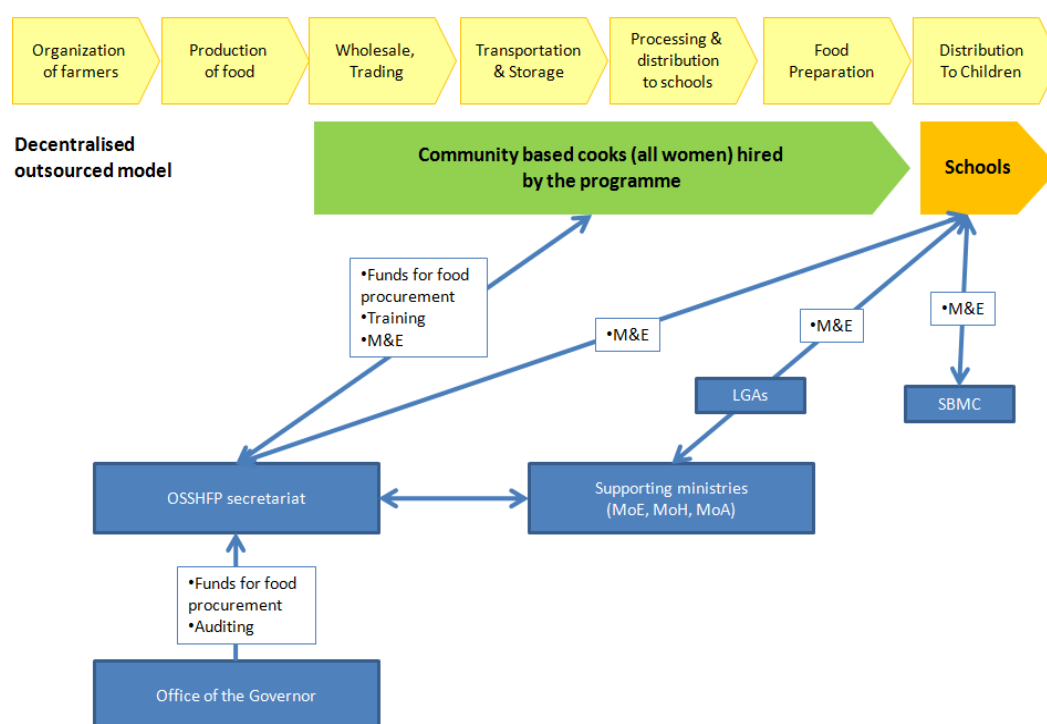


Figure 10: Schematic View of the HGSF Model and Relevant Processes Under the OSHGSFHP

Supporting institutions comprise the Ministry of Education including the SUBEB, Ministry of Health and Ministry of Agriculture including the Osun State Agricultural Development Extension Programme (OSSADEP). There is significant coordination between government ministries and various levels of government. Monitoring and evaluation is conducted by LGEAs, Local Education Inspectors through the Ministry of Education, LGEA level Inspectors report to the LGEA Secretary of Education, and O'Meals staff. O'Meals collects data directly through the offices of LGEAs and Local Education Inspectors. The Steering Committee involves the Ministry of Health, the Ministry of Education, Ministry of Agriculture, Ministry of Finance, Ministry of Environment, Ministry of Information, Ministry of Local Government as well as programme staff. The Ministry of Agriculture is not currently structurally linked to the programme, but has representation on both the State Steering and State Monitoring Committees.

Table 2: Cross-sectoral coordination of OESFHP in Osun State at different levels

| Level | Coordinating Structure | Function | Membership |
|-------|------------------------|----------|------------|
|-------|------------------------|----------|------------|

| | | | |
|-----------------|---|--|---|
| National | Oversight by Federal Ministry of Education – HGSFHP desk officer | <ul style="list-style-type: none"> Establishing the overall policy structure and the periodic review of the policy Planning, coordination, implementation, monitoring and evaluation of the Programme among the stakeholders Setting standards and providing technical support on specific aspects of the Programme Providing funding for the Programme | <ul style="list-style-type: none"> <i>Government Ministries</i> including health, agriculture → Education (chair), |
| State | State MOE oversight and implementation through relevant parastatals | <ul style="list-style-type: none"> Ensure that School Feeding Programme is integrated into State Education Plans (strategic and operational) and into annual work plan of line ministries Ensure the implementation of the School feeding Programme at the state levels in line with policy and the implementation guide Mobilise resources from stakeholders for the implementation of the Programme Provide technical assistance and logistic support to Local Government Areas (LGAs) in the implementation of the Programme <ul style="list-style-type: none"> Inspect and monitor School feeding Programme and resource mobilisation. | <ul style="list-style-type: none"> <i>Government Ministries</i> including health, agriculture → Education (chair), |
| | OESFHP Coordination Unit | <ul style="list-style-type: none"> Programme implementation, coordination and monitoring | Programme level staff including OESFHP officer, and accountant. |
| Zonal | Zonal Coordination Team | <ul style="list-style-type: none"> Co-ordination and supervision of programme implementation at zonal/divisional level (where applicable). Regular monitoring and supervision of programme, providing necessary advice to schools. Receiving and preparing reports from schools to Inspector Services of MOE. | <ul style="list-style-type: none"> Zonal inspector |
| LGA | Local Inspectors | <ul style="list-style-type: none"> Provide direct assistance and supervision to schools in the implementation of the Programme <ul style="list-style-type: none"> Render quarterly report to the | <ul style="list-style-type: none"> LGAE secretary, Planning officers |

| | | | |
|---------------|---|---|-----------------------------------|
| | | relevant ministry in the state. | |
| School | School Based Management Committee (SMC) | •SBMC monitors the preparation and serving of meals at school level | <i>Report through Headmasters</i> |

4.3.1 Strengths

- Decentralised

4.3.2 Challenges

- No operational document to guide implementation and coordination of the programme.

