



Nigeria Home Grown School Feeding Strategic Plan

2016-2020

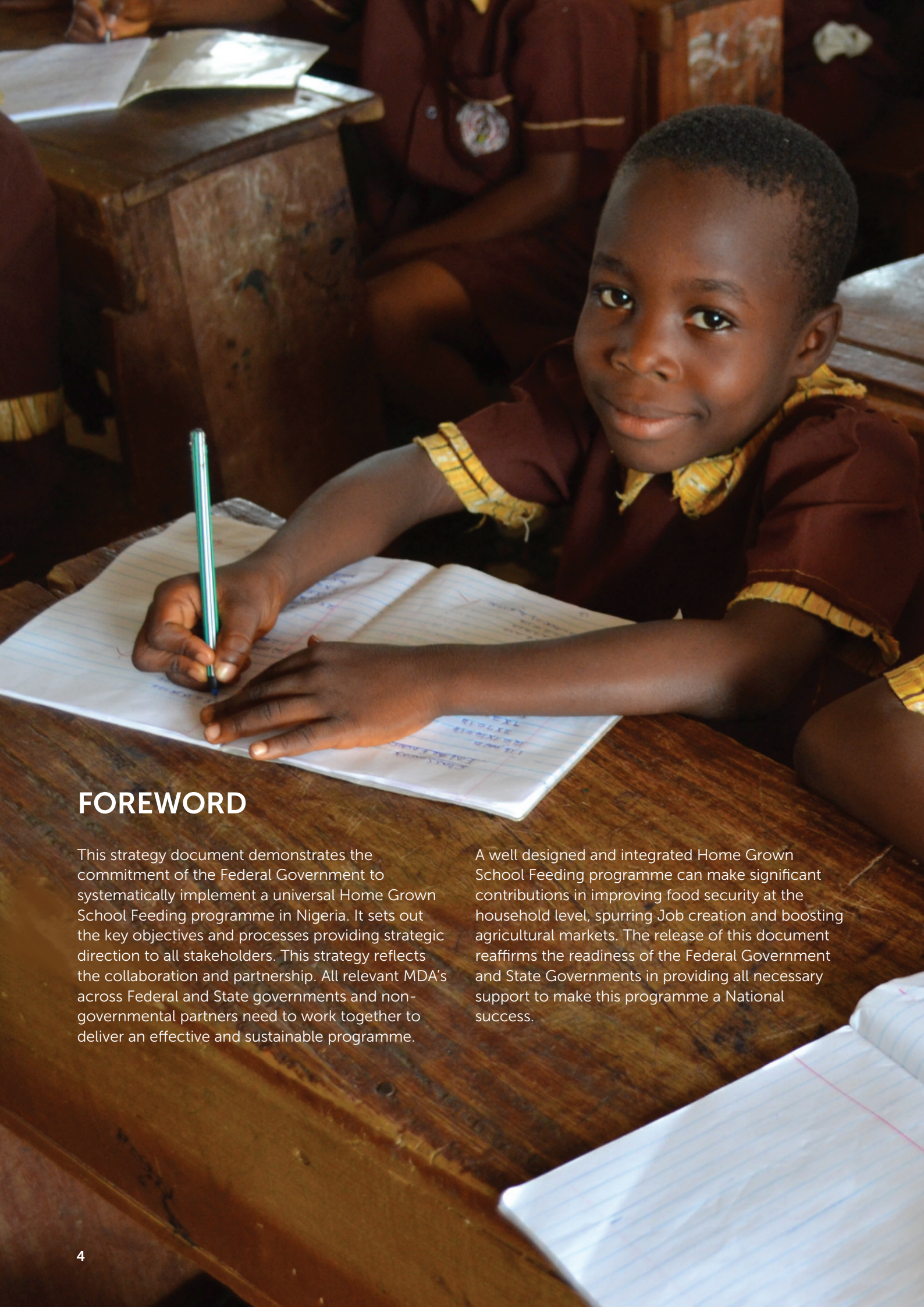
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FOREWORD

This strategy document demonstrates the commitment of the Federal Government to systematically implement a universal Home Grown School Feeding programme in Nigeria. It sets out the key objectives and processes providing strategic direction to all stakeholders. This strategy reflects the collaboration and partnership. All relevant MDA's across Federal and State governments and non-governmental partners need to work together to deliver an effective and sustainable programme.

