

Home Grown School Meals Programme

TECHNICAL DEVELOPMENT PLAN



The Republic of Kenya

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Foreword

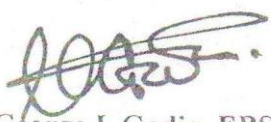
In 2005, the United Nations World Summit adopted the expansion of local school feeding, using where possible, home grown foods as one of the “quick impact initiatives” to achieve the Millennium Development Goals especially for rural areas that face the dual challenges of high chronic malnutrition and low agricultural productivity. Subsequently, the New Partnership for Africa’s Development identified an initiative ‘Home Grown School Meals (HGSM)’ as one of the components of the food security pillar of the Comprehensive Africa Agriculture Development Programme. The framework identifies HGSM as a safety net strategy ‘to increase food supply, improve incomes and reduce hunger and malnutrition’.

This Technical Development Plan was developed to provide a clear framework for the planning and implementation of the HGSM Programme. It describes the current situation, the programme structure and needs, and recommends points of technical assistance for programme and policy development. It also provides a medium for government advocacy for stakeholder support offering direction for programme assistance from the Government of Kenya and the wider development community.

The aim of this document is to strengthen the capacity to implement the HGSM Programme effectively in order to benefit schoolchildren as well as smallholder farmers. This plan is as a result of joint analysis led by the Ministry of Education, School Health and Meals Unit and the Ministry of Agriculture, Njaa Marufuku Kenya Project, in collaboration with development partners and other key stakeholders.

The development of this document took into account the views and priorities of several stakeholders. It is gratifying to note that this was achieved through wide consultations in a series of intensive workshops, meetings and professional retreats. We would like to acknowledge the commitment and support from our development partners, the School Health and Meals Unit in the Ministry of Education, the Ministry of Agriculture, and other stakeholders all of whom made valuable contributions in the development of the Technical Development Plan.

The two ministries envisage a common and strong working partnership as the Technical Development Plan is rolled out and implemented. To this end we call upon the various implementing teams, the committees at various levels, our partners and lead players to cultivate a vibrant team spirit, sound rapport, mutual understanding and full cooperation. In doing so, let us remember that we are the trustees of voiceless Kenyan children.



Prof. George I. Godia, EBS
Permanent Secretary,
Ministry of Education



Dr. Romano N. Kiome, EBS
Permanent Secretary,
Ministry of Agriculture

Abbreviations and Acronyms

AGRA	Alliance for a Green Revolution in Africa
AMREF	African Medical and Research Foundation
CAADP	Comprehensive Africa Agriculture Development Programme
CDF	Constituencies Development Fund
CSO	Civil society organization
ECD	Early Child Development
EFA	Education for All
EMIS	Education Management Information System
ESACIPAC	Eastern and Southern Africa Centre of International Parasite Control
FAO	Food and Agriculture Organization of the United Nations
FEWS NET	Famine Early Warning Systems Network
FRESH	Focusing Resources on Effective School Health
FTC	Feed the Children
FTI	Fast Track Initiative
GDP	Gross domestic product
GIS	Geographic information systems
HGSF	Home Grown School Feeding
HGSFHP	Home Grown School Feeding and Health Programme
HGSM	Home Grown School Meals
ICRAF	International Centre for Research in Agroforestry
ICC	Inter-agency Co-ordinating Committee
ICS	International Child Support
IPA	Innovations for Poverty Action
JICA	Japan International Cooperation Agency
KARI	Kenya Agricultural Research Institute
KDHS	Kenya Demographic and Health Survey
KEMRI	Kenya Medical Research Institute
KESSP	Kenya Education Sector Support Programme
KIE	Kenya Institute of Education
KPLC	Kenya Power and Light Company
KES	Kenya Shilling
LATF	Local Authority Transfer Fund
LIFDC	Low-Income Food-Deficit Country
M&E	Monitoring and evaluation
MDG	Millennium Development Goal
MVP	Millennium Villages Project
NAAIAP	National Accelerated Agricultural Inputs Access Programme
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organization
NMK	Njaa Marufuku Kenya
PCD	The Partnership for Child Development
PPP	Purchasing power parity
SE	South-eastern
SHN	School Health and Nutrition
SHNM	School Health, Nutrition and Meals

SMC	School Management Committee
SMPC	School Meals Programme Committee
SNV	Netherlands Development Organization
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
VVOB	Flemish Association for Development Cooperation and Technical Assistance
WFP	United Nations World Food Programme
WHO	World Health Organization

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 and help to keep them there, through enhancing enrolment and reducing absenteeism; and once the children are in school, the programmes can contribute to their learning, through avoiding hunger and enhancing cognitive abilities. These effects may be potentiated by complementary actions, especially deworming and 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.

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 programmes. It is perceived that transition from externally-driven school feeding programmes to HGSF, will support government action to deliver sustainable, nationally-owned school feeding programmes sourced from local farmers in sub-Saharan Africa.

Home Grown School Feeding in Kenya

The Government of Kenya is demonstrating leadership in this field and has developed two different HGSF models namely Njaa Marufuku Kenya (NMK, "Eradication Hunger in Kenya") and Home Grown School Meals (HGSM) aimed at supporting the Millennium Development Goals (MDGs) in Kenya. The two programmes have received broad-based support from both government and development partners. The Ministry of Agriculture-led NMK initiated in 2005, targets areas of high poverty that have high and medium potential to grow food and areas that have high levels of school drop-out, poor primary school performance, and high levels of malnutrition. Currently, 44,229 children in 66 schools are being targeted across 6 provinces. With the momentum for HGSF in Kenya building, in July 2009 the Ministry of Education launched the HGSM programme with a beneficiary level of 538,000 children in 1,777 schools in 66 semi-arid districts. In 2011, the programme had reached a beneficiary level of 592,638 children in approximately 1,800 schools in 72 semi-arid districts. The HGSM programme is now also looking to strengthen links with smallholder farmers to enhance local agricultural production.

Strengthening Links to Smallholder Agriculture

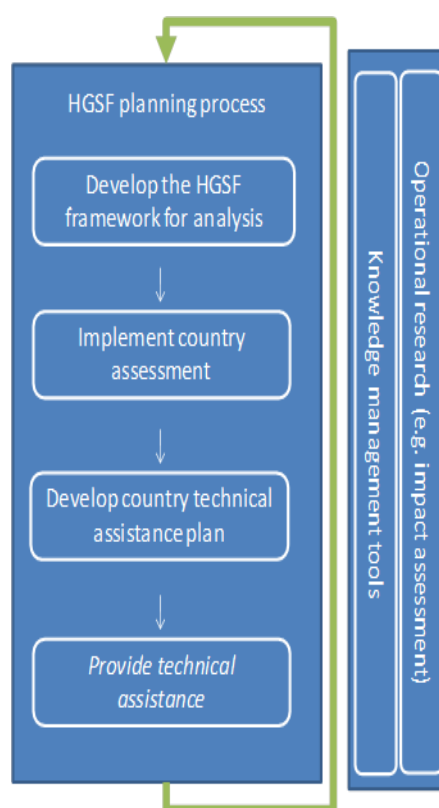
Past experience shows that the key to success, scale up and sustainability of school health and nutrition (SHN) programmes has been the development of a multisectoral understanding, especially between education and health, as outlined in the internationally

recognized FRESH (Focusing Resources on Effective School Health) programming framework¹. There is need to build on this approach in Kenya by strengthening the links between the Ministry of Agriculture and other agencies promoting agricultural development, to the key stakeholders involved in the implementation of HGSM.

Given the clear opportunity for collaboration and the engagement from all key partners in Kenya, the Government of Kenya (led by the Ministry of Education School Health and Meals Unit and the Ministry of Agriculture, in collaboration with key Ministries including the Ministry of Northern Kenya and Other Arid Lands, Ministry of Public Health and Sanitation and Ministry of Water and Irrigation), development partners and other key stakeholders have jointly developed this paper aimed at capturing the scope of the proposed technical support activities. Partners in these activities include The Partnership for Child Development (PCD), the World Bank, WFP, the Flemish Association for Development Cooperation and Technical Assistance (VVOB), the Kenya Medical Research Institute (KEMRI), and the Netherlands Development Organization (SNV), among others.

Integrated Assessment and Planning Process

This HGSM Programme Technical Development Plan was developed in Kenya 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 scoping 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 develops the programme theory for HGSM, covering both impact and process dimensions. The assessment and planning process 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, 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 Kenya HGSM programmes and “enabling environment” dimensions.



PCD HGSM programme approach

Design and Implementation Standard

HGSM is a tool to reach three different target groups: primary schoolchildren; small-scale farmers involved in food production; and actors (community groups) within the supply chain involved in food preparation and other income-generating activities associated with school

¹ FRESH, developed jointly by the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization (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).

feeding service provision. However, the HGSM and NMK programmes differ in their targeting approaches. While NMK targets poor small-scale farmers in areas of high to medium agricultural potential, the HGSM programme aims to benefit farmers indirectly, without specific targeting criteria. Secondary target groups are the traders who are approached when primary target groups cannot fulfil the programmes demand. Considering actors along the supply chain allows the inclusion of elements of the community as programme beneficiaries.

The two Government of Kenya programmes (HGSM and NMK) currently operate with a different set of goals and objectives. However, as described in the policy frameworks section of the assessment, a *National School Health, Nutrition and Meals (SHNM) Programme Strategy* is currently being finalized and provides an opportunity to harmonize the two approaches under a common framework. At impact level, policy level goals for HGSM include the well-documented benefits in terms of children's education, health and nutrition. In addition, there was a consensus amongst the different stakeholders involved in the assessment process that the goal of HGSM from the smallholder farmer and community groups perspective was to improve food security, including food availability (e.g. production), food access (e.g. income) and utilization (e.g. nutritional status).

Stakeholders considered increased accessibility for smallholder farmers to the market created by **HGSM** a priority, along with extension services to assist farmers in reacting to the new demand for commodities. The **NMK** programme is geared to agricultural development and includes extension services to farmers. However, there is a diminishing rate of funding for procurement of food for school meals over 3 years (i.e. 100%, 75% and 50% respectively). Continuity of the school meals is therefore hinged on the value for school feeding being realized by parents, who in turn freely provide food commodities for ongoing feeding.

Enabling Environment: Policy Frameworks Standard

Kenya illustrates strong policy level dialogue and inter-ministerial communication with regards to SHNM. Supported by a series of policy documents from a range of ministries, the Government of Kenya is making an asserted effort to realize benefits for pupils through strengthening policy frameworks. Currently the *National SHNM Programme Strategy* is in its final stages of development and will translate the provisions of the *National School Health Policy* and the associated *National School Health Guidelines* into strategic objectives and actions under each to be implemented over a period of 5 years (2011–2015). It identifies roles and responsibilities for various actors/stakeholders. Overall, the document urges for interministerial co-ordination, multisectoral planning, joint action, and monitoring and evaluation (M&E).

Enabling Environment: Institutional Capacity and Co-ordination Standard

Both the HGSM and NMK illustrate clear structures with a co-ordination mechanism for each. The designs of both programmes are comprehensive and provide a substantial foundation for the progression to school feeding programmes that can benefit small-scale farmers. Stakeholders acknowledge the added benefit each programme implemented in Kenya had to offer and how such programmes could further achieve the objectives of HGSM with additional programme development.

Enabling Environment: Financial Capacity Standard

Stable funding is a prerequisite for sustainability. 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).

The Government of Kenya has demonstrated its support to HGSM by committing the bulk of the funds for programme implementation for both HGSM and NMK programmes. However, additional funding is required for implementation to help leverage the government commitment and allow for expanded coverage of the programmes.

Enabling Environment: Community Participation Standard

The role of the local community in both the HGSM and NMK programmes is important. However, the level of engagement, roles and responsibilities the community plays in both programmes differ. The community inclusion is strong with the NMK programme when considering food acquisition but less so for the HGSM programme. This offers an opportunity for cross programme learning. The need for further analysis and strengthening of community functions in programme delivery of the HGSM programme is recognized. Additional research and case studies are deemed advantageous. The breadth of programme partners and availability of expertise in Kenya offers ample opportunity for synergy creation to address many of the programme support requirements identified.

Stakeholder Mapping

Stakeholder analysis confirmed the leading role of the ministries involved in the implementation of HGSM in Kenya namely the Ministries of Education and Agriculture. The Government of Kenya research institutes i.e. Kenya Agricultural Research Institute (KARI) and KEMRI, as well as the Kenya Institute of Education (KIE) are among the parastatals that can play important roles in HGSM. A broad range of international development partners are also key to the implementation of the HGSM. Civil society organizations (CSOs) and non-governmental organizations (NGOs) are also key stakeholders in the programme.

Home Grown School Meals Constraints

Support is needed in areas of programme design, namely: programme targeting, procurement, M&E, linkage to small-scale farmers, ration design, food processing and governance.

To support the development of programme design there will need to be support to policy and planning with analysis 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&E tools and in particular a rigorous impact evaluation. In addition, there is need to learn from the current modes of programme delivery of both the NMK and Millennium Villages Projects (MVPs).