4.3.3 Priority Actions

- Build capacity of programme managers and implementers
- Strengthening cross-sector coordination
- Integration of activities across the different ministries
- The need for adequate information dissemination and reporting

4.4. Enabling Environment: Financial Capacity Standard

Governments plan and budget for their priorities typically on an annual basis based on a national planning process. With a general move toward decentralisation, the planning process starts with village level priority setting, which gets translated into local government (district) development plans. These plans form the basis for budgeting at the national level, making sure there is compliance with the national poverty reduction strategy and sectoral plans. The degree to which HGSF is included in this planning and budgeting process will determine whether the programme receives resources from the national budget and whether it benefits from general budget support allocations.

In most countries with external support, funding for the programme comes from food assistance channelled through external agencies and non-governmental organisations (NGOs) and from government in-kind or cash contributions. As the programme becomes a national programme, it needs to have a stable funding source independent of external support. This may be through government core resources or through development funding (sector-wide approaches, basket funds, Fast Track Initiative (FTI) funding). Stable funding is a prerequisite for sustainability.

Source Bundy et al., 2009.

Osun state is self-funding the total OSHGSFHP budget with funding responsibilities being shared between the State Government and the Local Government Areas based on 60% and 40% respectively. The school feeding programme in the State of Osun is funded 40% by the state and 60% by the Local Governments. The total annual budget for the

OSHGSFHP is approximately ₦1.9 billion (\$9.6 million), excluding staff salaries and other support costs covered by other ministries. The State of Osun has continued funding beyond the Federal Government's initial contribution of ₦88 million made in February 2006. Unlike other school feeding programmes piloted in Nigeria, the OSHGSFHP does not advocate for in kind support from parents or communities. Detailed discussions with programme staff underscored that the cost of the programme is high in relation to the State's overall budget, costing approximately ₦425 million per term (₦1.26 billion annually) on a monthly basis ₦750, 000 (₦9 million annually) are budgeted for the M&E activities.

A review of federal and state level data showed that since the school feeding programme's inception, there have been significant price increases in agricultural commodities (see Figure 8). As a result, the per-child-per-meal budget allocation has been increased from the initial ₦20 to ₦50. However, majority of the proteins though procured centrally still stand out as relatively expensive. The chicken, beef and eggs are purchased centrally for ₦21, ₦21 and ₦20 respectively per child. Since chicken appears on the weekly menu twice and beef and eggs once each, ₦166 per student is deducted from the cook's biweekly budget, leaving each cook with a budget of approximately ₦33 (US\$0.21) per pupil per meal (₦165 per week per pupil) regardless of the actual price of food. And fish which appears on the menu once a week costs approximately ₦7-10 per student though this does not include transport, storage, and preparation costs. The programme staff emphasised that the current cost in relations to overall state budget presents a challenge for stabilisation, sustainability and expansion of the programme. Presently, the programme is coming under increasing pressure as the State's monthly Federal allocation is reduced by Nigeria's dependence on oil revenues which have dropped in recent years due to the global economic downturn and increased restiveness in the Niger Delta region.

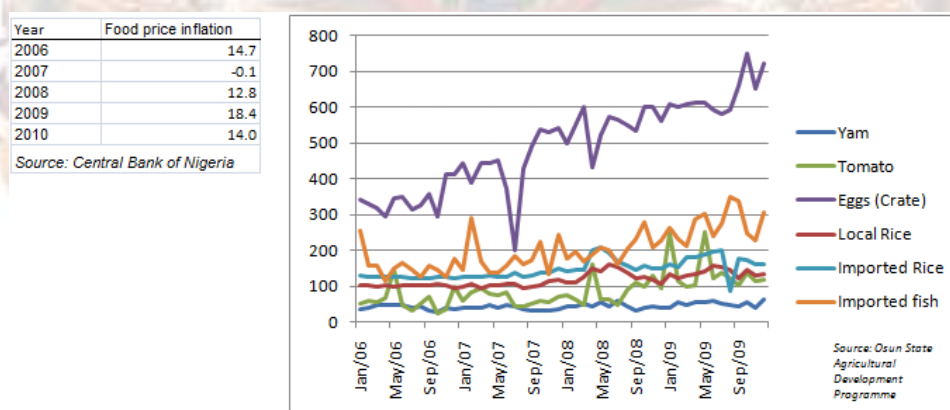


Figure 11: Food Price Inflation in Nigeria and Commodity Price Trends in the State of Osun.

Box 3: Linking political support to funding commitment to the programme

Throughout the programme's existence, strong support from the Governor of the State of Osun and other leading political figures have ensured continued funding for the programme and reduced political blockages. As funding for the OESFHP is provided on a monthly basis through the supporting financial institution, the direct link between the programme and the Governor's Office reduces the amount of bureaucracy and administrative 'drag' that commonly affects government budgeting and service delivery. Through discussions with the programme staff it was apparent that the high level buy-in in the form of the Governor's political will not only prevented political difficulties but also facilitated access to relevant government ministries and agencies relevant to the programme. In addition to funding, strong political support also facilitated other advocacy opportunities including sponsored visits to other states, public radio announcements and local media interest.