A well designed and integrated Home Grown School Feeding programme can make significant contributions in improving food security at the household level, spurring Job creation and boosting agricultural markets. The release of this document reaffirms the readiness of the Federal Government and State Governments in providing all necessary support to make this programme a National success.

ACKNOWLEDGEMENTS

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Financial assistance was provided by the Bill and Melinda Gates Foundation, the World Bank Group and the Vitol Foundation.



ACRONYMS

ACHPR	African Charter on Human and Peoples' Rights
ACRNC	African Charter on Rights and Welfare of a Child
BMGF	Bill and Melinda Gates Foundation
CRC	Convention on the Rights of the Child
FCT	Federal Capital Territory
FMoARD	Federal Ministry of Agricultural and Rural Development
HGSF	Home Grown School Feeding
HGSFHP	Home Grown School Feeding & Health Programme
ICESCR	International Covenant on Economic, Social and Cultural Rights
IEC	Information, Education, Communication
M&E	Monitoring and Evaluation
PCD	Partnership for Child Development
UBE	Universal Basic Education
UBEC	Universal Basic Education Commission
UDHR	Universal Declaration of Human Rights
WASH	Water, Sanitation and Hygiene



EXECUTIVE SUMMARY

The purpose of this document is to articulate the strategy and vision of the Federal Government of Nigeria for a countrywide universal Home Grown School Feeding (HGSF) programme. This strategy is in furtherance of the realisation of the right of every child to free, compulsory and universal basic education. To coordinate the activities of this programme the Presidency has set up a National HGSF Programme Core Team. The vision of this Government is to implement a sustainable school feeding programme that will establish a safety net for the poor and eradicate malnutrition in school age children, while stimulating the national agricultural economy. The Nigerian HGSF

programme aims to deliver a government-led, cost-effective school feeding programme with a specific focus on the development of smallholder farmers and local procurement to spur growth in the local economy. The Federal Government, State Governments and local communities will work in concert for the successful implementation of this critical initiative. The programme will provide systemic health benefits to children by integration with other school based interventions. The mission of the Government as outlined in this strategy document is to provide a free, nutritionally balanced hot meal to public primary school children in Nigeria. primary school children in Nigeria.

SECTION 1: INTRODUCTION AND CONTEXT

1.1 BACKGROUND

In 2004, the Federal Government of Nigeria piloted the implementation of Home Grown School Feeding (HGSF). The Federal Ministry of Education was the designated implementing agency for a phased-pilot rollout, beginning with 12 States and the Federal Capital Territory (FCT) selected from the six geo-political zones¹. This programme was stopped by 10 States and the FCT not long after commencement, leaving only Osun and Kano States with school feeding programmes. The experience from the pilot has provided several important policy and operational insights for HGSF implementation in Nigeria and has been very instructive in developing new plans and strategies.

Some of the key challenges that led to the discontinuation of the HGSF pilot have been identified as:

- Failure of the Universal Basic Education Commission (UBEC) to disburse funds to pilot States as well as non-remittance of counterpart funds from participating States.

- Inadequate monitoring and evaluation.
- Inadequate sensitization and advocacy of relevant stakeholders, resulting in low community involvement and participation.
- Lack of supporting infrastructure such as Water, Sanitation and Hygiene (WASH) facilities.
- Institutional structure at Federal level was not made fully operational.
- Inadequate policy and legal framework at the State and Federal level.
- Federal funding ceased in 2008.

In May 2014, the Government convened a high level National Advocacy Meeting with support from Imperial College London's Partnership for Child Development (PCD), the Bill and Melinda Gates Foundation (BMGF), the World Bank Group, and the Vitol Foundation to develop a roadmap for implementing the HGSF programme across Nigeria. The subsequent recommendations of the meeting have reinforced the need for urgent action to establish the programme across all 36 States. The key recommendations from the meeting, developed by stakeholders from 13 States and the FCT, are listed in the table below with the relevant global standards for HGSF programmes.