In addition, a broad range of technical support to build the institutional and implementation capacity at all levels of programme implementation including community support is required. Technical assistance in development, printing and dissemination of the policy frameworks is also required.

Strengthening Partnerships and Advocacy for HGSM

The existing level of multisectoral and multi-stakeholder partnerships and engagement needs to be broadened. There needs to be a broad partnership that includes development partners as well as both the public and private sectors. This is a key step in the transition to a sustainable funding model. The short-term priority is to support securing of the funding for the HGSM programme scale up to cover the handing over of schools from WFP.

Rationale

This technical development plan has been created to support the advancement of the HGSM programmes. The aim of this document is to strengthen the capacity to implement the programme effectively so as to benefit schoolchildren as well as smallholder farmers. This technical development plan is as a result of joint analysis led by the Ministry of Education School Health and Meals Unit and the Ministry of Agriculture, in collaboration with key Ministries including the Ministry of Northern Kenya and Other Arid Lands, Ministry of Public Health and Sanitation and Ministry of Water and Irrigation; development partners; and other key stakeholders.

The participatory assessment and planning process followed the set of internationally recognized school feeding standards developed in *'Rethinking School Feeding'* to examine the HGSM and NMK programmes.

This technical development plan describes the current situation and programme structure, programme needs and recommends points of technical assistance for programme and policy development. It also provides a medium for government advocacy for stakeholder support, offering direction for programme assistance from the Government of Kenya, and the wider development community.

1. 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 and help to keep them there, through enhancing enrolment and reducing absenteeism; and once the children are in school, the programmes can contribute to their learning, through avoiding hunger and enhancing cognitive abilities. These effects may be potentiated by complementary actions, especially deworming and 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, 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* highlighted 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 (Bundy *et al.*, 2009).

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. Third, 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. To support the transition from externally-driven school feeding to HGSF, African governments require technical support that is context-specific and evidence-based to deliver sustainable, nationally-owned school feeding programmes linked to local production.

1.2. Home Grown School Feeding in Kenya

The Government of Kenya is demonstrating leadership in this field and has developed two different HGSF models namely Njaa Marufuku Kenya (NMK, "Eradicate Hunger in Kenya"), and Home Grown School Meals (HGSM) aimed at supporting the Millennium Development Goals (MDGs) in Kenya. The two programmes have received broad-based support from both government and development partners. The Ministry of Agriculture-led programme NMK initiated in 2005, targets areas of high poverty that have high and medium potential to grow food and areas that have high levels of school drop-out, poor primary school performance, and high levels of malnutrition. Currently, 44,229 children in 66 schools are being targeted across 6 provinces. With the momentum for HGSF in Kenya building, in July 2009 the Ministry of Education launched the HGSM programme with a beneficiary level of 538,000 children in 1,777 schools in 66 semi-arid districts. In 2011, the programme had reached a beneficiary level of 592,638 children in approximately 1,800 schools in 72 semi-arid districts. The HGSM programme is now also looking to strengthen links with smallholder farmers to enhance local agricultural production.

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 recognized FRESH (Focusing Resources on Effective School Health) programming framework². HGSM is now building on this approach by strengthening the links with the Ministry of Agriculture and other agencies promoting agricultural development.

Given the clear opportunity for collaboration and the engagement from all key partners in Kenya, the Government of Kenya (led by the Ministry of Education School Health and Meals Unit and the Ministry of Agriculture, in collaboration with key Ministries including the Ministry of Northern Kenya and Other Arid Lands, Ministry of Public Health and Sanitation and Ministry of Water and Irrigation), development partners and other key stakeholders have jointly developed this technical development plan. Other partners involved in the programme activities include PCD, the World Bank, WFP, the Flemish Association for Development Cooperation and Technical Assistance (VVOB), the Kenya Medical Research Institute (KEMRI), and the Netherlands Development Organization (SNV), among others.

² FRESH developed jointly by the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization (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).

1.3. Objectives

The overall objective of this technical development plan is:

- To strengthen the capacity of the School Health and Meals Unit in leadership and ownership of the HGSM programme.

With specific objectives:

- To strengthen the capacity of the School Health and Meals Unit to effectively implement the HGSM programme.
- To strengthen collaboration with the Ministry of Agriculture and other stakeholders to support the participation of smallholder farmers in the HGSM programme.
- To strengthen and formalize links with agricultural partners to move from a local procurement programme to a local production programme.

1.4. Structure and Outline

This paper outlines:

- Background information on agriculture, food and nutrition security and education in Kenya (Section 2).
- The approach used for the HGSM Programme Technical Development Plan (Section 3).
- The current status of HGSM implementation in Kenya and a description of key, constraints needs and gaps across the Rethinking School Feeding Standards (Section 4).
- An overview of the main stakeholders and their respective roles (Section 5).
- The activities required to tackle the constraints identified (Section 6).

2. Kenya: Country Overview

One of the leading economies in eastern Africa, Kenya ranks 143rd on the United Nations Development Programme (UNDP) Human Development Index table, with an average life expectancy at birth of 57.1 years, an adult literacy rate of 87%, and a gross domestic product (GDP) of 2%, and purchasing power parity (PPP) per capita of US\$1,542 (UNDP, 2011). As a measure of poverty, 40% of the population lives on less than US\$2 per day, and 20% lives on less than US\$1.25 per day (World Bank, 2011). Demographically, Kenya has a population of approximately 39 million people, where over 40% are less than 15 years of age (KNBS, 2009). According to the Food and Agriculture Organization of the United Nations (FAO), Kenya is also a Low-Income Food-Deficit Country (LIFDC).

2.1. Agriculture, Food and Nutrition Security

In Kenya, the population lives predominantly in rural zones, with only 20% living in urban settings. Most Kenyans also live where there is a medium to high potential for agriculture – areas which make up approximately 18% of the country. In areas of high potential, the population density is six times the country average of 55 people per km². Majority of the poor live in the sparsely populated arid areas of Kenya and the urban slums. More than 80% of the rural poor live in higher potential agricultural areas around Lake Victoria and the Mount Kenya region (see Figure 1 for production and market flows) (IFAD, 2011).

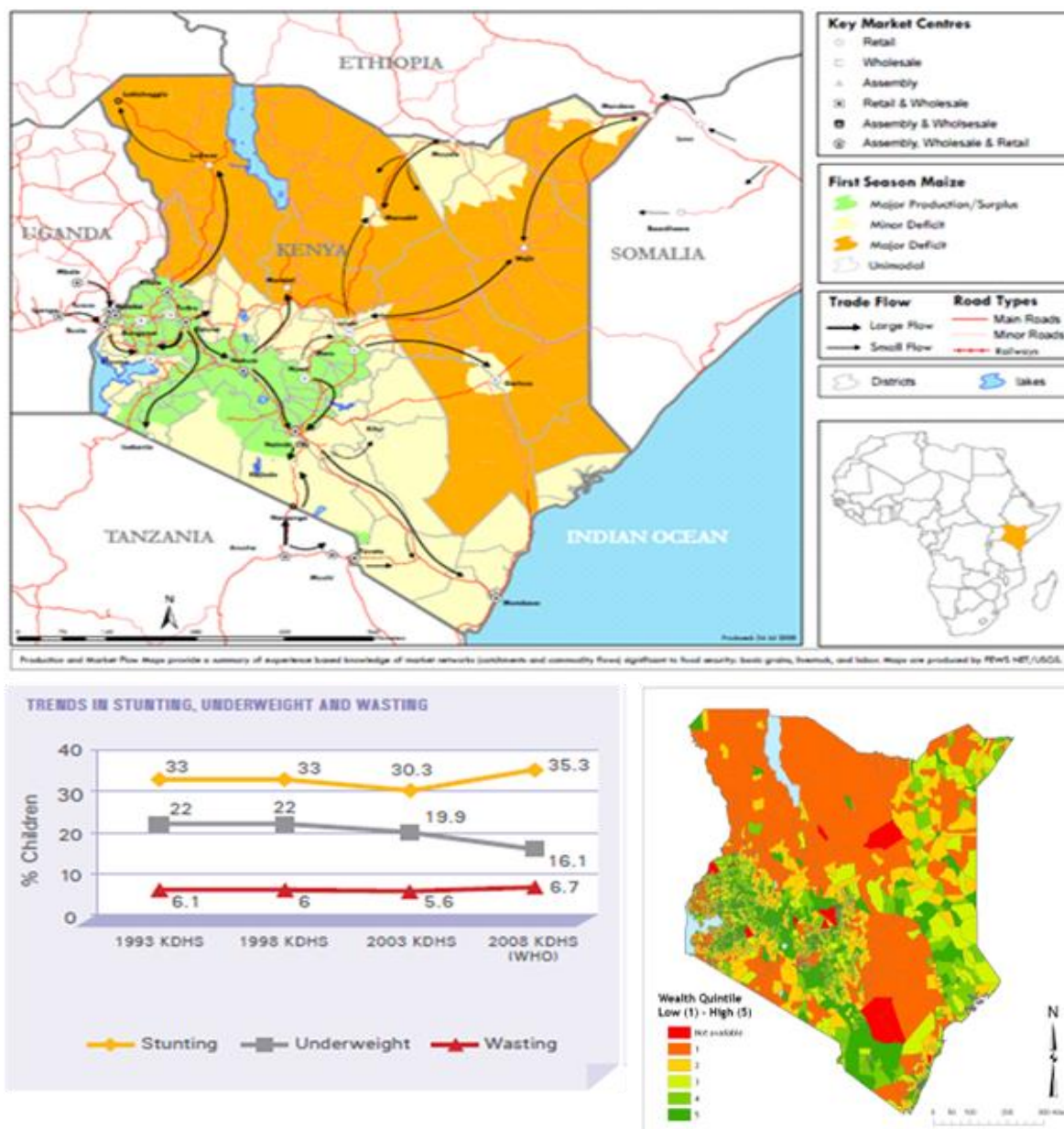
Levels of malnutrition (both chronic and acute) remain unacceptably high in Kenya. Around 30% of child deaths in Kenya are attributed to under-nutrition. Currently, 2.1 million Kenyan children under the age of 5 years are stunted, limiting the realization of their full physical and mental potential (MEASURE KDHS, 2011). Malnutrition leads to death and/or disease which in turn reduce the country's productivity. In Kenya, malnutrition causes substantial losses in social capital related to diseases and death in children. Poor households bear the highest burden of chronic malnutrition with 44% and 39% of children being in the first and second lowest wealth quintile respectively. Chronic malnutrition also affects the richest households with 25% of children in the highest wealth quintile being stunted (KNBS and ICF Macro, 2010). Though the 2008 Kenya Demographic and Health Survey (KDHS) showed a reduction in infant mortality and under-five mortality, the figures for chronic undernutrition have not improved over the past 20 years. One third of children under the age of 5 years are stunted (see Figure 1 on trends in stunting, underweight and wasting).

Micronutrient deficiencies particularly iron and Vitamin A are unacceptably high among young children in Kenya; about 76% and 74% of pre-school children are deficient in Vitamin A and iron, respectively. This affects cognitive development, lowers school performance, limits adult productivity, reduces immunity and eventually contributes to high burden of infant and child morbidity and mortality.

The major factors contributing to high malnutrition in Kenya include: increasing food insecurity, as a result of recurrent droughts and rising food prices; poor dietary diversity and poor access to fortified foods; inadequate quantities of food; diseases and other underlying factors like poor hygiene, childcare and feeding practices, and low access to nutrition knowledge and services. There is also widespread promotion and use of inappropriately constituted cereal and legume mixes. Increase in inflation in Kenya peaking at 26.8% in

2008 continues to erode consumer purchasing power of households hence, becoming difficult to meet their basic needs (UNFPA–Kenya, 2010).

Figure 1: Production and market flow maps in Kenya for first season maize and prevalence of wasting and income quintiles.



Sources: USAID, 2010; MEASURE KDHS, 2009.

In order to adequately realize children's right to basic nutrition, as entrenched in the constitution of Kenya, acceleration of nutrition interventions is necessary. Key factors in poor child nutrition are low rates of exclusive breastfeeding for the first 6 months of a child's life, practiced only by 32% of Kenyan mothers, and the consumption of an inadequate (quality and diversity) diet (KNBS and ICF Macro 2010).