To ensure continued support and involvement, OESFHP staff is in constant contact with the Governor's Office and other relevant ministries, ensuring they are constantly briefed and kept up-to-date of the situation of implementation in the state. The budget for OESFHP is given top priority at monthly fund allocation meetings; payments are made regularly and on time by the Accountant General; when a matter requires immediate attention by the State of Osun Government, memos are attended to immediately, and personally given to the Governor by the Deputy Governor. Another clear benefit of the high level buy-in is demonstrated by the number of ministries and agencies actually involved in the programme both through staff funding and participation in the State Monitoring and State Steering Committees. To date, the high level political support has been an important asset for the OESFHP. An important test for the future will be to ensure that the political buy-in translates into actions aimed at programme sustainability, for example, through the passing of appropriate legislation in the State Assembly.

In order to address the funding challenges arising from the proposed scale up, the programme aims to increase resources through partnerships and introduce cost savings through procurement innovations. Presently, OESFHP management are designing a strategy to leverage in-kind support from private sector partners. The strategy will include individual student, school, ward and LGA sponsorship opportunities. One example of private sector engagement involves an LGA sponsorship pilot initiated in May 2010 by the OESFHP with funding from Sahara Group Plc and with local implementation and monitoring support from the Food Basket Foundation International, a NGO based in the neighbouring Oyo State. The pilot covers 53 primary schools impacting 3,892 students. The pilot will be due for review at the end of the 2012 academic year to determine extended

commitment, and is expected to save the OESFHP NGN27, 244,000 per school year. The organised private sector has also offered complimentary funding support for school-feeding programme and other services in support of the OESFHP.

4.4.1 Strengths

- The programme is self-funded by the Government of the State of Osun
- Ambition to explore innovative means of cost containment have been expressed
- Successful partnerships for funding are being sourced for.

4.4.2 Challenges

4.4.3 Priority Actions

- Develop a fundraising and advocacy campaign to ensure sustainability of the OSHGSFHP
- Engage with key partners through established systems and ongoing activities
- Review costs of food basket items
- Develop innovative methods of cost containment

4.5 Community Participation Standard

HGSF programmes that respond to community needs, are locally-owned, and that incorporate some form of parental or community contribution, whether cash payment or in-kind, for example, through donated food or labour, tend to be the strongest programmes and the ones most likely to make a successful transition from donor assistance. Programmes that build this component in from the beginning and consistently maintain it have the most success.

Source: Bundy et al., 2009.

Although the OESFHP does not require communities to provide financial resources, community members play an important role in the programme through their participation in PTAs and SBMCs. The cooks are also employed from within the local community, strengthening the opportunities for income-generation and community development. In addition, community members with an interest in the programme can participate in monitoring activities and report problems as they occur; as a respondent outlined “after all, it is the community’s children that are being fed by the programme”.

Stakeholders have highlighted that the school feeding programme was a welcome intervention in the State of Osun, and that the people of the State were proud that the programme was still in operation unlike in the other pilot States. However, they also stressed that the sustainability of

the programme hinges on funding and monitoring from the grassroots level.

4.5.1 Strengths

- Community members value the programme

4.5.2 Challenges

- Community participation in M and E is not clearly defined
 - Unstructured community contribution (especially in infrastructural development).

4.5.3 Priority Issues

- Involving PTAs both to help mobilise funding for the programme and in monitoring and evaluation.
- Sensitisation and mobilisation of the community on the benefits of the OESFHP
- Mobilising communities to build and maintain school infrastructure.
- Involving individuals within the community such as primary school heads, and the community at large who can contact alumni of the schools, political leaders, and religious bodies both nationally and in the diaspora to support the programme.
- Engaging with heads of communities to help in retrieving and maintaining land for the use of school gardens.

4.6. Summary of OESFHP Programme Needs

Further, strengthening the ties between the OESFHP and development indicators could help the programme demonstrate its impact on and value for the State of Osun. This will in part require better monitoring and evaluation to show improvements in enrolment, nutrition, and learning (including a baseline study and regular quantitative data collection). The perceived value of the OSHGSFHP can be further strengthened to ensure a sustained commitment from future administrations by building on the current programme to reach new beneficiaries such as farmers, cooks, and additional students. In particular, a financial sustainability plan that will allow it to scale up to all primary school children as well as linkages with local livelihoods such as farming and microenterprises must be developed and implemented.

The State of Osun would benefit from complimentary investments in processing and storage, and for the private sector to buy in bulk and sell over time. In cases where local production is not sufficient or more expensive (i.e., no comparative advantage), considerations should be made toward building agricultural processing of commodities to procure low seasonal prices of maize, tomatoes, and yams and resell during periods of higher prices.

A structure for public-private partnership is required where public investments in the OESFHP programme, health services, and the Agriculture can be properly aligned to encourage structured and committed investments by select private sector partners. Private sector partners include agricultural and poultry input providers, processors of rice and chickens, storage providers, and financial service providers (i.e., credit, savings products, and insurance).

The lack of basic cooperation skills by the food vendors may limit their benefit from the OESFHP cooperative groups formed. Basic business and accounting skills could be provided to the food vendors to allow them to better monitor their costs and revenues and make more informed decisions on procurements based on current prices and availability of commodities. Further, their incomes through the programmes, once demonstrated, could be used as a guarantee for credit to assist food vendors to “graduate” from the programme to more lucrative ventures, creating room for new food vendors to fill their place and to also benefit from the programme. The food vendors could be further integrated into a more robust programme through labour-intensive processing techniques.

4.7. Stakeholder Mapping

The purpose of the stakeholder analysis was to provide a clearer understanding of the key stakeholders, their policy positions influence with regards to the HGSF programme and “enabling environment” dimensions. The stakeholder mapping can also be used to identify the comparative advantages of the different HGSF stakeholders, supporting the identification of in-country partners that could provide technical assistance for HGSF. The mapping exercise analyses the State level context identifying key stakeholders across the school feeding standards broadly as outlined in *Rethinking School Feeding*, (Bundy *et al.*, 2009) and used throughout the transition strategy planning process. The stakeholder mapping presented below is the result of a participative process involving both primary and secondary data collection.