GLOBAL STANDARDS*	NIGERIA HGSF COMMUNIQUE RECOMMENDATIONS
Funding	<ul style="list-style-type: none"> • Advocate for the return of 5% of the 2% UBEC funding assigned for school feeding
Policy	<ul style="list-style-type: none"> • Nigeria should adopt a nationally sustainable HGSF programme • Development of National Policy and Guidelines to institutionalise HGSF at State level
Design & Implementation	<ul style="list-style-type: none"> • State HGSF programmes should be designed in line with the five HGSF standards • The Federal Ministry of Agricultural and Rural Development should engage the National Food Reserve in the supply of local foods to the HGSF programme
Institutional Capacity	<ul style="list-style-type: none"> • All relevant ministries should be involved in the planning and implementation of the programme

*Bundy, Donald, et al. (2009). *Rethinking School Feeding: Social Safety Nets, Child Development, and the Education Sector*. Washington D.C.: The International Bank for Reconstruction and Development.

¹ Abuja (the Federal Capital Territory); Bauchi; Cross River; Enugu; Imo; Kano; Kebbi; Kogi; Rivers; Ogun; Osun; Nasarawa; and Yobe

1.2 OBJECTIVES OF THE STRATEGY DOCUMENT

The overarching intent of this strategy document is to articulate the strategy and vision of the Federal Government of Nigeria for a countrywide universal HGSF programme. The specific objectives of this document are to:

- a. State the key objectives of the programme.
- b. Map out a strategic roadmap for Federal-State Government engagement.
- c. Lay out a framework for programme development and governance.

1.3 SCOPE AND APPLICATION

This Strategy Document has been developed on behalf of the Federal Government and applies to all government led school feeding programmes implemented in the Federal Republic of Nigeria. The scope of this document is limited to providing a strategic framework for school feeding implementation.

1.4 CONTEXT AND RATIONALE

The Federal Government of Nigeria reaffirms its intent to scale up and expand school feeding activities in the country. Calling upon the relevant technical partners, the Federal Government aims to capitalize upon global experience and evidence of effective and efficient programming as it develops context specific programmes. This will also be in partnership with the Governors of the 36 States of the country.

To coordinate the activities of this programme, the Presidency has set up a National HGSF Core Team. This is a critical aspect of the unit, particularly given the cross-sectoral nature of school feeding programmes.

The National HGSF Core Team has the mandate to provide strategic guidance and facilitate coordination between the State and Federal Governments and to ensure that all partners commit to a common set of guidelines. With the appropriate governance and guidance documents in place, a framework has been developed within which partners are able to effectively contribute to the HGSF programmes in a collaborative and transparent manner.

1.5 REGULATORY AND POLICY FRAMEWORK

Section 18 (3)(a) of the Constitution of Nigeria of the Federal Republic of Nigeria, 1999 (as amended) provides for free, compulsory and universal primary education as a goal for the government. Furthermore, section 15 of the Child Rights Act, 2003 makes it a duty for the Federal Government of Nigeria to provide free, compulsory and universal education in federal level institutions. On account of this Act, the Compulsory, Free and Universal Basic Education Act was enacted in 2004. The introduction of the school feeding programme by the Federal Government of Nigeria is a demonstration of the commitment of the President Muhammadu Buhari Administration to ensure the progressive realisation of the right of every child in Nigeria to free, compulsory and universal basic education.

INTERNATIONAL/REGIONAL CONVENTIONS

The school feeding programme is intended to give effect to three distinct rights: the right to food, right to education and right to freedom from disease or right to health. This section briefly outlines the main international legal instruments signed and ratified by Nigeria in the context of these rights.

Convention on the Rights of the Child (CRC), 1989

This is the most important international law instrument which specifically recognizes the rights of every child. Article 24(2)(c) provides that States Parties shall take appropriate measures "to combat disease and malnutrition ... through the provision of adequate nutritious foods and clean drinking-water".

International Covenant on Economic, Social and Cultural Rights (ICESCR) 1996

The right to food is enshrined in Article 11(1) and (2).