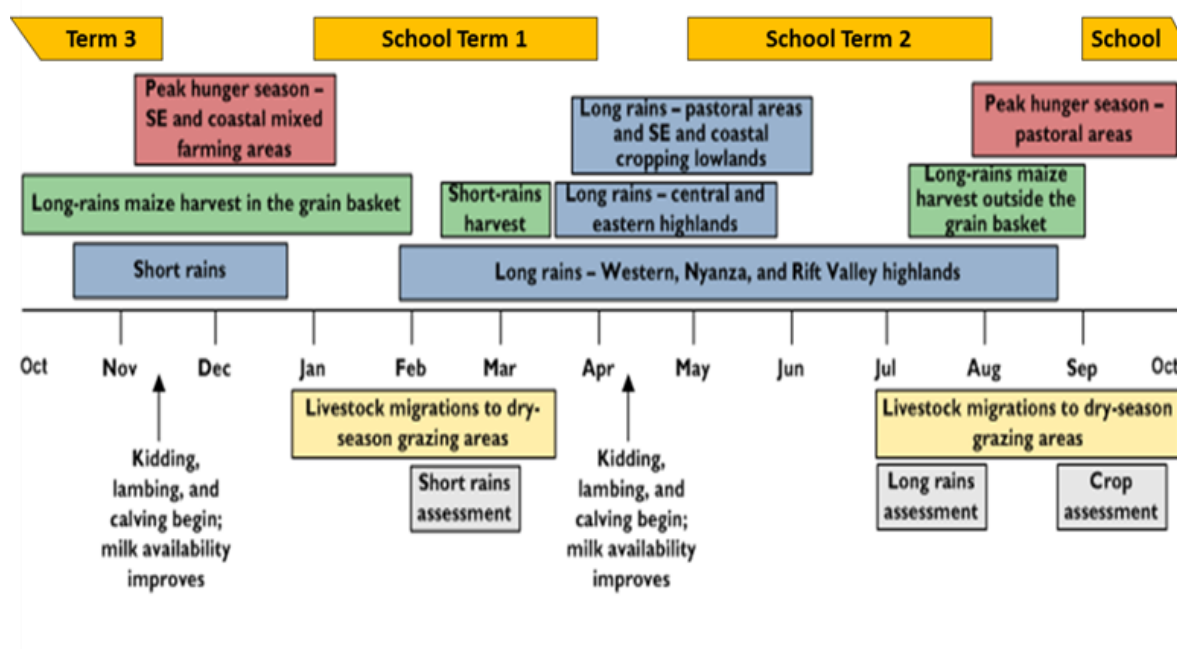
As Kenya's population has tripled over the past three decades, pressure on natural resources has increased, the income gap has widened and poverty levels have risen, eroding gains in food security, education, health, employment and income (see Figure 1 for

details on income quintiles across the country). Low agricultural productivity, worsened by land degradation and insecure land tenure, coupled with unemployment, low wages, poor governance, currency fluctuation, poor infrastructure and ever increasing fuel prices, has contributed to rural poverty. In terms of occupation, Kenya's rural poor is comprised of small farmers, herders, farm labourers, unskilled and semi-skilled workers, and many households headed by women. Subsistence farming is the primary—and often the only—source of livelihood for approximately 70% of women (IFAD, 2011). Kenya can be divided into three types of agricultural livelihood areas (USAID, 2010; WFP, 2011).

1. *High potential agriculture areas (consisting of humid, sub-humid, and semi-humid zones)*: A mixture of large farms and smallholders growing cash and staple crops. Food crops include maize, wheat and beans.
2. *Marginal agriculture areas (consisting of semi-humid to semi-arid zones)*: Mixed crop and livestock farming by smallholders. Food crops include maize, sorghum, millet, beans, cowpeas, green yams, pigeon peas and irrigated vegetables.
3. *Agro-pastoral and predominately pastoral areas (consisting of arid and very arid zones)*: Mainly pastoral farming, with some agro-pastoral farming. Crops such as maize and beans tend to be imported from outside of the area.

Food security in the marginal agriculture and agro-pastoral/pastoral areas varies with the seasons, with peak hunger seasons occurring between August and October in the pastoral areas and between November and January in the south-east and coastal mixed farming areas, as detailed in Figure 2, which links these seasonal differences with the school terms.

Figure 2: Seasonal calendar and critical events timeline for Kenya.

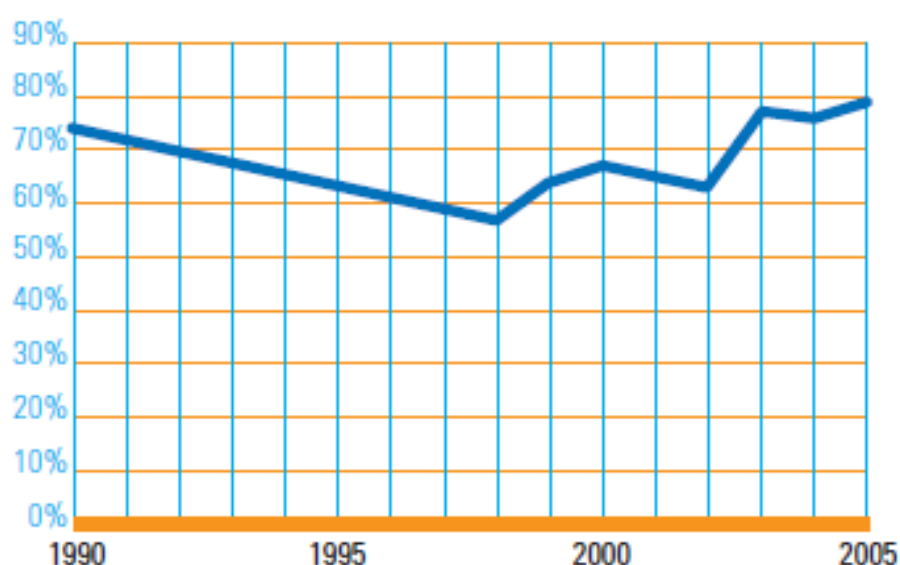


Note: SE= south-eastern. Source: Adapted from FEWS NET (Famine Early Warning Systems Network) (USAID, 2010).

2.2. Primary Education

For almost three decades following its independence in 1963, Kenya saw impressive gains in educational access at all levels, resulting from substantial investment of resources in education and other government policies. Unfortunately, during the 1980s and 1990s, these gains were reversed for a number of reasons. In 1984 and 1985, the introduction of a new educational structure and curriculum was accompanied by a reduction in enrolment rates, from 107% to 99%. In 1989, the introduction of a policy of cost-sharing led to a further drop in enrolment to 92%. In the years that followed (see Figure 3), the enrolment rate continued to slowly decline for several reasons, including the expense to parents and the low quality of education being delivered in Kenyan schools. However, access to primary education in Kenya has improved dramatically with the introduction of free primary education in 2003; the net enrolment ratio jumped nearly 10% and has been steadily increasing since (Republic of Kenya and UNICEF 1999). Anecdotal evidence from teachers and other education sector staff suggests that many children who came to school following the introduction of the measure were orphans and other vulnerable children. According to the latest Population and Housing Census in 2009, there were 9.4 million children enrolled in primary school, with an estimated extra 2 million children out-of-school. Primary school net enrolment ratio was estimated at 77.2%, though this figure was approximately 15 points lower than that recorded in the Education Management Information System (EMIS), highlighting some issues of data quality and measurement comparability across the two data sets. According to EMIS data, fewer than 600,000 primary school-age children are out-of-school (Republic of Kenya 2005).

Figure 3: Net enrolment ratio, Kenya.

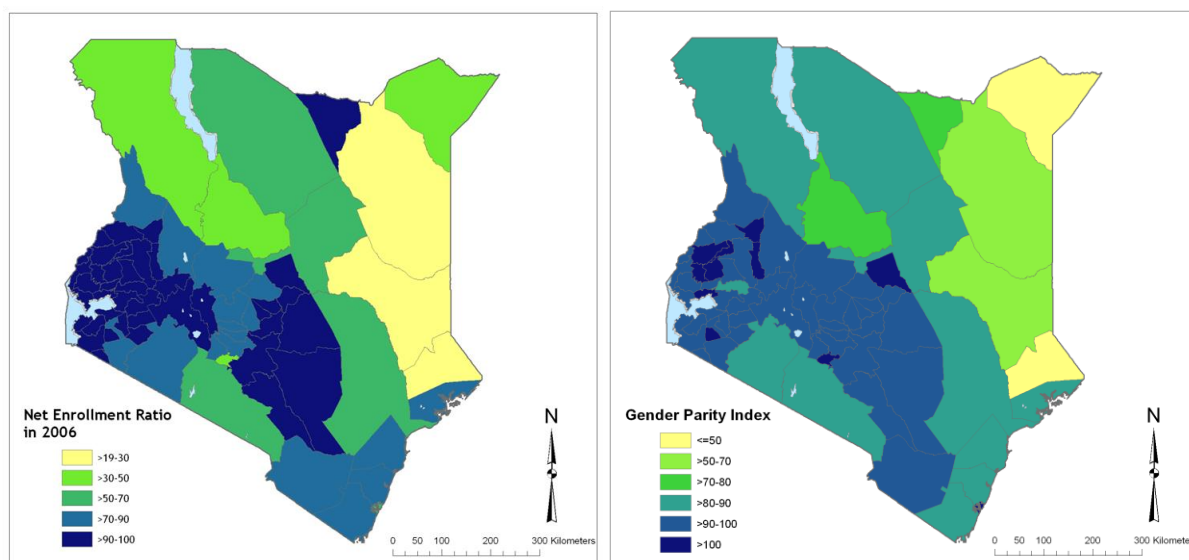


Source: Republic of Kenya and UNICEF, 1999.

Girls and boys participate in primary school at approximately the same rate nationally, but gender parity often varies by province (see Figure 4). For example, in 2004, Nairobi had a rate of 3% in favour of girls, while North-Eastern province had 24% and Coast province had 22% in favour of boys (Republic of Kenya, 2007a). Literacy also varies by province, ranging from 8% adult literacy in North-Eastern province to 87% in Nairobi province (KNBS 2007). Primary school drop-out rates were 28% in 2003 for both girls and boys. While the introduction of free primary education in 2003 removed the cost of school fees as a barrier to

education, other education-related costs such as school uniforms remain a barrier to education and not all children are enrolled in school. Barriers to education are particularly pertinent for child workers, orphans, nomadic children and street children. In terms of budgeting, primary education received 55% of education expenditure in 2006, and the equivalent of approximately US\$315 is spent on each primary student per year.

Figure 4: Net enrolment ratio and primary school gender parity index.



Source: Republic of Kenya, 2006.

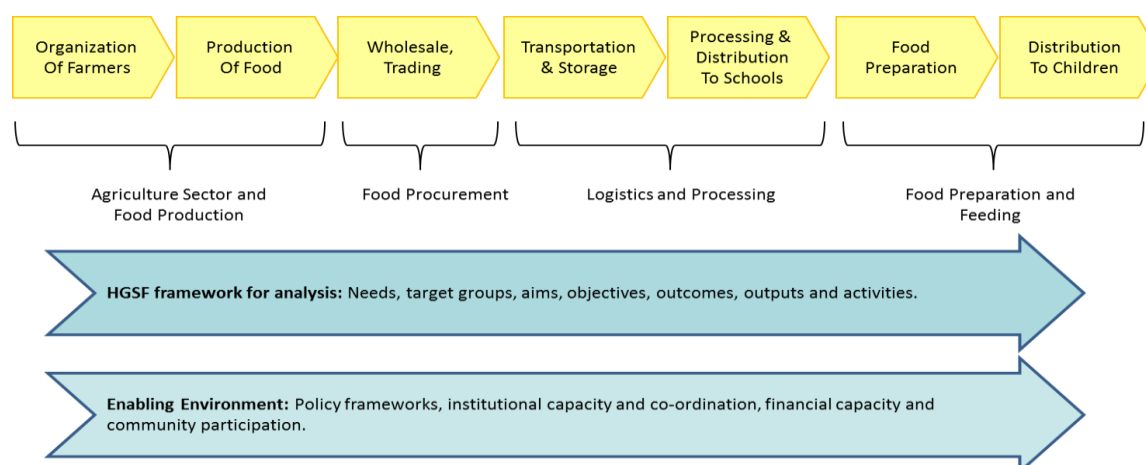
3. HGSM Programme Technical Development Plan Approach

3.1. Rethinking School Feeding Standards

The HGSF framework for analysis in Kenya 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 and researchers. 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, and then develops the programme theory for HGSF, covering both impact and process dimensions (Rossi *et al.*, 2004). The analysis also followed the set of five standards developed in *Rethinking School Feeding* to examine school feeding programmes, namely: design and implementation, policy frameworks, institutional capacity and co-ordination, financial capacity and community participation (Bundy *et al.* 2009).