4.8 Government of the State of Osun

At both the Federal and State levels the findings of the stakeholders analysis confirmed the leading role of the implementing ministries in the OSHGSFP. At the Federal level institutions and line Ministries such as Universal Basic Education Board, Ministry of Agriculture, Ministry of Education, and National Planning Commission influence the policy and implementation of the OSHGSFHP.

At the state level, the HGSF Secretariat, Ministry of Agriculture, Ministry of Education, Ministry of Health, Ministry of Women Affairs and Social Development, State House of Assembly, State Universal Education Board, and OSSADEP are influential both at the policy and implementation levels.

At the local governance level, actors including the Local Government Area (LGA) Chairman, LGA Education Secretary, and Traditional Rulers all contribute to programme implementation.

Overall, OSHGSFHP has clear benefits for the State of Osun Government, though possibly not measurable in all respects, as it works to serve the people of the State. Over 3000 cooks have gained employment and 155,000 children receive a nutritious meal each day. These students also receive deworming tablets once or twice a year which, coupled with school feeding, has the potential to impact student nutrition. Additional benefit could be extracted, particularly in the area of procurement of local agricultural production and microenterprise/employment opportunities for cooks to graduate out of the programme.

The ability for the State of Osun Government to extract benefit is limited to its ability to provide funding for the programme. It should be noted that the success of the programme is even more laudable given these resource constraints. Budget constraints limit the ability of the programme to primary school Grade 6 and create uncertainty over the levels of future budgets and the freedom of the programme to use its funds as deemed most effective.



5.0 Stakeholder analysis and current capacity development efforts

Table 5:
MAPPING OF STAKEHOLDERS: Policy Positions and Influence over O'Meals.

| Stakeholders | Type of influence over HGSF | Benefits or suffers from HGSF | Resources commanded for HGSF | Resources that they could offer to HGSF | Interests likely to influence commitment to HGSF |
|--|---|--|---|--|--|
| Ministry of Health | -Food safety/Testing - Nutritional assessment and guidance. Medical examinations for food handlers. | - Improve nutrition | Infrastructure | -Human resources -Expertise | Health aspects Malnutrition Hygiene |
| Ministry of Environment and sanitation | | | Enforcement for hygiene standards | | |
| Ministry of Education | -Programme implementation | Increased enrolment -Improve quality of Education | Infrastructure (cooking areas, cold rooms, storage) | Human resources -Expertise | Quality of education |
| Ministry of Agriculture | -Food safety -Food production -Education -Food security -Extension services -Meat / chicken inspection | Food production and management -Improved extension services -Improved food quality | Transport Funding Education Community mobilization | Human resources Expertise Extension services | -Improved food security -Citizen empowerment |
| Ministry of commerce and industry | Programme implementation | Improve farmer/ food vendor coops relationships | infrastructure | Training workshops | |

5.1. International Development Partners

In the areas of nutrition, education, and agriculture a number of donors are active in Nigeria and a number of donor-funded programmes have been identified in Osun State:

- UNICEF: Involved in linking Sahara Group Plc with the State of Osun; also funds programmes targeted at children.
- The United Nations Population Fund (UNFPA): Has multiple projects including a gender programme and a family planning programme.
- UNDP: Funds agriculture and education programmes nationally.
- The World Bank: Has a number of projects in the State of Osun including FADAMA III.

- The United States Agency for International Development (USAID): Probably has PEPFAR (United States President's Emergency Plan for AIDS Relief)-funded activities in the State of Osun; also funds agriculture, agro-processing, education, and health programmes nationally.
- United Kingdom Department for International Development (DFID): Funds agriculture, education, and health programmes nationally.
- Gates Foundation: The Gates Foundation appears to have a number of programmes active in Nigeria some of which are active in the State of Osun. Other regional programmes could be used to support the OESFHP.

Table 8: International development partners identified in the stakeholder analysis

| Programme design and implementation | Policy Frameworks | Funding | Research | Community participation |
|---|-------------------|---------|----------|-----------------------------------|
| International Agencies | | UNICEF | | |
| EU PCD FAO WHO WFP World Bank | | PCD | | |
| NGOs & CSOs CS CBOs Rotary club | FBOs | | | FBOs CS CBOs Rotary club |
| Private Sector Banks Cooperate organisations | | | | |
| Manufacturing | | | | |

5.2. Non-Profit and Private Sectors

Quite a few private sector stakeholders have reportedly played a role of significant importance on the OESFHP. They include some financial institutions and cooperate organisations, which through its Corporate Social Responsibility initiative, is providing funding support to the ESFP in the State of Osun.

6. Identified HGSF Transition strategy: Addressing Constraints

6.1. HGSF Programme Standards

The TSP process and document supports government action to deliver sustainable, nationally owned cost-effective school feeding programmes sourced from local farmers in sub-Saharan Africa. The following section

describes support requirements of HGSF programmes in the State of Osun across the 5 *Rethinking School Feeding Standards*, as identified by the Government of the State and development partners. The support needs were generated through collaborative analysis and present opportunities for synergistic technical investment by development partners. This section of the TAP represents a living document that requires regular updating as the challenges and needs of the national programmes evolve.