Universal Declaration of Human Rights (UDHR), 1948

The right to food is enshrined in Article 25(1).

African Charter on Human and Peoples' Rights (ACHPR), 1986

Although the ACHPR does not explicitly include a right to food, a decision by the African Commission on Human and Peoples' Rights, has incorporated the right to food into the Charter.

African Charter on Rights and Welfare of a Child (ACRWC), 1999

ACRWC sets out the rights and defines principles for the status of children. It creates a rights framework better informed by the context of the African continent as compared to the CRC. The right to education is included in Article 11(1) of the Charter, while the right to food or nutrition can be derived from Article 14(1), which provides for the right to health.



SECTION 2: STRATEGIC FRAMEWORK

2.1 GUIDING PRINCIPLES

The following are the guiding principles of the Strategy:

- **Rights-based approach:** the right of every child to basic nutrition and to be free from hunger.
- **Equity and gender focused:** ensuring equity across regions and the promotion of gender equality.
- **Direct purchase from local smallholder farmers:** procurement will prioritize linkages to smallholder farmer value chains in the locality.
- **Optimal linkages to national food security and agriculture development:** food procurement processes, storage and distribution are operationally connected to national food reserves.
- **Culturally-sensitive:** promote healthy and balanced meals based on locally available produce.
- **Health and Nutrition Education:** health and nutrition education is embedded in school meals initiative.
- **Shared responsibility:** school nutrition and meals implementation is a shared responsibility between national government, State Governments and local communities.
- **Sustainability:** stable government funding and sustainability plans are required to support the national school nutrition and meals programme.
- **Flexibility:** successful HGSF programmes are unique and context specific in design, implementation and management, reflecting the environment within which they are implemented. This strategy proposes each State programme is developed through a structured, rigorous and collective analytical process, which considers internationally recognised standards and national guidelines.
- **Multi-sectoral coordination and collaboration:** School Meals interventions require multi-sectoral approach across nutrition, agriculture, health, local government and education.
- **Partnerships:** The Federal Government of Nigeria has prioritized the process of coordinated partnership engagement in the rollout of the National HGSF programme and values partnerships from all sectors. This Strategy and accompanying partnership documents aim to bring together technical, financial and operational partners in a common commitment to feeding Nigerian school children a healthy meal each day.
- **Community participation:** School Community participation and empowerment is critical to the implementation of the programme.

2.2 VISION

The vision the Federal Government of Nigeria as articulated in this Strategy document is to implement a sustainable school feeding programme that will establish a safety net for the poor and eradicate malnutrition in school age children while stimulating the national agricultural economy.

2.3 MISSION

The universal provision of a free nutritionally balanced hot meal a day to pupils in all public primary schools in Nigeria through local smallholder farm produce procurement.

2.4 PROGRAMME OBJECTIVES

The Nigerian HGSF programme aims to deliver a government-led, cost-effective school feeding programme with a specific focus on the development of smallholder farmers and local procurement to spur growth in the local economy. Whilst focussed on providing food to children, this food based safety net programme will indirectly also help improve food security in the beneficiary households. The intended benefits of HGSF will accrue to a wide range of stakeholders. Children will

benefit from a hot nutritionally balanced school meal; farmers will benefit from improved access to school feeding markets; and communities will benefit from new jobs across the supply chain such as catering, processing and food handling jobs. Besides the direct benefits, it is intended that HGSF can act as an important catalyst to drive (i) Agriculture-nutrition policies given the direct nutritional components of HGSF menus, and (ii) Smallholder market participation with spill-over effects on broader public agriculture commodity procurement.

The main objectives of the HGSF programme are as follows:

1 School Enrolment and Completion:

The programme aims to improve the enrolment of primary school children in Nigeria and reduce the current dropout rates from primary school which is estimated at 30%.

2 Child Nutrition and Health: The programme aims to address the poor nutrition and health status of many children and thereby also improve learning outcomes.

3 Local Agricultural Production: Linking the programme to local agricultural production has direct economic benefits and can potentially benefit the entire community as well as the children. The programme aims to stimulate local agricultural production and boost the income of farmers by creating a viable and ready market via the school feeding programme.