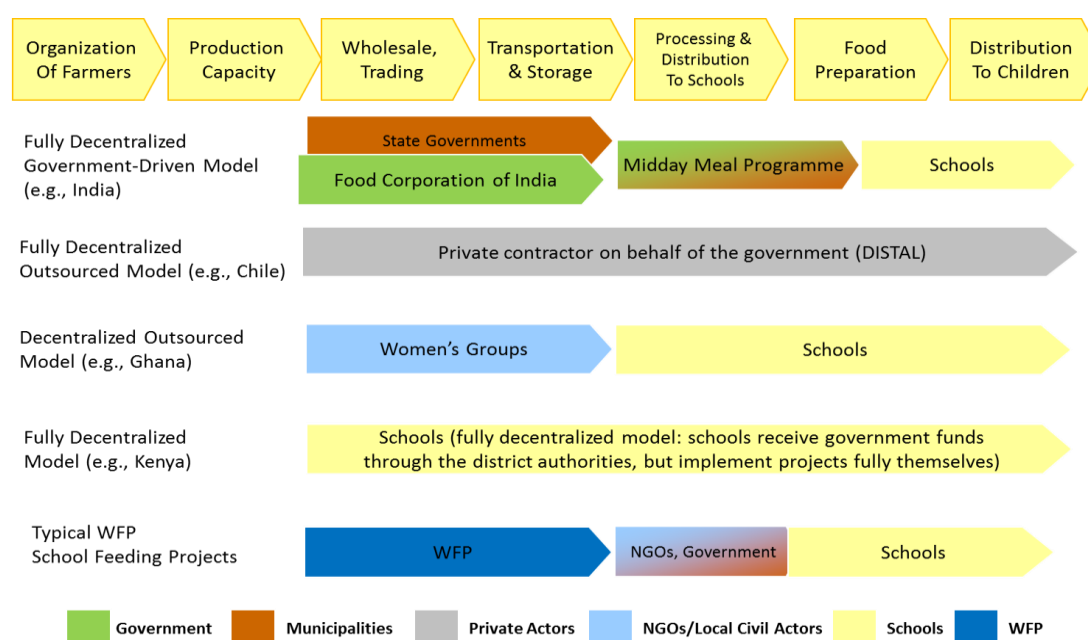
The design of the programme was examined using the “HGSF framework for analysis” approach developed by PCD and its partners (as shown schematically in Figure 5).

Figure 5: Capturing elements of the HGSF supply chain, framework for analysis and the 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 co-ordination; financial capacity; and community participation were grouped under the “enabling environment”, cross-cutting the HGSF supply chain.

Figure 6: Models of HGSF supply chains in different countries.



Source: Espejo *et al.*, 2009.

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 decentralized 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). 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 conceptualization provided the basis for the integrated country level assessments of gaps, needs, and constraints that fed into the development of this HGSM Programme Technical Development Plan.

4. Current HGSM Implementation

This section provides an overview of the current status of HGSM in Kenya and is 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 Standard

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 jeopardizing the quality and stability of the food pipeline.

Source: Bundy *et al.*, 2009.

4.1.1. Different In-country models

The Government of Kenya is currently implementing two different HGSF programmes:

1. *Home Grown School Meals (HGSM)*: Implemented by the Ministry of Education, the HGSM programme in Kenya first began in 2009 as part of a broader strategy to transition school feeding to government ownership and implementation. After 30 years of a regular school meals programme, WFP reduced the caseload from 1.2 million to 770,500 beneficiaries in 2009 due to increased commodity and transport costs. In light of the reduced coverage by WFP and prevailing food insecurity the Government of Kenya responded by launching, in July 2009, the HGSM programme which had a beneficiary level of 538,000 children in 1,777 schools in 66 semi-arid districts. This launch demonstrated the government's commitment to school feeding. In 2011, the programme had reached a beneficiary level of 592,638 children in approximately 1,800 schools in 72 semi-arid districts in the country. Currently, the HGSM programme targets primary schools situated in semi-arid lands that experience low enrolment, high drop-out and low completion rates, where pupils experience short-term hunger and subsequent difficulty concentrating on what is taught.
2. *Njaa Marufuku Kenya (NMK)*: Implemented by the Ministry of Agriculture, the NMK programme targets areas of high poverty that have high and medium agricultural potential to grow food and areas that have high levels of school drop-out, poor primary school performance, and high levels of malnutrition. The programme supports community-driven agricultural development initiatives with the aim of increasing productivity, enhancing the generation of rural incomes, addressing health and nutrition improvement and restoring and conserving the natural resource base.

Currently, 44,229 children in 66 schools are being targeted by NMK across 6 provinces. The NMK programme includes four components: Support to community-driven food security improvement projects; Support to community nutrition and school meals programme; Support to private sector food security innovations; and Project management and co-ordination.

The following sections describe the needs and characteristics of the target population, of the HGSM and NMK programmes.

4.1.2. Needs and Target Groups

HGSF is a tool to reach three different target groups: Pre-primary and primary school children; small-scale farmers involved in food production; and actors (community groups) within the supply chain involved in food preparation and other income-generating activities associated with school feeding service provision. However, the HGSM and NMK programmes differ in their targeting approaches. Outlined below are some of the key features in each target group.

4.1.2.1. Pre-Primary and Primary School Children

Both programmes aim to tackle the issues of low enrolment and attendance, high drop-out rates and low academic achievement. Barriers to education generally include household labour demands, diminutive value for education by parents, short-term hunger and nutritional deficits, all of which compromise participation and learning in the classroom.

The **NMK** programme targets primary school children in poverty stricken areas of high to medium agricultural potential. The **HGSM** programme targets primary and pre-primary school children enrolled in schools located in semi-arid areas, food insecure areas and areas with low education indicators.

4.1.2.2. Small-Scale Farmers

Small-scale farmers targeted by both programmes have limited growth prospects due to challenges of market entry and agricultural production. Inadequate agricultural support services to provide access to fertilizers, 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. However, there are important differences in the two programmes: the **NMK** programme targets poor small-scale farmers in areas of high to medium agricultural potential; while the **HGSM** programme aims to benefit farmers indirectly, through provision of funds by the Kenyan Government, without specific targeting criteria for small-scale farmers.

At programme inception, small-scale farmers were not organized and prepared to meet the initial programmatic demands for commodities, hence, the secondary target groups – the traders. Other farmers and commercial traders are approached when primary target groups cannot fulfil the programmes demand.

- Small-scale farmers require to be supported through provision of farm inputs, such as seeds, and fertilizers, etc.
- Small-scale farmers need to be in organized groups to be able to provide better services and also access credit facilities and other government support.

4.1.2.3. Actors Within the Supply Chain

Actors within the supply chain of the Kenyan Governments HGSM programmes include community groups involved in food production and other income-generating activities. HGSM support services at school include a number of income-generating activities, amongst others, employment opportunities for cooks, security staff and artisans building energy-efficient stoves, which considerably reduces the wood used and contributes to the conservation of the environment.

4.1.3. Programme Goals and Objectives

The HGSM and NMK programmes currently operate with a different set of goals and objectives. However, as described in the policy frameworks section of the assessment, the *National School Health, Nutrition and Meals (SHNM) Programme Strategy* provides an opportunity to harmonize the two approaches (Republic of Kenya, Draft). At impact level, policy level goals for HGSM include the well-documented benefits in terms of children's education, health and nutrition. In addition, the goal of HGSM from the smallholder farmer and community group perspective is to improve food security, including food availability (e.g. production), food access (e.g. income) and utilization (e.g. nutritional status). This emphasizes the role of the Ministry of Agriculture, the relevance of HGSM as an intervention within Pillar 3 of the CAADP framework, and the importance of mainstreaming HGSM within country level CAADP compacts.

As currently implemented, the **HGSM** programme has the goal of contributing to equitable access to quality education and improved retention, completion and transition rates.

HGSM has the following objectives:

1. To improve school enrolment, attendance, transition, retention and learning capacity.
2. To promote equity by supporting access to quality education and nutrition with special emphasis on girls, orphans and vulnerable children in arid and semi-arid lands, pockets of poverty and other marginalized areas.
3. To strengthen mechanisms for sustainability of SHNM programmes.
4. To provide a market for local small-scale farmers, through which they can sell their farm produce to spur agricultural growth and foster food security.
5. To promote skills-based health, hygiene and nutrition education that supports the development of knowledge, attitudes, values and life skills for healthy and hygienic behaviours.
6. To strengthen the capacity of stakeholders at all levels to implement SHNM programmes.
7. To have a framework to regulate, co-ordinate and ensure standards in implementation of SHNM programmes.
8. To enhance a comprehensive, effective, efficient and sustainable monitoring and evaluation (M&E) system.

As currently implemented, the **NMK** programme has the goal of contributing to the reduction of poverty, hunger and food insecurity among poor and vulnerable communities in Kenya by 2015.

NMK has the following objectives:

1. To enhance community-driven food security initiatives through support to resource poor and vulnerable communities.
2. To improve the health and nutrition status of vulnerable groups (pregnant and lactating mothers, children under 5 years of age and school-going children).
3. To promote the participation of the private sector in innovative food security and livelihoods initiatives.
4. To strengthen management and co-ordination of the NMK programme through strengthening organizational structures, linkages and collaboration with stakeholders.

The existing programmes (HGSM and NMK) potentially provide alternatives for scale up in different geographical and socioeconomic contexts that can provide useful lessons for future programmes. This calls for an in-depth analysis of these programmes to inform such food programmes.

4.1.4. Food Production and Smallholder Linkages

The **HGSM** programme is implemented in semi-arid areas where food production is low and farm sizes relatively small. It is intended to promote food security through increased demand that is predictable and offers a stable and accessible market to small-scale farmers. Most small-scale farmers are not registered and lack the vital documents required for competitive bidding therefore, market accessibility is limited unless their capacity is developed. Further, the competitive bidding process also compromises any market stability, as fluctuating commodity prices will affect successful tenders. The design of the HGSM programme does not provide any extension services to assist farmers in reacting to the new demand for commodities, and thus, has little agricultural outreach functions. It is envisaged that the HGSM programme will create opportunities for schoolchildren to become better learners and to acquire relevant skills and knowledge to grow up in a healthy and sustainable environment.

The **NMK** programme is geared to agricultural development and capitalizing on the agricultural expertise present in the Ministry of Agriculture. At present the NMK programme operates in areas not currently covered by other school feeding programmes (though there is some potential geographical overlap) and combines a short and comprehensive support package for boosting food production. Through demonstrations, farmers are introduced to technologies suitable for their areas. They are also linked to government and non-governmental organizations (NGOs) that provide agricultural inputs such as fertilizers, seeds, irrigation equipment and training. This is intended to improve agricultural practises and help continue adoption of these techniques even after programme support. Market access is created through public procurement of food commodities at the school, which are served as school meals and procured at a diminishing rate over 3 years (100%, 75% and 50% respectively). This activity acts as a form of structured demand for farmers, offering a predictable and stable market. Continuity of the school meals is hinged on the value for school feeding being realized by parents, who in turn freely provide food commodities for ongoing feeding.

4.1.5. Food Procurement

The procurement process in the **HGSM** programme is undertaken at school level and co-ordinated by the School Meals Programme Committee (SMPC) (see Figure 7). The process used to undertake procurement is a replication of the same process used in the procurement

of school instructional materials. Cash is transferred directly to the school accounts on a bi-annual basis. Schools are informed of how much money has been credited into their school accounts. A competitive procurement process for food with registered/licensed local farmers or suppliers is then undertaken. Preference is given to those who are vulnerable such as; widows, people living with HIV and women-led groups. Procurement procedures are guided by circulars from the Ministry of Finance. Procurement is performed on a termly basis and depends on the storage capacity at the school. The construction of storage facilities is the responsibility of the parents.

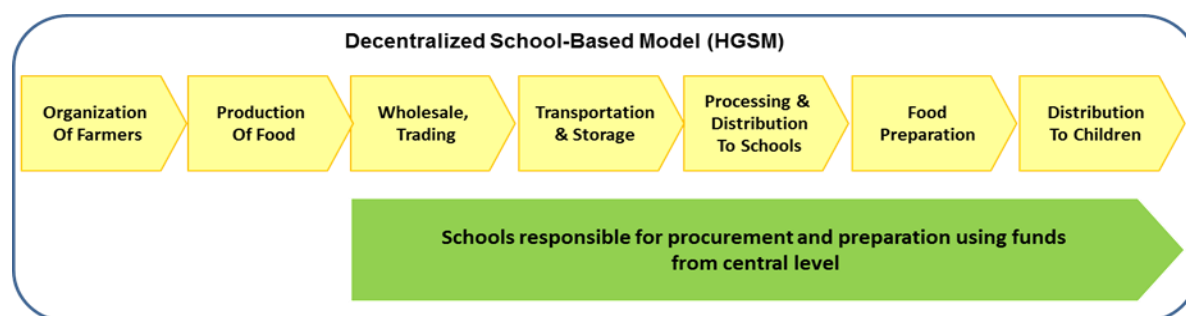


Figure 7: Stylized HGSM supply chain.

Procurement within the **NMK** programme is not envisioned as the driving force behind the longevity of meal provision. Over a 3-year period food commodities are procured for school feeding at a diminishing rate of 100%, 75% and 50% respectively. Schools are provided funds through direct transfers to the school account (see Figure 8). Without a rigid procurement system like that of the HGSM programme, community members and teachers undertake group discussions to determine procurement details. Explicit procurement steps are therefore, not generic across the programme as each community has its own unique method of decision making and the school pays for commodities via a bank cheque. Food procurement is for a period of 3 years after which the community are expected to take over the programme, through provision of food commodities in the school. The programme continues to support the parents through farm inputs to increase crop production to sustain the School Meals Programme.