Table 12: Summary of Transition strategy plan activities based on the *Rethinking School Feeding Standards*

| <i>Rethinking School Feeding Standards</i> | Transition Strategy Plan Activities |
|---|--|
| Design and Implementation | Documenting lessons from the OESFHP |
| | Develop comprehensive programme document |
| | Convening an advocacy meeting for O'Meals at the Federal level |
| | Exploring trade-offs associated with different institutional arrangement models through learning visits |
| | Strengthening monitoring and evaluation, data management systems and processes |
| | Reviewing costs on the current food basket items |
| | Engaging with key agricultural partners through established systems and on-going activities |
| | Develop food ration standards based on local production |
| | Establish linkages between producers and purchasers |
| | Educate farmers on the potential market within O'Meals |
| | Develop comprehensive M and E systems to strengthen programme implementation |
| | Mainstream improved M and E design functions through programme structure |
| Enabling Environment: Policy Frameworks | Developing and formalising key programmatic documents |
| | Developing a formal policy document with endorsement from the education, health and agriculture sectors |
| Institutional Capacity and Coordination | Capacity building for programme staff on planning, implementation, and management |
| | Capacity building of field officers, monitors, and cooks |
| | Strengthen coordination of partner activities for programme support |
| | Develop programme guidelines, manuals and training packages |
| | Disseminate programme guidelines, manuals and training packages |
| | Improve communication and knowledge exchange |
| | Promote programme work through mass media |
| Financial Capacity | Develop detailed cost estimates for different HGSF design options |
| | Developing a fundraising and advocacy strategy to ensure sustainability of the OSHGSFHP |
| | Institute a strategic procurement arrangement that focuses on smallholder farmers within benefitting communities |
| Community Participation | Develop programme structure to facilitate formal inclusion of community involvement |

| | |
|--|--|
| | Mainstream community-based programme design function to facilitate formal inclusion of communities within programme implementation |
| | Capacity building and training preparing communities surrounding schools to increase food production quantity and quality |
| | Capacity building and training improving income-generation and learning activities within the school community |
| | Capacity building and training improving household nutrition and health |
| | Develop mechanisms to increase CSO involvement |



6.2. Design and Implementation Standard

6.2.1 Documenting lessons from the OSHGSFHP

In 2005, 13 Nigerian States were selected as pilots for the national HGSFHP. Five years on, only the State of Osun is still operating a functional programme. There is scant documentation of the success of the OESFHP, so the need for a case study has been identified. This case study would highlight the lessons learned in the State as well as serve as an advocacy tool for HGSF in other Nigerian States who are looking to implement HGSF. Additionally, the case study would profile innovative HGSF interventions that have translated into benefits for smallholder farmers and the local community in particular.

- ✓ This activity has been completed but due to the redesign of the programme it would require updating and final adoption by the Government of the State of Osun.

6.2.2. Convening an advocacy meeting for HGSF at the Federal level

As already indicated, the case study in the State of Osun could serve as an advocacy tool for a meeting of key stakeholders at the Federal level. This meeting would include cross-sectoral representation at the Federal level as well as delegations from other Nigerian States who are interested in implementing HGSF. Opportunities for engaging with broader school health activities at the Federal level could also be explored.

- ✓ A high level advocacy meeting by the World Bank and PCD is been planned for January / February 2013 to promote the Osun programme

6.2.3. Exploring trade-offs associated with different institutional arrangement models through learning visits

Linkages with local smallholder farmers have been identified as a major challenge by HGSF policymakers. For this purpose, to learn from visits to other countries that have varying procurement arrangements like Botswana and Côte d'Ivoire, is a very practical opportunity to build government capacity in the State of Osun. This knowledge building endeavour has been identified as a short-term activity.

6.2.4. Strengthening monitoring and evaluation, data management systems and processes

Stakeholders have highlighted the opportunity to strengthen the monitoring and evaluation systems in terms of data collection, processing, and analysis. The need for formalised guidelines on all elements involved in monitoring and evaluation have been identified, along with the opportunity for strengthening capacity at both the Secretariat level and with monitors in the field. With the multi-sectoral nature of the programme, there is also a need to integrate data from various sources to

improve programme management (e.g., overlay data/maps on production from the Ministry of Agriculture with data on education from the Ministry of Education). This would involve collaboration with researchers to develop a database on the agricultural, health, and education aspects of the programme.

6.2.5. Reviewing costs on the current food basket items

Costs of the various food basket items were last reviewed for the OESFHP in 2011, resulting in an adjustment in the per child allocation. Stakeholders have identified the need for periodic review of food item costs, especially given recent fluctuations in market prices.

6.2.6 Engaging with key agricultural partners through established systems and on-going activities

To help sensitise farmers and the wider community on the O'Meals, advocacy briefs could be prepared for monthly meetings of Local Government Chairmen, Council of Traditional Rulers, the State of Osun Christian Association of Nigeria (CAN), League of Imams, forums for market men and women, and Osun State Students Association, among others. HGSF messages could also be disseminated through the State of Osun radio programmes.

6.2.7 Develop food ration standards based on local production

As the distribution of nutritionally beneficial rations is an integral component of any school feeding programme, stakeholders recognised the need for appropriately designed rations to be delivered within a minimum quality standard. Achieving such programme standards is made increasingly difficult when considering rations composed of locally procured commodities purchased from changing sources. Therefore, stakeholders suggested developing training packages and tools to equip the implementers of the OESFHP with the skills to ensure adequate rations are distributed to a minimum standard. This would involve reviewing the nutritional objectives and methods of delivery and sourcing, allowing informed planning with local farmers on types of foods they need to produce to meet educational and nutritional goals within each programme.