4 Creating Jobs and Improving Family and State Economy: The programme aims to create jobs along the value chain and provides a multiplier effect for economic growth and development.



SECTION 3: STRATEGIC ROADMAP FOR STATE AND FEDERAL ENGAGEMENT

3.1 GOVERNANCE AND INSTITUTIONAL STRUCTURE

The Federal Government, State Governments and local communities or government will work in concert for the successful implementation of the programme. The respective roles and responsibilities are briefly described below. Currently, States are at different stages of HGSF design and implementation and as such the proposed strategy will allow all States to engage in national learning through structured dialogue. Therefore, it is the aim of the Federal Government of Nigeria that all vested stakeholders embrace this Strategy and contribute collectively to ensure its success.

The principal role of the Federal Government is to provide technical assistance across all aspects of the programme, establish guidelines and standards, formulate policy and provide budgetary support of up to 100% of the feeding cost.

It is envisaged that State Governments will design and implement State specific programmes that are compliant with the guidelines developed at the Federal level. It is also envisaged that respective State Governments will provide necessary administrative and financial support to expand the scope of the programme in terms of coverage across grades. Each level of government will undertake a sustainability planning exercise with the intent of developing a guidance document that explains the capacity needs over the medium-term. These plans will give reverence to the intended rollout and scale-up of HGSF within Nigeria and the mechanism by which long-term continuity will be achieved.

The school community within a Local Government Area is responsible for the actual implementation, monitoring and supervision of the programme as well as promoting community engagement and participation.

The programme institutional framework at the Federal level consists of the:

- (a) **Strategic Advisory Board;**
- (b) **School Feeding Core Unit;**
- (c) **National School Feeding Coordinating Team; and**
- (d) **M & E Team.**

The **Strategic Advisory Board** will be drawn from Ministers of the key Ministries and will include other relevant stakeholders to provide independent advice and guidance on the strategic direction of the programme and on technical issues. It is anticipated that the programme's effectiveness will be evaluated prior to continued investment beyond 2020 by the Board. The Board is chaired by the Vice President of the Federal Republic of Nigeria.

The **National HGSF Core Team** established in the Presidency is responsible for scaling up a sustainable HGSF programme in Nigeria by coordinating all partner activities and supporting State Governments to design and implement sustainable and effective school feeding programmes. The School Feeding Core Team will work in collaboration with State and Federal departments and will be responsible for designing and developing the implementation guidelines. The Team will be supported by a National Steering Committee which will include representatives from multiple ministries reflecting the multiple objectives of HGSF, as well as private sector and developmental partners. The Core Team will issue detailed Operational Guidelines or Briefs from time to time to facilitate the effective and efficient implementation of the programme.

The **National School Feeding Coordinating Team** will comprise desk officers of the main stakeholder ministries together with the Core Team and will be responsible for the implementation of the programme. This team will be headed by a National Program Manager.

The **Monitoring and Evaluation Team** will consist of desk officers from all relevant departments and agencies to guide the implementation and monitoring of the programme.

It is proposed that each State Government will broadly replicate the governance framework described above.

3.2 PROGRAMME DEVELOPMENT

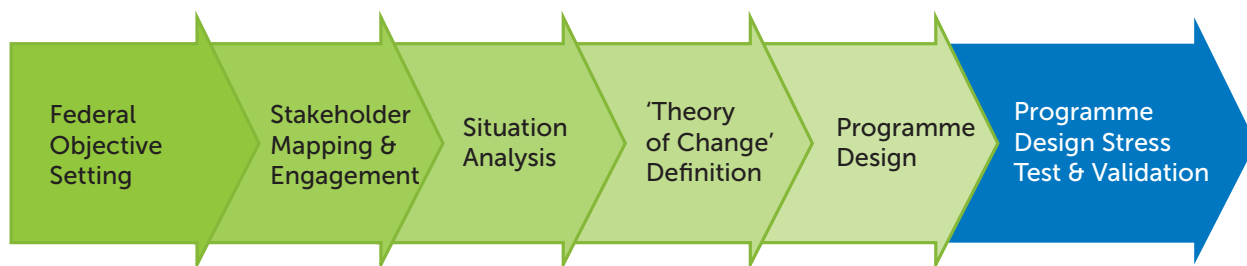
This Strategy proposes that each State programme is developed through a structured, rigorous and collective analytical process, which considers the internationally recognized standards and national guidelines on HGSF.