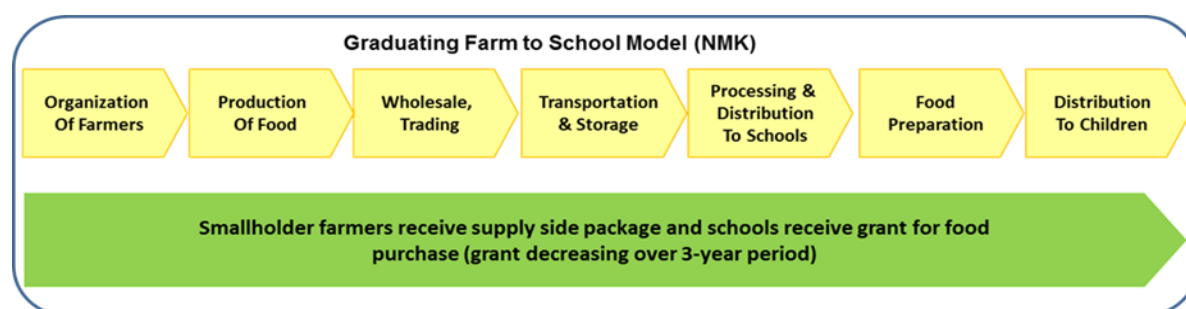


Figure 8: Stylized NMK supply chain.

4.1.6. Food Preparation and Distribution

In the **HGSM** programme, children receive a midday hot meal, which is prepared from food commodities procured with funds provided by the Ministry of Education. The typical daily ration per child consists of 150 grams of cereal, 40 grams of pulses, 5 grams of oil and 2 grams of salt. The HGSM programme provides funds for food procurement only, as there are no additional funds provided for infrastructure, storage or fuel efficient stoves.

In the **NMK** programme, as the community and school partnership forms the decision making body at school level, calculations are based on a meal that would have: 150 grams of cereal, 40 grams of pulses, 5 grams of vegetable oil, and fruits/vegetables and salt (provided from the school garden or contributed by parents). This has a dietary contribution of 700 kilocalories per pupil per day. This accounts for approximately 33% of the daily requirement. A bean and maize mix that includes oil is encouraged and largely implemented throughout schools because of the ease of storing the raw food and ease of cooking. However, the committees are free to make any meal from locally available food that will have a dietary intake. A 100% provision to schoolchildren is realized in the early stages of the programme although coverage may diminish over time as procurement support also reduces (see Section 4.1.5. Food Procurement). This may require parents who have enough resources to increase their contribution to cater for most vulnerable children. School gardens may also supplement the food basket.

4.1.7. Monitoring and Evaluation

In the **HGSM** programme, the databases for various programme components are developed in collaboration with EMIS and M&E units of the ministry and development partners closely involved in the implementation of the programme. Monitoring is conducted regularly from national, county, sub-county and school levels in collaboration with relevant line ministries and development partners. Evaluation of the programme is conducted after 3 years of implementation in consultation with relevant development partners and thereafter, as the need arises. Monitoring tools have been developed for each level and are usually reviewed to address any emerging challenges in programme implementation. Monitoring of deworming and other health service provision programmes is an integral part of HGSM programme implementation.

In the **NMK** programme, M&E activities are jointly carried out by the Ministries of Agriculture, Education and Health on a regularly basis at national (headquarters), county, sub-county, divisional and school levels. In both HGSM and NMK programmes each of the three ministries as well as other relevant stakeholders study the data generated and take action to address the identified problems.

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 politicization, for example, in India where the programme is supported by a Supreme Court ruling and in Brazil where it is included in its 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 harmonization 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.

In Kenya most of the relevant elements of an effective policy framework for HGSM are nearly in place.

The Government of Kenya acknowledges the critical role of school feeding in enhancing the health and nutrition of primary school children by adopting several relevant policies and strategies including:

- *Kenya Vision 2030* (Republic of Kenya, 2007b): A long-term national planning strategy to raise Kenya to a middle-income country by 2030; it outlines policy targets to “achieve the MDGs by reducing food poverty by half; attaining Universal Primary Education and addressing over 75% of food poor population in rural areas”.
- *Kenya Education Sector Support Programme (KESSP) (2005–2010)* (Republic of Kenya, 2005): KESSP recognizes inter alia the need to “enhance sustainability of the school feeding programme” in its school health, nutrition and feeding programmes.
- *2008 National Food and Nutrition Policy* (Republic of Kenya, unpublished): Focuses on food security for all Kenyans.
- *National School Health Policy and National School Health Guidelines* (Republic of Kenya, 2009a; Republic of Kenya, 2009b): Both developed by the Ministry of Education and the Ministry of Public Health and Sanitation, launched in 2009. This is a cross-sectoral publication and includes a section on nutrition, outlining school nutrition services, nutrition education, school feeding, and community involvement. Within the community involvement sub-section, the policy states, “Communities shall be encouraged to ensure a minimum level of local food production to ensure sustainability” (Republic of Kenya, 2009a: p. 29). As this is the only mention of local food production relating to school feeding in the policy, this finding validates the need identified by the different stakeholders to strengthen the links with the relevant sectors.
- *National SHNM Programme Strategy* (Republic of Kenya, Draft): Provides a common framework for collaboration and co-ordination across the different stakeholders involved. The Strategy translates the provisions of the *National School Health Policy and National School Health Guidelines* (Republic of Kenya, 2009a; Republic of Kenya, 2009b) into five strategic objectives and actions under each to be implemented over the period 2011–2015.

4.3. Enabling Environment: Institutional Capacity and Co-ordination Standard

The implementation of a HGSM programme is generally the responsibility of a specific government institution or ministry. Best practice suggests that HGSM 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.

Table 1: Cross-sectoral co-ordination of HGSM in Kenya at different levels.

Level	Co-ordinating Structure	Function	Membership
National	Inter-Agency Co-ordinating Committee Unit and Technical SHNM Committee	<ul style="list-style-type: none"> • Provide guidance on policy matters. • Lobbying, advocacy and resource mobilization. 	<ul style="list-style-type: none"> • <i>Government Ministries</i> → Education (chair), Agriculture, Water and Irrigation, Public Health and Sanitation, Northern Kenya & Other Arid Lands. • <i>Development Partners</i>
County	County Co-ordinating Unit	<ul style="list-style-type: none"> • M&E, guidance and backstopping district level problems. • Regulate, co-ordinate and ensure standards in implementation of SHNM programme. • Capacity building. 	<ul style="list-style-type: none"> • <i>County Sectoral Officers</i> → Agriculture, Education, Nutrition, Provincial Water, Public Health, Livestock, and Co-operatives.
Sub-County	Sub-County Steering Group	<ul style="list-style-type: none"> • Include in agenda meetings, health and nutrition issues as they arise. • Co-ordinate programme implementation at district level. • Advise county units. 	<ul style="list-style-type: none"> • All the government ministries, civil society and development partners.
	Sub-County Co-ordinating Unit	<ul style="list-style-type: none"> • Programme sectoral planning and implementation, including M&E and technical assistance. • School feeding oversight portfolio. • Capacity building. 	<ul style="list-style-type: none"> • <i>Sub-county Level Sectoral Officers</i> → Water, Public Health, Livestock, Agriculture, Education and Co-operatives.
Zonal	Zonal Co-ordination Team	<ul style="list-style-type: none"> • Co-ordination and supervision of programme implementation at zonal /divisional levels (where applicable). • Regular monitoring and supervision of programme, providing necessary advice to schools. • Receiving and preparing reports from schools to Sub-county Education Offices. • Capacity building of stakeholders at school level. 	<ul style="list-style-type: none"> • Area Education Officers/ Zonal Quality Assurance and Standards Officers, Line Ministries and relevant stakeholders.
Local	School Management Committee (SMC) & School Meals Programme Committee (SMPC)	<ul style="list-style-type: none"> • SMC administers and manages, at school level, all facets of HGSM programme implementation, including procurement, food preparation, and reporting. 	<ul style="list-style-type: none"> • <i>SMC</i> → Led by the head teacher. • <i>SMPC</i> → Chairman (an elected member of the SMC), a secretary (a teacher responsible for the school feeding programme), head teacher, deputy head teacher, chair of the SMC, and an Early Child Development (ECD) teacher.

As mentioned previously, the lead Ministry for the HGSM programme is the Ministry of Education and the lead Ministry for the NMK programme is the Ministry of Agriculture. Both Ministries have similar management structures, from policymakers to programme managers.

The **HGSM** programme is currently managed by a technical unit, within the Directorate of Basic Education. Under the regular school feeding programme, decisions touching on SHNM are taken by the Programme Review Committee, which meets on a quarterly basis. Representatives on this Committee include the Director of Basic Education, senior personnel in the technical unit at national level and representatives of WFP.

The **NMK** programme is managed by a technical unit within the Ministry of Agriculture. Policy direction is given by a Ministry of Agriculture steering committee and the NMK co-ordinator reports directly to the agriculture secretary on school feeding issues.

SHNM structures provide a system that is working well but would benefit by accommodating more of the key stakeholders, as well as increased linkages between education and agricultural partners. In turn, this would require appropriate co-ordination structures to be institutionalized across the relevant ministries. Table 1 summarizes the cross-sectoral co-ordination of HGSM in Kenya at different levels. The development of the *National SHNM Programme Strategy* is another opportunity to strengthen co-ordination, minimize duplication and maximize efficiency of government support (Republic of Kenya, Draft).

Constraints that have been identified that could be strengthened in terms of institutional capacity include the capacity to deliver different programme support functions, particularly design, advocacy and fundraising, M&E, and effective communication (e.g. websites and mass media etc.).

Promotion of the achievements and activities of the HGSM and NMK programmes within Kenya and across the globe is important. To achieve this, all research documents, school feeding statistics, event listings, programme documentation and news emanating from the work of the programmes should be disseminated through the HGSM website (<http://hgsm-global.org/>) and other relevant channels.

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 decentralization, 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 national level, making sure there is compliance with the national poverty reduction strategy and sectoral plans. The degree to which HGSM 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 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.

The **HGSM** programme received KSh 400 million annually from the Ministry of Education budget in the two financial years 2009/10 and 2010/11. The Japanese Government (through the Japan International Cooperation Agency [JICA]) provided a one-off support of KSh 150 million in counter-part funds in 2009.

The HGSM programme will be scaling up the beneficiary level by 50,000 primary school children per year as part of the transition strategy from the WFP supported regular school feeding programme. The planned scale up requires additional funding. The anticipated budget deficit for food procurement for financial years 2011 and 2012³ is provided in Table 2.

Table 2: HGSM scale up projections.

	Financial Year 2010–2011	Financial Year 2011–2012	Financial Year 2012–2013
Beneficiaries	538,000	*588,638	638,638
Schools	1,777	**1,858	2,016
Budget total (US\$)	13,008,840	14,332,500	15,551,250
Government of Kenya commitment (US\$)	11,148,840	4,960,000	4,960,000
Partner contribution (US\$)	1,860,000	–	–
Current budget shortfall (US\$)	–	9,372,500	10,591,250

Note: * Actual take over 592,638 was more than the projected figure; ** Actual take over 1,800 was less than the projected figure.

At conception the **NMK** programme was designed and developed in partnership with the FAO and other sector ministries. Implementation has been through collaboration with the Ministries of Education and Public Health and Sanitation with the Ministry of Agriculture as the co-ordinator which has committed KSh 116.9 million for component two for the first 5 years of implementation. The NMK component two includes school feeding support and typically costs KSh 6 million per school over a 3-year period (using average NMK school size figures of 800 pupils, this translates to approximately US\$31.25 per child per year). This figure includes training of relevant government staff, establishment of school gardens, water tanks, fuel efficient stoves and procurement of food items however the cost of providing food per child per day is US\$0.13. Through donor support and commitment from the Ministry of Agriculture the NMK programme may reach an additional 24 schools each year for the next 5 years, commencing in 2011. The upscale of the programme will require additional resources and capacity building for the NMK programme administrators, and is aimed at reaching 79,300 primary school children by 2015. Table 3 gives a breakdown of costs for completed implementation and future programme costs.

The Kenyan Government has supported HGSM by committing the bulk of the funds for programme implementation for both HGSM and NMK programmes. However, additional funding is required for implementation to help leverage the government commitment and allow for expanded coverage of the programmes.

³ Projections based on annual programme cost of the HGSM programme per child of approximately US\$48, assuming total costs of implementation are typically 50% food costs, 35% operational costs, and in the case of Kenya 15% of costs are provided through community contribution (Galloway *et al.*, 2009).

Table 3: NMK scale up projections.

	Financial Year 2005–2010	Financial Year 2010–2015
Beneficiaries	44,229	79,300
Schools	66	120
Budget total (US\$)	3,578,937	8,947,344
Government of Kenya commitment (US\$)	3,578,937	5,280,000
Partner contribution (US\$)	–	–
Current budget shortfall (US\$)	–	3,739,344

Stakeholders need to work together at all levels of programme implementation in order to provide the stable funding that is required for sustainability, including exploring opportunities with:

- Private-public partnerships.
- Donor community.
- Local community, including both cash and in-kind contributions.

4.5. Enabling Environment: 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.

In Kenya, schools are seen as local institutions that provide a strong entry point into the community. Community level stakeholders also play a role in the HGSM and NMK programmes. All primary schools are required to have an SMC. They provide a link between the school and the community. Communities are involved in the improvement of the school infrastructure, often providing labour to support construction and maintenance of the schooling facilities.