6.2.8. Establish linkages between producers and purchasers

As the O'Meals programme anticipate increasing agricultural development, through increased demand, production, quality and income, it is important that substantive links be made between those farmers the programme wishes to support and the reliable demand for food commodities presented by school feeding. For this reason, the stakeholders identified a need for activities to strengthen the links between small-scale farmers and school feeding, capitalising on inherent strengths of the O'Meals programmes and their subsequent linkage.

6.2.9. Educate farmers on the potential market within HGFSF

To encourage farmer involvement in the O'Meals programme, stakeholders recognised the need for small-scale farmers and communities to understand how such programmes are designed for their benefit. Increased understanding by small-scale farmers is envisaged as a means to increase community engagement, as communities are more active in engaging with such programmes and capitalising on opportunities presented by the programme. To educate communities and farmers on the present benefits and targeting criteria of the programme, community development agencies would be engaged through partnerships.

6.2.10. Develop comprehensive M and E systems to strengthen programme implementation

Although O'Meals programme has an M and E system, it was agreed amongst the stakeholders that further investment could be made to strengthen this system. To establish a strengthened M and E system, extensive analysis of the current systems will need to be undertaken, stakeholders identified the potential for partner inclusion within this process to help develop a robust and comprehensive mechanism for M and E under the guidance of an M and E technical experts.

6.2.11. Mainstream improved M and E design functions through programme structure

Once an appropriate M and E system has been designed to support the implementation of the OSHGFSF programme, the existing structures will require updating and programme implementers will need orientation on any new M&E processes or systems. Strengthening the area of M and E would ensure scientific generation of information and will demand the roll out of new structures and processes in terms of training, accompanying literature and reporting templates to all relevant levels of each programme. Additional activities may also include study exchanges with other in-country organisations illustrating strong M and E practices, as this would strengthen programme office capacity through knowledge exchange.

6.2.12 Developing and formalising key programmatic documents

The need for a HGFSF policy embedded within the framework of the Government of the State of Osun has been identified as key to the sustainability of the OSHGFSFHP. Additionally, the need to formalise various procedures within an operational manual has been highlighted. This document would provide a common operational platform for the various partners and would include the design and implementation of the programme as well as activities on the short-, medium- and long-term. Additionally, the operational manual would delineate key processes ranging from procurement guidelines to food preparation and safety, to monitoring and evaluation activities. Key stakeholders have also identified

the need for a financial and accountability manual to systematise the tracking of funding flows and further support programme governance.

6.3. Enabling Environment: Policy Frameworks Standard

6.3.1. Developing a formal policy document with endorsement from the education, health and agriculture sectors

As mentioned in chapter 4, key stakeholders have identified the need for a HGSF policy to ensure the sustainability of the OHGSFH programme. The policy development would be under the leadership of the O'Meals office in collaboration with stakeholders including the Ministries of Agriculture, Education, Health, and Women Affairs and Social Development, the Association of Headmasters, and PTAs.

6.4. Enabling Environment: *Institutional Capacity and Coordination Standard*

6.4.1 Fulfill staffing needs by appointing Specialists

As part of the redesign process, it is envisaged that understanding of human resource needs for the programme will be better understood. This will be detailed in the implementation plan and include appropriate posts to be established and required capacity of staff. Stakeholders have identified the potential staff requirements:

1. **Appointment of an Agricultural Specialist:** Agriculture is a significant component of the SFP and as such stakeholders recognised a need for an agricultural expert to be a part of the programme team at the O'Meals Secretariat. The Specialist would offer agricultural guidance to link school feeding with agricultural production and income for small-scale farmers, further building cooperation and joint programming between the O'Meals office and MOA as well as other stakeholders such as agriculturally focused CSOs. The appointed Agricultural Specialist shall be seconded from the MOA to lead the delivery of specific activities that would effectively and sustainably enhance the linkage between the Feeding programme and local agricultural production.

2. **Appointment of a Communication /IT Specialist:** Communication has been observed as weak within the O'Meals structure. Even though a communication strategy has been developed for the O'Meals office, the capacity to execute it is lacking. This has affected the media relations, website and ultimately the public image of the programme. Stakeholders have, therefore, recommended the recruitment of a communication expert seconded from the Ministry of Information to manage the communications strategy of the O'Meals office, upload data and manage the websites.

The Specialist is expected to support the transformation of the programme image through efficient and effective communication.

3. **Appointment of an M and E Specialist:** Policymakers highlighted the issue of M and E as a major stumbling block of the O'Meals programme. Strengthening the programme through assistance in developing an M and E strategy has therefore, been identified as a priority. A Specialist will be recruited to provide the necessary training and support to the O'Meals office within a specific timeframe.

6.4.2 Capacity building for programme staff on planning, implementation, and management

Officers within the State of Osun O'Meals Secretariat would need to be trained on both the operational manual and the financial and accountability manual once developed. This would help strengthen planning, implementation, and management of the OESFHP at the central level.

6.4.3 Capacity building of field officers, monitors, and cooks

LGA desk officers, monitors, and cooks would need to be trained on both the operational manual and the financial and accountability manual. This capacity building would particularly help strengthen monitoring and evaluation of the O'Meals programme at the LGA level.

6.4.4 Strengthen co-ordination of partner activities for programme support

The multifaceted nature of O'Meals programmes mandates that during the design and implementation phases institutional support from a broad range of stakeholders is required. Ranging from agriculture to education, stakeholders may include the government, international agencies, educational institutes and the private sector. This being said, the successful development of the OHGSF programme will depend on a productive dialogue being established between stakeholders and programme implementers. Therefore, policymakers identified the need for a strategy to be developed that would identify a means to establish and strengthen dialogues with key programme stakeholders.