To guarantee ownership and context, each State is mandated to drive the development of their HGSF programme, building upon existing knowledge and experiences. International and national support, coordinated by the Core Team, will offer technical and specialist assistance in key areas.

It is proposed that in the first year, the programme will be implemented in 18 pilot States including Kano and

Osun States where school feeding is already being implemented. These pilot States will be selected based on multi-dimensional poverty index (MPI)² and will include 3 States from each of the 6 geopolitical zones of the country. Each zone has its peculiar characteristics and therefore there needs to be a tailored HGSF design which is context specific in implementation and management. Due to the multifaceted nature of such programmes, education, health, water, sanitation and agricultural objectives will be included in the design. The programme design process will be led by the National Coordinating Team with support from the stakeholder ministries and include the following 6 phases:

1. Federal Objective Setting
2. Stakeholder Mapping & Engagement
3. Comprehensive Situation Analysis
4. State level HGSF Theory of Change
5. Identification of possible programme designs
6. Programme design stress testing and validation



² MPI Multi-dimensional poverty Index (MPI) is a measure of acute poverty. It Identifies deprivations across health, education and living standards.

Comprehensive Situation Analysis will aim to provide an overview of the status of education, health, nutrition, agriculture and food security, and agriculture markets at State level. In particular, the situation analysis will draw on State level stakeholders focusing on all aspects of HGFS, such as Nutrition and Agriculture sectors, to accurately capture the conditions and specificities of the areas considered. Focus will include current challenges and State priorities.

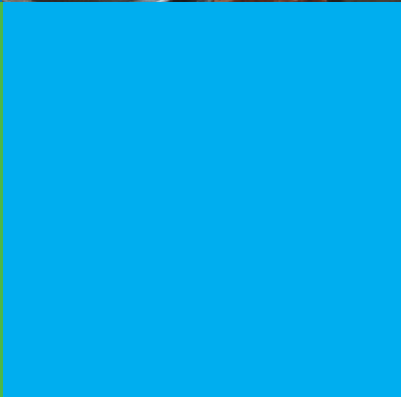
Defining State Specific Theory of Change will be based on the Situation Analysis and formed through stakeholder dialogue, using examples from other school feeding programmes. As an accepted practice of programme design, the Theory of Change will help define the immediate, short-term and long-term outcomes of each State level HGFS programme. Subsequently this will indicate key characteristics of each programme necessary to achieve the desired social impact and accompanying Monitoring and Evaluation systems for programme accountability. The programme scope will also be considered, defining the boundaries of each State level HGFS programme in terms of what critical services and activities will be included or excluded.

Identification and feasibility of appropriate programme designs will consider design options for each State. This exercise will build on the Situation Analysis and Theory of Change, assessing possible programme options against policy framework, institutional capacity, sources of funding, programme design and community participation, including an overview of possible supply chains and procurement arrangements.

Selection of programme design(s) will be based on the findings of the aforementioned stages. Validation of the final HGFS design will include a rigorous scoring exercise, where such indicators as per child cost, accountability and programme contribution to policy objectives will be evaluated.

Designing the monitoring and evaluation strategy of the programme: Support will be provided to develop a robust monitoring and evaluation framework. The framework will also demonstrate how activities will lead to desired outcomes and impacts.

Delivery of integrated interventions: Schools are an effective platform for delivering systemic health benefits to children. The integration of different health and nutrition interventions provides a multiplier effect on positive health and education outcomes. This Programme will seek to integrate its activities with cost-effective interventions such as **school-based deworming** and **WASH**. Tools and interventions such as the development of a Nigeria specific **School Meals Planner** and, where necessary, the use of **micronutrient supplementation** will be employed to ensure nutritionally balanced and diverse food rations. **Information, education, communication (IEC) components** will ensure nutrition and health education to enhance the benefits of the school feeding programme.



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