The SMC and the SMPCs, led by the head teacher, manage the **HGSM** programme at school level. The SMC administers and manages, at school level, all facets of HGSM programme implementation, including procurement, food preparation, and reporting. Parents of children benefitting from the HGSM programme generally provide cash or in-kind contributions to support school level expenditures including firewood, water, salaries for cooks and security guards, construction and maintenance of improved stoves and salt.

The community are an integral part of the **NMK** programme with the SMC and the community jointly managing implementation of the programme at both school and

community levels. Complementary grants are provided to small farmer groups to improve their agricultural techniques, with the aim of improving the communities' ability to provide the food required. The grants are also intended to support young farmers' clubs (4-K Clubs) allowing them to purchase inputs such as seeds. As the funding support for the programme is scaled down, the community is expected to take over, fully supporting the programme after 3 years.

The major support given to farmers around the schools is agricultural extension. The farmers are taught appropriate production technologies by the agricultural extension workers. NMK gives money to start model gardens in the community. The farmers can then pick up the technologies that are demonstrated in these farms. The farmers are linked to other government programmes and NGOs who deal with providing farmers with inputs. For example the government project NAAIAP (National Accelerated Agricultural Inputs Access Programme) gives inputs to farmers around schools. In 2009, FAO gave the NMK programme funds for inputs to farmers.

4.5.1. Opportunities for Strengthening Community Participation

The current capacity of community groups engaged in the HGSM programme requires strengthening. Capacity building is not only critical to enhance the ownership of the programme within the community, but it is also necessary to enable the HGSM programme to achieve its food security objectives. At community level, the HGSM programme capacity constraints are identified in three particular areas:

1. Preparing the communities surrounding schools to increase food production quantity and quality.
2. Improving income-generation and learning activities within the school community.
3. Improving household nutrition and health.

Currently, the **HGSM** programme has no explicit capacity building component. However, there are significant opportunities to link the HGSM programme with the NMK programme's comprehensive community sensitization component. Similarly, the **NMK** programme could also benefit from closer links with the HGSM programme. With full responsibility for the programme falling on the community after 3 years in the NMK model, the community would benefit from the ongoing demand side support provided by the Ministry of Education in the HGSM programme. Opportunities are available for integrating existing youth employment and community mobilization programmes within the HGSM programmes.

4.6. Summary of HGSM Programme Needs Using Rethinking School Feeding Standards

This section summarizes the HGSM programme needs based on the Rethinking School Feeding Standards.

Design and Implementation Standard Needs:

- Specific criteria to enable targeting of small-scale farmers by the HGSM programme.
- Actualize the HGSM's programme objective to improve agricultural education outcomes.

- Facilitate engagement of small-scale farmers in the HGSM procurement process, such as through the formation of farmer groups.
- Strengthen extension services to assist farmers to meet the new demand for commodities created by the HGSM programme.
- Enhance skills and capacities for schools and communities to store food safely.
- Improve infrastructure such as through the use of fuel efficient stoves.
- Ensure programme sustainability for the benefit of all children especially the most vulnerable.
- Strengthen M&E systems mechanism.
- Develop and improve the quality standards on nutrition, procurement and storage levels.

Policy Frameworks Standard Needs:

- Provide a common framework for collaboration and co-ordination across the different stakeholders involved.

Institutional Capacity and Co-ordination Standard Needs:

- Strengthen linkages and cross-sharing of knowledge between the Ministry of Education and other relevant ministries and stakeholders.
- Institutionalize co-ordination structures across the relevant ministries and other stakeholders.
- Enhance and strengthen the capacity to deliver different programme support functions particularly in design, advocacy, fundraising, M&E, and effective communication.

Financial Capacity Standard Needs:

- Mobilize additional resources to support the programme.
- Harmonization of fundraising activities across the different partners.

Community Participation Standard Needs:

- Strengthen capacity of local community groups so that they are able to engage in the HGSM programme and enhance community ownership of the programme.
- Community capacity needs fall into the following three areas:
 - i. Improved ability of the communities surrounding schools to increase food production quantity and quality.
 - ii. Improved income-generation and learning activities within the school community.
 - iii. Improved household nutrition and health.
- Integration of existing youth employment and community mobilization programmes within the HGSM programme.

5. Stakeholder Mapping

The purpose of the stakeholder analysis is 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 country level context identifying key stakeholders across the school feeding standards as outlined in *Rethinking School Feeding* (Bundy *et al.*, 2009), and used throughout the technical assistance planning process. The stakeholder mapping presented below is the result of a participative process involving both primary and secondary data collection undertaken over a span of 9 months.

5.1. Government of Kenya

The findings of the stakeholder analysis confirmed the leading role of the ministries involved in the implementation of HGSF in Kenya, reflected in the importance of the Ministry of Agriculture (NMK programme) and the Ministry of Education (HGSM programme) roles across the Rethinking School Feeding Standards. Both Ministries mutually acknowledged their respective roles and responsibilities in designing and implementing the HGSM and NMK programmes, and in providing inputs across the two.

Table 4: Government of Kenya institutions/agencies identified in the stakeholder analysis.

In-Country Partners	“RETHINKING SCHOOL FEEDING STANDARDS”						Policy Position “Interest”	Power “Influence”
	Design and Implementation	Policy Frameworks	Financial Capacity	Community Participation	Research	Other Roles		
GOVERNMENT OF KENYA MINISTRIES								
Agriculture	+++	+++	++	+++			High	High
Education	+++	+++	++	+++			High	High
Public Health & Sanitation	++	++					High	High
Water & Irrigation	+	+	+				Low	Low
Office of the President	++	++	+	+++			High	High
Office of the President	+	++					High	High
Medical Services					+		Low	Low
Finance		++	++				High	High
Planning & Development	++						Low	Low
Planning & Development		++		++				
Environment	++	+					Low	Low
Environment		+		+			Low	Low
North Eastern & Other Arid Lands							Low	Low
Livestock Development		+		+			Moderate	Moderate
Fisheries		+		+			Moderate	Moderate
Social Services				+++			Moderate	Moderate
Roads and Public Works				+			Low	Low
Cooperatives and Marketing				+			Low	Low

KEY: +++ High importance; ++ Moderate importance; + Low importance; Blank Not Applicable; Stakeholders of Ministry of Education HGSM school feeding component in **BLACK**; Stakeholders of Ministry of Agriculture NMK school feeding component in **RED**.

Table 5: Government Ministries influence and contributions to HGSM.

In-Country Partners	Type of Partner Influence	Partner Benefits/Suffers from Programme	Resources Mandated by Partner for Programme Success	Resources Partner could (potentially) Offer to Programme	Interests that could Compromise Partner Commitment
GOVERNMENT OF KENYA MINISTRIES					
Agriculture	• Food production	• Benefits	• Community mobilization linkage • Funding • Skills (relevant)	• Capacity development particularly within community	• Not known (by Ministry of Education)
Education	• Coordinates education sector	• Benefits	• Large coverage • Funding • Skills (relevant)	• Capacity development in schools	• Not known
Public Health & Sanitation	• Improvement of quality of food • Health and sanitation in schools	• Benefits	• Skilled human resources	• Training • Capacity development	• Thin staff
Water & Irrigation	• Provision of water tanks (in emergencies)	• Benefits	• Funding • Water tanks • Human resource • Skills • Funding	• Linking schools to water supply	• Competing national priorities
Office of the President	• District/Division Administration • Coordination of development • Community mobilization • Security	• Benefits	• Accountability of funds and related skills • Programme oversight • Custodian of registration of groups • Knowledge on group management • Community mobilization and awareness creation	• Mobilizing funds • Community mobilization • Capacity building • Funds	• Politics
Medical Services	• Nutrition and education	• Benefits	• Skilled human resource	• Skills in nutrition	• Thin staff
Finance	• Auditing • Determines budgetary allocation	• Benefits	• Auditing • Funding • Funding	• Funding • Funding	• Competing national priorities
Planning & Development	• Planning and data management • Backstopping implementation of MDGs • Responsible for all government strategic planning	• Benefits	• Skilled human resource • Funding • Planning skills	• Research • Data management/ analysis • Backstopping • Linking with other MDG implementing agencies	• Thin staff
Environment	• School safety environment	• Benefits	• Skilled human resource	• Conservation, e.g. supplying seedlings • Capacity building	• Thin personnel
North Eastern & Other Arid Lands	• Funds	• Benefits	• Funding	• Funding	• Competing (local) priorities
Livestock Development	• Policy direction on livestock issues	• Benefits	• Funding • Skills		
Fisheries	• Policy direction on fisheries and issues	• Benefits	• Funding • Skills		
Social Services	• Develop, coordinate projects • Group management	• Benefits	• Skills	• Capacity development in community	
Roads and Public Works	• Development of roads and infrastructure	• Benefits	• Funding	• Open up infrastructure	
Cooperatives and Marketing	• Regulation of performance of societies	• Benefits	• Funding • Skills	• Development of marketing strategies for farmers • Resource mobilization	

KEY: Blank Not Applicable; Stakeholders of Ministry of Education HGSM school feeding component in **BLACK**; Stakeholders of Ministry of Agriculture NMK school feeding component in **RED**.

5.2. Government Institutions

Kenya Agricultural Research Institute (KARI), KEMRI, and the Kenya Institute of Education (KIE) are among the parastatals that play moderate to low important roles in implementation of the HGSM. While CDF (Constituencies Development Fund) and the LATF (Local Authority Transfer Fund) have the potential to provide funding for HGSM programmes (see Table 6).

Table 6: Other government institutions identified in the stakeholder analysis.

In-Country Partners	“RETHINKING SCHOOL FEEDING STANDARDS”						Policy Position “Interest”	Power “Influence”
	Design and Implementation	Policy Frameworks	Financial Capacity	Community Participation	Research	Other Roles		
OTHER GOVERNMENT OF KENYA INSTITUTIONS								
KARI					+		Low	Low
CDF			+	++			Low	High
KIE						++	Moderate	Moderate
LATF							Low	High
KEMRI					+		Low	Low
ESACIPAC						+	Low	Low

KEY: +++ High importance; ++ Moderate importance; + Low importance; Blank Not Applicable; Stakeholders of Ministry of Education HGSM school feeding component in **BLACK**; Stakeholders of Ministry of Agriculture NMK school feeding component in **RED**.

Table 7: Other government institutions influence and contributions to HGSM.

In-Country Partners	Type of Partner Influence	Partner Benefits/Suffers from Programme	Resources Mandated by Partner for Programme Success	Resources Partner could (potentially) Offer to Programme	Interests that could Compromise Partner Commitment
OTHER GOVERNMENT OF KENYA INSTITUTIONS					
KARI	• Agriculture research	• Benefits	• Skills in agriculture	• Ongoing research	• Competing priorities
CDF		• Benefits	• Funding	• Building school infrastructure	•
LATF		• Benefits	• Funding	• Strengthen school infrastructure	• LATF (development in local authority)
KIE	• Curriculum design • IEC materials development	• Benefits	• Skills • Publishing	• Skills publisher	• Competing priorities
KEMRI	• Research (medical)	• Benefits	• Skills (medical)	• Medical research	• Competing priorities
ESACIPAC	• Trainer	• Benefits	• Skills • Medical	• Research	• Priorities

KEY: Blank Not Applicable; Stakeholders of Ministry of Education HGSM school feeding component in **BLACK**; Stakeholders of Ministry of Agriculture NMK school feeding component in **RED**.

5.3. Development Partners

A broad range of development partners are key to the implementation of the HGSM programme. The Ministry of Education identified 17 stakeholders compared to 7 stakeholders identified by the Ministry of Agriculture. Some of the stakeholders that have highly important roles in the HGSM programme include: WFP, the World Bank, Deworm the World, VVOB, and PCD. However, UNESCO and JICA while currently are not implementing with the Ministry of Education have the potential to contribute towards effective implementation of the HGSM programme (see Table 8).

Table 8: Development partners

In-Country Partners	"RETHINKING SCHOOL FEEDING STANDARDS"						Policy Position "Interest"	Power "Influence"
	Design and Implementation	Policy Frameworks	Financial Capacity	Community Participation	Research	Other Roles		
INTERNATIONAL AGENCIES								
FAO	+		++					
WFP	+++	++	++	++				High
UNICEF	+						Moderate	
UNICEF	+		+	+				
The World Bank	++	+++	++				High	High
The World Bank		+						
WHO							Low	Low
WHO	+	+	+					
AGRA								
ICRAF	+			+			Low	Low
Deworm the World	++		++	++	++		High	High
Deworm the World	+		+	+	++			
VVOB	+++	++	++	+			High	High
UNESCO								
FTC							Low	Low
JICA			++				Low	Moderate
PCD	+++		++				High	High
PCD	++	+	+					
MVPs	++		+	++			High	High
ICS							High	High

KEY: +++ High importance; ++ Moderate importance; + Low importance; Blank Not Applicable; Stakeholders of Ministry of Education HGSM school feeding component in **BLACK**; Stakeholders of Ministry of Agriculture NMK school feeding component in **RED**.