6.4.5 Develop programme guidelines, manuals and training packages

To strengthen the implementation of the O'Meals programme, it was identified that programme support resources could benefit from further development and updating. Policymakers acknowledged that programme guidelines, manuals and training packages were limited, especially on procurement and linkage of local farmers. Thus, investment in the development and application of technical literature was required. These manuals will ensure a structured process of programme implementation; providing clarity on roles and responsibilities as well as reporting and accountability mechanisms. Ultimately, the availability of programme resources will prevent ambiguity, while providing programme standards and a point of reference during implementation.

6.4.6. Disseminate programme guidelines, manuals and training packages

On the development of improved programme design and support literature for the O'Meals programme, it is necessary for a comprehensive roll out package of trainings, programme literature and structures to maintain organisational knowledge.

6.4.7. Improve communication and knowledge exchange

Stakeholders have identified the need to improve effective communication through web-based resources. The O'Meals Website has been launched to act as an information Hub for school feeding programme in the state. In addition to this, the HGSF website (<http://hgsf-global.org/>) also contains a user driven network designed to support the development of an online HGSF community of practice. To ensure stakeholders know about this facility and are able to benefit from opportunities to share knowledge and good practice that the network provides, the O'Meals programme officers will be supported to actively promote both communication channels for its internal and external audiences. For the HGSF Network website (<http://hgsf-global.org/network>) to be relevant to stakeholders, it will require O'Meals staff to encourage stakeholders to sign up and register their areas of expertise onto the HGSF website (<http://hgsf-global.org/network>). This activity requires only the promotion of this facility and does not require any maintenance or administrative responsibilities.

Offering training and communication support to the O'Meals programme officers in charge of media, public relations and communications has been identified as important. Informal training on the importance of communicating effectively through the website and how to technically manage the content of the website has been identified as important for the effective communication and promotion of O'Meals programme.

Training and support is also required to help promote and increase the visibility of this online resource through search engine optimisation and online networking with other online resources.

6.4.8. Promote programme work through mass media

The need for a full range of communication avenues to reach disparate audiences has been identified, including targeting all four branches of the media (i.e., radio, television, press and electronic). Support to the O'Meals programme team to ensure that maximum coverage is obtained is desirable.

Film material highlighting the work of the O'Meals programme and explaining the concept of HGSF has also been emphasised by the stakeholders as a useful tool in disseminating information about the

programme to both national and local audiences. Support to the O'Meals officer in charge of media, public relations and communications to identify potential funding and filming opportunities to cover the costs of producing a film for broadcasting on television is required.

6.5. Enabling Environment: Financial Capacity Standard

6.5.1. Develop detailed cost estimates for different HGSF design options

A set of costing activities are required to support the budgeting and planning process of HGSF. This work will include developing a costing tool that will allow policymakers to assess some of the budgeting trade-offs associated with different design options, including both capital and recurrent costs over a 4 to 5 - year programme period.

6.5.2. Developing a fundraising and advocacy strategy to ensure sustainability of the OESFHP

The need for a fundraising strategy aimed at securing funds for the programme has also been identified. Individuals and organisations have already shown interest in sponsoring children, schools, and LGAs, and an advocacy campaign could be conducted to further engender interest. Fundraising activities could also involve engagement with key partners following a mapping of key stakeholders involved in the OESFHP.

Providing a coherent partnership strategy, harmonising activities across relevant stakeholders is a clear priority in order to improve cost-efficiency and coordination. A partnership strategy aimed at securing funds for both programmes will be developed under the leadership of the Ministries of Education and Agriculture through a series of workshops and consultations amongst relevant stakeholders. These workshops and consultations will explore opportunities with: private-public partnerships; the donor community; and the local community, including both cash and in-kind contributions.

6.6 Enabling Environment: Community Participation Standard

6.6.1. Develop programme structure to facilitate formal inclusion of community involvement

Policymakers identified community engagement as an integral component of a successful school feeding programme, as increased involvement of the community brings added accountability to programme implementation along with added benefits to sustainability and programme costs. Therefore, implementers requested additional support in strengthening the community engagement within programme design and implementation. Where necessary, it was also identified that additional sensitisation may also be required to strengthen community understanding and value of the programmes.

6.6.2. Mainstream community-based programme design function to facilitate formal inclusion of communities within programme implementation

Upon furthering the design and implementation of the OESSFH programme to strengthen the inclusion of community members, along with additional interventions if identified, it is imperative that programme implementers at all levels are sensitised to how such inclusion will come about and the new design functions. Therefore, training material and delivery will be required at all levels within both programmes. Policymakers identified such a roll out as an area requiring additional support.

6.6.3. Capacity building and training preparing communities surrounding schools to increase food production quantity and quality

Emerging experience from the different HGSF models both in the State of Osun and in other countries in sub-Saharan Africa indicates that providing funds for food procurement is not enough to ensure that smallholder farmers and the community can benefit from HGSF. Stakeholders identified a need to develop the systems for food production, processing and preservation, where possible, building on traditional methods, and empowering farmers and the local communities to actively participate in the O'Meals programme, while further expanding the coverage of the programme that currently fulfils these service needs. Although increasing food production sustainably was essential, it was also critical that quality standards be strengthened across the supply chain. Explicit support activities were needed to address the different constraints including improving inadequate production practices by introducing new technologies (e.g. improved seed varieties, and water harvesting technologies, etc.,) or reducing post-harvest losses by improving commodity storage and handling.

6.6.4. Capacity building and training improving income-generation and learning activities within the school community

Building community level capacity was recognised as key to strengthening community ownership of the O'Meals programme and improving the programme service provision sustainably. O'Meals support services in schools include amongst others, employment opportunities for cooks and artisans building user friendly kitchens.

6.6.5. Capacity building and training improving household nutrition and health

HGSF was identified as an entry point for integrated interventions aimed at improving health and nutrition practices within a community, including mother-child health services, diversification of diet, improved food and

water quality. Through such activities, the O'Meals programme would aim to improve household nutrition status including childhood malnutrition. Therefore, stakeholders identified the need for improved programmes, processes and structures that will allow nutritional benefits to be realised at household level as well as school level.

6.6.7. Develop mechanisms to increase Civil Society Organisations CSOs involvement

Policymakers have recognised the important role CSOs can play in enhancing desirable goals such as community participation, M and E, complementary support provision, as well as advocacy in relation to transparency and accountability. Developing a workable mechanism to engage civil society has been identified as key to the OESFH programme's long-term sustainability by stakeholders, capitalising on complimentary services.

7. Implementation Steps

This transition strategy plan has been developed at the request of the Government of the State of Osun to support the advancement of the O'Meals programme. The aim of this document is to strengthen the capacity needed to implement the programme effectively so as to benefit schoolchildren as well as smallholder farmers. It is the result of joint analysis led by the State of Osun State Elementary School Feeding Programme office and the Ministry of Education, in collaboration with other key Ministries.

The participatory assessment and planning process followed the set of internationally recognised school feeding standards developed in '*Rethinking School Feeding*'. The Strategic transition plan describes the current situation and programme structure, programme needs and recommends points of technical assistance for partnership collaboration on programme and policy development.

The plan also provides a medium for government advocacy for stakeholder support, offering direction for programme assistance from the Government of the State of Osun and the wider development community. The Government of the State of Osun and development partners are able to use this document to promote donor interest through high level advocacy within the national and international community. Priority support is recognised in areas of costing or modelling the expected benefits of HGSEF, agricultural and market assessments, institutional and capacity analyses and development, training packages, and M and E assistance.

The signing-off of the strategic transition plan provides an important milestone in the development of comprehensive, multi-stakeholder

support aimed at strengthening the State Government capacity to plan, design, and manage cost-effective, sustainable school feeding programmes linked to smallholder agriculture development.



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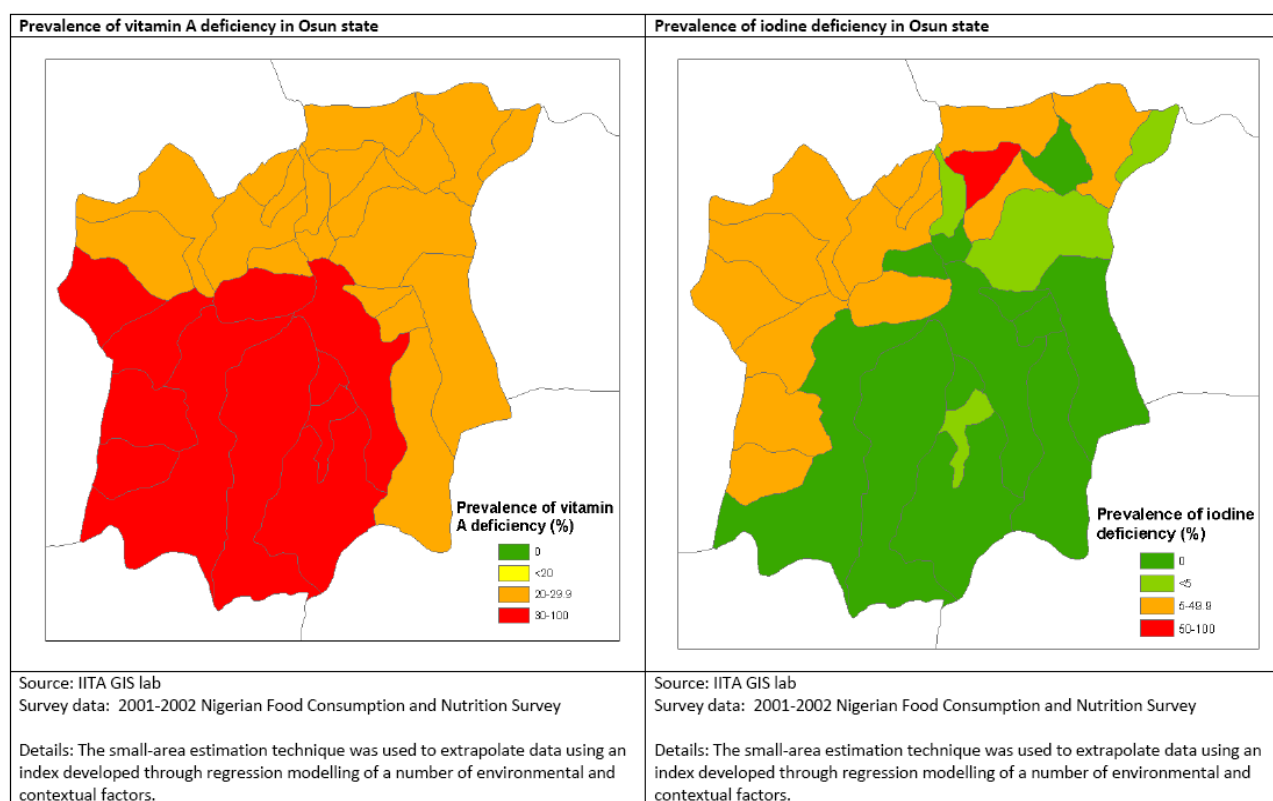
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Annexes

Annex 1: The State of Osun Nutrition and Health Indicators



Annex 2: OSHGSFHP Governance Structure