Table 9: Development partners influence and contributions to HGSM.

In-Country Partners	Type of Partner Influence	Partner Benefits/Suffers from Programme	Resources Mandated by Partner for Programme Success	Resources Partner could Offer to Programme	Interests that could Compromise Partner Commitment
INTERNATIONAL AGENCIES					
FAO	• Resource provision • Policy direction	• Benefits	• Funding • Skills	• Funding for food production	
WFP	• Skills • Funding	• Benefits	• Skills • Funding	• Skills • Funding	
UNICEF		• Benefits			
UNICEF	• Resource provision • Policy direction	• Benefits	• Funding • Skills	• Funding	
The World Bank	• Funding • Skills	• Benefits	• Funding • Skills	• Funding • Skills • Research	• Priorities
The World Bank	• Resource provision	• Benefits	• Funding • Skills	• Funding in the community	
WHO	• Skills	• Benefits	• Funding • Skills • Guidelines	• Funding • Skills	• Priorities
WHO	• Resource provision • Policy direction	• Benefits	• Funding • Skills	• Funding for health initiatives	
AGRA					
AGRA					
ICRAF					
ICRAF				• Funding for schools & farmers Agro-Forestry initiatives • Skills	
Deworm the World	• Skills • Funding	• Benefits	• Skills • Funding		
Deworm the World	• Resource provision	• Benefits	• Funding • Skills	• Funding for deworming	
VVOB	• Skills • Funding	• Benefits	• Skills • Funding		
UNESCO					
FTC	• Funding	• Benefits	• Funding	• Funding	• Focus and priorities
JICA	• Funding • Skills	• Benefits	• Funding • Skills	• Funding • Skills	• Focus and priorities
PCD	• Funding • Skills	• Benefits	• Funding • Skills	• Funding • Skills	• None known
PCD	• Funding	• Benefits	• Skills • Funding	• Funding	
MVPs	• Funding • Skills	• Benefits	• Funding • Skills	• Funding • Skills	• Sustainability, threat
ICS	• Funding • Skills	• Benefits	• Funding • Skills	• Funding • Skills	• Change of focus

KEY: Blank Not Applicable; Stakeholders of Ministry of Education HGSM school feeding component in **BLACK**; Stakeholders of Ministry of Agriculture NMK school feeding component in **RED**.

5.4. Non-Profit Making Organizations/NGOs and Private Sector

Kenya's civil society organizations (CSOs) and NGOs are also key stakeholders in the HGSM programme implementation. CARE International and World Vision International while currently are not implementing with the Ministry of Education have the potential to play important roles in the HGSM programme.

Table 10: Non-profit/private sector partners involved in the stakeholder analysis.

In-Country Partners	“RETHINKING SCHOOL FEEDING STANDARDS”						Policy Position “Interest”	Power “Influence”
	Design and Implementation	Policy Frameworks	Financial Capacity	Community Participation	Research	Other Roles		
NON-PROFIT SECTOR								
AMREF	+	+		+		+	Low	Low
IPA					+		Moderate	Moderate
IPA			+		++			
World Vision International								
CARE International								
PRIVATE SECTOR								
UNILEVER	+			++			Moderate	Moderate
KPLC			+				Moderate	Moderate

KEY: +++ High importance; ++ Moderate importance; + Low importance; Blank Not Applicable; Stakeholders of Ministry of Education HGSM school feeding component in **BLACK**; Stakeholders of Ministry of Agriculture NMK school feeding component in **RED**.

Only two private sector stakeholders were reported to play any roles of moderate importance in the HGSM programme, but none in the NMK programme. Unilever supported the HGSM programme in community involvement, while the Kenya Power and Light Company (KPLC) provided some funding to the HGSM programme in city slums.

Table 11: Non-profit/private sector partners influence and contributions to HGSM.

In-Country Partners	Type of Partner Influence	Partner Benefits/Suffers from Programme	Resources Mandated by Partner for Programme Success	Resources Partner could Offer to Programme	Interests that could Compromise Partner Commitment
NON-PROFIT SECTOR					
AMREF	• Skills	• Benefits	• Skills	• Research • Skills	• Priorities
IPA	• Skills	• Benefits	• Research • Skills	• Skills	• Focus
World Vision International		• Benefits	• Funding • Skills	• Low	• Low
CARE International					
PRIVATE SECTOR					
UNILEVER	• Funding	• Benefits	• Funding	• Funding	• Interest(self)
KPLC	• Funding	• Benefits	• Funding	• Funding	• Priorities • Focus

KEY: Blank Not Applicable; Stakeholders of Ministry of Education HGSM school feeding component in **BLACK**; Stakeholders of Ministry of Agriculture NMK school feeding component in **RED**.

6. HGSM Programme Technical Development Plan: Addressing Constraints

This section draws on the technical development plan activities necessary to address the constraints identified in the comprehensive HGSM country level assessment described in Section 4. The technical development plan activities are structured around the Rethinking School Feeding Standards (see Table 12).

Table 12: Summary of technical development plan activities based on the Rethinking School Feeding Standards.

Rethinking School Feeding Standards		Technical Development Plan Activities
Design & Implementation		Document lessons learnt from different in-country models
		Examine potential trade-offs across different HGSM programme design models
		Explore trade-offs associated with different institutional arrangements and models via learning visits
		Implement rigorous impact assessment of different in-country HGSM models
		Strengthen data management systems and processes
		Develop food ration standards based on local production
		Establish linkages between producers and purchasers
		Implement a sensitization strategy
		Educate farmers on the potential market within HGSM
		Implement practical activities and training for life skills development at school level
		Provide financial support to local initiatives geared towards initiation of school meals programmes
Enabling Environment	Policy Frameworks	Develop and disseminate the <i>National SHNM Programme Strategy</i>
		Support implementation of comprehensive school health
	Institutional Capacity and Co-ordination	Develop and disseminate programme guidelines, manuals and training packages
		Strengthen co-ordination of partner activities for programme support
		Improve content of programme website
		Promote programme activities through mass media
	Financial Capacity	Develop detailed cost estimates for different HGSM design options
		Implement HGSM partnership co-ordination strategy
	Community Participation	Strengthen school community engagement in programme design and implementation
		Capacity building and training in preparing school communities to increase food production quantity and quality
		Capacity building and training in improving income-generation and learning activities within school communities
		Capacity building and training in improving household nutrition and health
		Agricultural input support to boost farm production on school farms and farmer's fields

6.1. Design and Implementation

The HGSM programme provides the appropriate services to beneficiaries and to achieve their intended impact, it is important that the design and implementation be robust (refer to

Section 4.1). In addition to programme structure improvements, additional training, sensitization and mobilization of the relevant implementers should be undertaken throughout the programme structure. Programme efficiency and impact can be enhanced by improving the quality of programme design and delivery, and capacity building of personnel. The following design and implementation activities provide the opportunity to strengthen learning processes, both in-country and internationally for the HGSM programme.

6.1.1. Document lessons learnt from different in-country models

Different “home-grown” models in Kenya have been piloted in the last few years providing an important source of evidence on the costs, benefits, and operational trade-offs of each model. The existing programmes potentially provide alternatives for scale up in different geographical and socioeconomic contexts that can provide useful lessons for future programmes. Activities involved in documenting lessons learnt from different in-country models involve reviews, case studies and learning visits of the NMK programme and the Millennium Villages Project (MVP).

6.1.2. Examine potential trade-offs across different HGSM programme design models

Analytical exercises exploring the costs and benefits of the different HGSM models will provide inputs into policy and planning. The analyses would explore, amongst other things, different procurement set-ups, targeting options and food modalities.

6.1.3. Explore trade-offs associated with different institutional arrangements and models via learning visits

Co-ordination and management across multiple government sectors and different levels of decentralization has been identified as a major challenge by HGSM policymakers. For this purpose, learning visits in implementation of HGSM such as Botswana, Brazil, Côte d'Ivoire, and India, is a very practical opportunity to build the capacity of programme implementers.

6.1.4. Implement rigorous impact assessment of different in-country HGSM models

A rigorous assessment of the costs and impacts associated with the different HGSM models in Kenya is a clear priority for policymakers as the programme is being scaled up throughout the country. The evaluations will aim to measure the causal impact, or the difference in the outcomes that can be attributed to the presence of the HGSM programme. This measurement requires comparing the outcomes for beneficiaries of a HGSM programme to a counterfactual, or what those outcomes would have been had these beneficiaries not participated in the programme. This is a medium-term activity by the Kenya stakeholders.

6.1.5. Strengthen data management systems and processes

Strengthening the data collection, processing and analysis of the HGSM M&E systems is a clear priority. Data management to support programme implementation, as well as integration of data from different sources to improve programme management will be undertaken. This includes M&E, geographic information systems (GIS) and mapping. For example, overlay data/maps from the Ministry of Agriculture on production with data on education, and SHN from UNICEF surveys.

6.1.6. Develop food ration standards based on local production

The distribution of nutritionally beneficial rations is an integral component of any school feeding programme. Achieving such programme standards is challenging when considering rations composed of locally procured commodities purchased from changing sources. Therefore, there is need to develop training packages and tools to equip the HGSM

implementers with the skills to design and deliver rations based on a minimum standard. This would involve capacity building of local farmers on types of foods needed to meet educational and nutritional goals within the programme.

6.1.7. Establish linkages between producers and purchasers

The current structure of HGSM does not have a clear link to small-scale farmers, procurement is through middlemen traders as a result of which local farmers may not be involved. Exploring design options, and collaboration between local farmers and the school management is important as it would realize sustainable food provision at school level and offer an income opportunity for small-scale farmers. There is need to develop activities as well as to strengthen the links between small-scale farmers and the HGSM programme.

6.1.8. Implement a sensitization strategy

A comprehensive sensitization campaign will be required at all levels of programme implementation to provide appropriate information on HGSM. This would bolster community engagement and participation, programme accountability and encourage transparency. The sensitization campaign will be delivered in collaboration with partners at different levels, capitalizing on available skills and experience.

As part of the sensitization process:

- Manuals for sensitization will be developed to guide the process.
- Workshops for sensitization will be organized for actors, CSOs and faith-based organizations within national, regional and district levels.
- Communities will be sensitized through organized radio and television programmes and activities.

6.1.9. Educate farmers on the potential market within HGSM

To encourage involvement of small-scale farmers in the HGSM, there is a need to develop activities to increase production so as to meet the demand for food commodities presented by the HGSM programme. Increased involvement of small-scale farmers is envisaged to increase community engagement and to capitalize on opportunities presented by the HGSM programme. There is need to educate communities and farmers on the HGSM market as well as benefits and targeting criteria of programme.

6.1.10. Implement practical activities and training for life skills development at school level

In order to create opportunities for schoolchildren to become better learners and to acquire relevant skills and knowledge to grow up in a healthy sustainable environment, quality primary education needs to be promoted through practical and experimental learning. This can be achieved by encouraging schools to set up projects such as beekeeping, livestock rearing, vegetable gardens and fruit tree orchards to supplement school meals.

6.1.11. Provide financial support to local initiatives geared towards initiation of school meals programmes

Currently the number of children benefiting from a school meals programme is limited owing to financial constraint. There is need to build capacity of local communities to enable them to initiate and sustain school meals programmes to increase the number of needy children reached. Provision of cash grants to schools for purchase of food will spur local production. Additionally, the initiation of income-generating activities in the school catchment area will

economically empower communities to set up community-driven initiatives hence, making the programme sustainable.

6.2. Enabling Environment: Policy Frameworks

6.2.1. Develop and disseminate the National SHNM Programme Strategy

The *National SHNM Programme Strategy* translates the provisions of the *National School Health Policy* (Republic of Kenya, 2009a) and the *National School Health Guidelines* (Republic of Kenya, 2009b) into strategic objectives and actions. It identifies roles and responsibilities for various actors/stakeholders. Overall, the document provides for interministerial co-ordination, multisectoral planning, joint action, and M&E. Once this document has been developed, there is the need for dissemination to SHNM stakeholders and partners (Republic of Kenya, Draft).

6.2.2. Support implementation of comprehensive school health

This is anchored in the *National School Health Policy* (Republic of Kenya, 2009a). Activities to be undertaken will focus on improving sanitation and hygiene, disease prevention and control, food quality, and post-harvest management.

6.3. Enabling Environment: Institutional Capacity and Co-ordination

6.3.1. Develop and Disseminate programme guidelines, manuals and training packages

To strengthen support for the implementation of the HGSM programme, resources such as programme guidelines, manuals and training packages are *essential*. Investment in the development and application of technical literature is required. These resource materials will ensure a structured process of programme implementation; providing clarity on roles and responsibilities as well as reporting and accountability mechanisms. Once these materials have been developed, there is the need for dissemination.

6.3.2. Strengthen co-ordination of partner activities for programme support

The multifaceted nature of HGSM programme requires a broad range of stakeholder involvement during the design and implementation. There is need to develop and strengthen the co-ordination structures as clearly stipulated in the *National School Health Policy* (Republic of Kenya, 2009a). This would require resources to institutionalize regular meetings of the different organs at all levels of HGSM programme implementation.

6.3.3. Improve content of programme website

There is the need to improve effective communication through web-based resources. Currently, the global HGSM website (<http://hgsf-global.org/>) contains a user-driven network designed to support the development of an online HGSM community of practice. To ensure more stakeholders know about this facility and are able to share knowledge and good practice, the HGSM programme implementers will be supported to actively promote the *HGSM Network* through this website. This will require training and communication support to the programme implementers.

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

6.3.4. Promote programme activities through mass media

In maximizing coverage, the HGSM programme will need to be promoted through various forms of media which will enable high profile targeting and access to a wide range of audience. Programme promotion will also involve the production of brochures and posters.

6.4. Enabling Environment: Financial Capacity

6.4.1. Develop detailed cost estimates for different HGSM design options

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

6.4.2. Implement HGSM partnership co-ordination strategy

Harmonize activities of various stakeholders in order to improve cost-efficiency and co-ordination at all levels of programme implementation. A partnership co-ordination strategy aimed at securing support both cash and in-kind contributions for the programme will be undertaken under the leadership of the Ministries of Education and Agriculture. The strategy will explore opportunities for partnering with donors, civil society, the local community and private-public corporates.

6.5. Enabling Environment: Community Participation

6.5.1. Strengthen school community engagement in programme design and implementation

Community engagement is an integral component of a successful HGSM programme. The involvement of the community enhances accountability to programme implementation and ensures sustainability. To strengthen the community engagement in programme design and implementation, sensitization is required to enhance community understanding and value of the programme.

6.5.2. Capacity building and training in preparing school communities to increase food production quantity and quality

Increasing food production sustainability is essential, although it is also critical that quality standards be strengthened across the supply chain. There is therefore, 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 HGSM programme while further expanding the coverage. Support activities needed to address this include improving inadequate production practices by introducing new technologies (e.g. improved seed varieties, and water harvesting technologies, etc.,) or by improving commodity storage and handling, to reduce post-harvest losses.

6.5.3. Capacity building and training in improving income-generation and learning activities within school communities

Building community level capacity could also be achieved by strengthening HGSM support services at school which include employment opportunities for cooks, security staff and artisans involved in construction of energy-efficient stoves. There is also opportunity of integrating HGSM activities like school gardens within youth development programmes such as the Kazi Kwa Vijana (Jobs for Youth) programme.

6.5.4. Capacity building and training in improving household nutrition and health

HGSM is an entry point for integrated interventions aimed at improving health and nutrition practices within a community, including mother-child health, diversification of diet, and improved food and water quality to curb childhood malnutrition. Improved programmes, processes and structures will allow nutritional benefits to be realized at household level as well as at school level.

6.5.5. Agricultural input support to boost farm production on school farms and farmer's fields

Input support to schools will enable those schools with land resources to fully utilize them to produce food that can be used to supplement and or complement school meals programmes. Support to farmers will jumpstart production activities to generate surpluses in production that can be used to support the school meals programmes. Mobile driers and moisture meters will be used for food quality assurance.

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Annex 1: “Sizing” the demand for HGSM

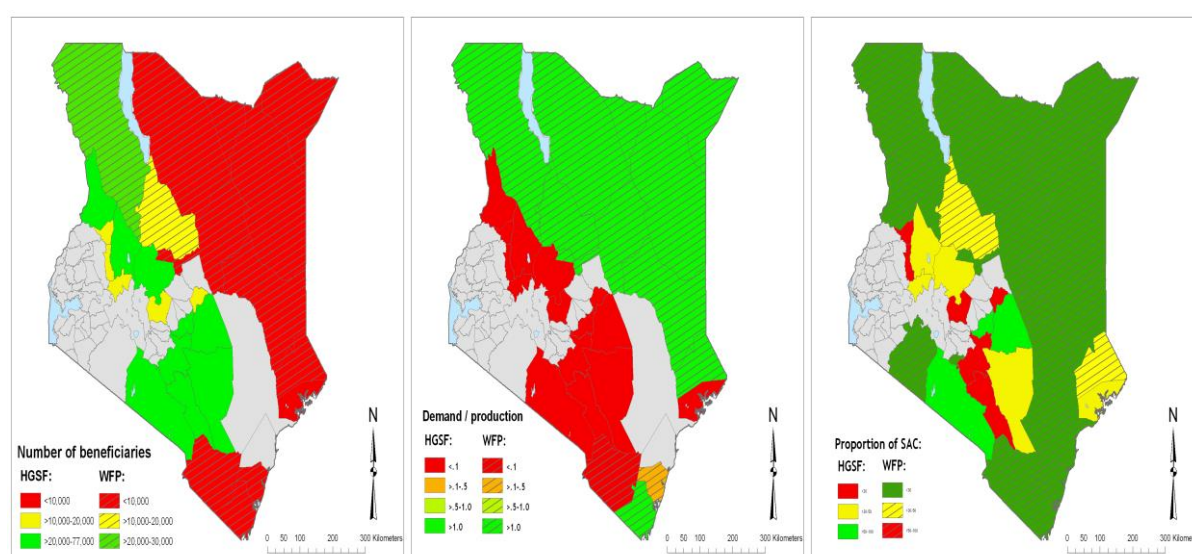
Annex 1 provides some estimations of the demand for food from the different school feeding programmes, based on different projections of programme coverage (current, scale up and universal), size of the ration and school feeding days. This demand is then compared to data on maize production (the main staple in the school feeding ration in the case of Kenya). Further, estimations on costs at different implementation levels are provided, including estimating financial resources that are channelled into community through income-generating activities (e.g. salaries for cooks and security, and the purchase of fruit and vegetables, etc.)⁴.

Data at district level on maize production was obtained for 2006 from the Kenya Ministry of Agriculture database. Data on school enrolment for 2006 was obtained from the Ministry of Education EMIS systems. Data on coverage of HGSM and WFP school feeding programmes in 2010 was obtained by the Kenya Ministry of Education. The simulations use the most recent available data for the relevant indicators.

Estimated demand of food from different school feeding programmes.

Parameter	Value	Comments
Estimated maize quantity per child per year (kg)	30	Daily maize ration of 150g for 200 days
Full cost per child per year, including community contributions (US\$)	50	Upper bound full cost estimates in Kenya
School level cost per child per year (US\$)	6.5	Small sample school level survey in 2009
School level cost per child per year (% of total cost)	13%	–
School level cost/ child spent on fresh fruit and vegetables (US\$)	1.5	Small sample school level survey in 2009
School level cost/ child per year -salaries for cooks & security (US\$)	2.3	Small sample school level survey in 2009

Simulations comparing demand from school feeding to maize production.



⁴ These estimations are based on the approach described in an accompanying PCD HGSM Working Paper (Gelli, 2010).

Annex 2: Technical development plan: Proposed budget

	Activity	Item Description	Amount (KSh)	Total Amount (KSh)
6.1. DESIGN AND IMPLEMENTATION				
6.1.1.	Document lessons learnt from different in-country models.	Undertake an analysis of various programme activities to document lessons learnt. This will be done in close collaboration with the ministries unit concerned.	2,000,000	2,000,000
6.1.2.	Examine potential trade-offs across different HGSM programme design models.	Consultancy to be awarded to a qualified local firm to undertake an analysis of different programme design models.	2,000,000	2,000,000
6.1.3.	Explore trade-offs associated with different institutional arrangements and models via learning visits.	Study visits to successful HGSM programmes (Namibia, Botswana, Brazil, and India) and attend conferences and international technical forums e.g. Global Child Nutrition Forum, and African regional meetings.	1,920,000 560,000	2,480,000
6.1.4.	Implement rigorous impact assessment of different in-country HGSM models.	Consultancy for evaluation of the programme to be undertaken at the end of the 3 years of implementation.	2,000,000	2,000,000
6.1.5.	Strengthen data management systems and processes.	Appoint one full-time highly qualified and experienced M&E and data manager to provide related services to the Ministry of Education SHNM unit.	1,800,000	3,000,000
		Appoint two degree holders as M&E data entry clerks.	1,200,000	
6.1.6.	Develop food ration standards based on local production.	Hire a nutritional consultant to undertake a study on the available local foods and develop a nutritionally viable food ration standards for HGSM schools.	2,000,000	2,000,000
6.1.7.	Establish linkages between producers and purchasers.	Hold a 3-day district level dissemination workshop for small farmer groups within the HGSM schools.	2,790,000	5,071,000
			1,395,000	
			186,000	
			480,000	
			120,000	
			50,000	
			50,000	
		Hold a 1-day divisional/zonal workshop, facilitated by Training of Trainers.	4,000,000	14,730,000
			4,000,000	

			4,000,000	
			520,000	
			260,000	
			1,300,000	
			650,000	
6.1.8.	Implement a sensitization strategy	To be completed together with 6.1.7.		
6.1.9.	Educate farmers on the potential market within HGSM.	To be completed together with 6.1.7.		
6.1.10.	Implement practical activities and training for life skills development at school level.	Support 200 schools to set up school projects such as beekeeping, vegetable gardens, livestock rearing, and fruit tree orchards at KSh 250,000 for each school.	50,000,000	50,000,000
6.1.11.	Provide financial support to local initiatives geared towards initiation of school meals programmes.	a) Grants to purchase food and school meals infrastructures e.g proper stores, energy saving stoves, kitchens, and hand washing facilities etc. b) Income-generating activities in school catchment areas to empower communities to initiate community-supported school meals programmes.		
6.2. ENABLING ENVIRONMENT: POLICY FRAMEWORKS				
6.2.1.	Develop and disseminate the <i>National SHNM Programme Strategy</i> .	Print 2,500 copies of <i>the National SHNM Programme Strategy</i> at KSh 1,000.	2,500,000	2,500,000
		Hold a 3-day district level dissemination workshop.	2,790,000	5,071,000
			1,395,000	
			186,000	
			480,000	
			120,000	
			50,000	
			50,000	
		Hold a one-day divisional/zonal workshop, facilitated by Training of Trainers.	4,000,000	14,730,000
			4,000,000	
			4,000,000	
			520,000	
			260,000	
			1,300,000	
			650,000	
6.2.2.	Support implementation of comprehensive school health.	a) Sanitation and hygiene.		
		b) Food quality.		

		c) Post-harvest handling (drying and storage).		
6.3. ENABLING ENVIRONMENT: INSTITUTIONAL CAPACITY AND CO-ORDINATION				
6.3.1.	Develop and disseminate programme guidelines, manuals and training packages.	Print 2,500 copies of the programme implementation guidelines and manuals at KSh 1,000.	2,500,000	2,500,000
		Hold a 3-day district level dissemination workshop (to be completed together with 6.2.1. with the district level dissemination and divisional/zonal workshops).		
6.3.2.	Strengthen co-ordination of partner activities for programme support.	Provide a budget for:	1,000,000	2,400,000
		1) Bi-annual Inter-agency Co-ordinating Committee (ICC) meetings.	200,000	
		2) Quarterly technical committee meetings.	1,200,000	
6.3.3.	Improve content of programme website.	3) Bi-annual technical retreats.	150,000	650,000
		Train an officer on web management.	500,000	
6.3.4.	Promote programme activities through mass media.	Provide funds for web set up.	2,000, 000	3,000,000
		Transmit messages locally through radio and other mass media.	1,000,000	
		Develop and print programme brochures and posters.		
6.4. ENABLING ENVIRONMENT: FINANCIAL CAPACITY				
6.4.1.	Develop detailed cost estimates for different HGSM design options.	Consultancy to be awarded to a qualified local firm to undertake a cost analysis assessment of different programme design models.	2,000,000	2,000,000
6.4.2.	Implement HGSM partnership co-ordination strategy.	Strengthen public/private partnership opportunities :	1,000,000	1,300,000
		1) Develop and print 5,000 programme brochures.	300, 000	
		2) Train 2 officers on public/private partnership relations and provide for logistic support.		
6.5. ENABLING ENVIRONMENT: COMMUNITY PARTICIPATION				
6.5.1.	Strengthen school community engagement in programme design and implementation.	Sensitize two community members from each of the HGSM school community.	4,000,000	14,730,000
		One-day divisional/zonal workshops, facilitated by Training of Trainers.	4,000,000	
			4,000,000	
			520,000	
			260,000	
			1,300,000	
			650,000	
6.5.2.	Capacity building and training in preparing school communities to increase food production quantity and quality.			

6.5.3.	Capacity building and training in improving income-generation and learning activities within school communities.			
6.5.4.	Capacity building and training in improving household nutrition and health.			
6.5.5.	Agricultural input support to boost farm production on school farms and farmer's fields.	a) Provide inputs to initiate agricultural production activities on school farms. b) Provide agricultural inputs to 100 farmers in each school catchment area for two seasons to jumpstart production to achieve marketable surpluses to sell to schools. c) Purchase of mobile driers and moisture meters for each school catchment area. [NOTE: 6.5.5. a) to be completed together with 6.1.10. 6.5.5. b) to be completed together with 6.5.2. and 6.5.3. 6.5.5. c) to be completed together with 6.2.2. c.]		
				132,162,000