



Nigeria

SCHOOL FEEDING

SABER Country Report
2015

Policy Goals

1. Policy Frameworks

School feeding is included in the PRSP. There is also a published national policy on school health that encompasses school feeding as well as other relevant documents.

Status

Advanced



2. Financial Capacity

School feeding is included in the national planning process, yet only state budget lines exist.

Emerging



3. Institutional Capacity and Coordination

There is a multisectoral steering committee from at least three sectors that coordinates implementation. There is a fully staffed school feeding unit at the national level.

Established



4. Design and Implementation

There is an M&E plan that is integrated into a national monitoring system. This M&E plan is used to refine and update programs. There are national standards set on food modalities and the food basket. National standards on the procurement and logistics arrangements have also been developed.

Advanced



5. Community Roles-Reaching Beyond Schools

School feeding management committee comprises of teachers, parents, and community members, and there are mechanisms in place by which the community can hold the school feeding programs accountable at national, regional, and school levels.

Established



Introduction

This report presents an assessment of school feeding policies and institutions that affect young children in Nigeria. The analysis is based on a World Bank tool developed as part of the Systems Approach for Better Education Results (SABER) initiative that aims to systematically assess education systems against evidence-based global standards and good practice to assist countries reform their education systems for proper learning for all.

School feeding policies are a critical component of an effective education system, given that children's health and nutrition impact their school attendance, ability to learn, and overall development. A school feeding program is a specific school-based health service, which can be part of a country's broader school health program, and often a large amount of resources is invested in a school feeding program. SABER-School Feeding collects, analyzes, and disseminates comprehensive information on school feeding policies around the world. The overall objective of the initiative is to help countries design effective policies to improve their education systems, facilitate comparative policy analysis, identify key areas to focus investment, and assist in disseminating good practice.

Country Overview

Nigeria is a lower middle income country located on the western coast of Africa. It is one of most populous countries in the world. In 2013, its population was approximately 173.6 million; children 14 years old or younger accounted for 44 percent of the population.¹ Nigeria's economy has experienced positive growth over the past decade. In 2013, the growth rate was 7.3 percent.² Despite possessing natural resources and experiencing positive economic growth, Nigeria's Human Development Index (HDI) value in 2012 was 0.471, which places the country 154th out of 187 countries.³ Its Gini coefficient in 2010 was 48.8, indicating unequal income distribution.⁴

Poverty remains a challenge since it affects the majority of the country. In 2010, approximately 84 percent of the population lived on \$2 or less a day (2005 international prices).⁵ In addition to more people falling below the international poverty standard of \$2 a day in 2010 than in 2004, people in Nigeria were poorer in 2010 than they were in 2004. The poverty gap at \$2 a day increased from 46 percent to 50 percent.⁶ High unemployment rates may be one contributing factor to the high levels of poverty in Nigeria.⁷ Inadequate access to improved water and sanitation facilities also exacerbates poverty conditions. In 2012, 31 percent of the urban population had access to improved sanitation facilities compared to 25 percent of the rural population.⁸ In the same year, 79 percent of the urban population had access to an improved water source compared to 49 percent of the rural population.⁹

Education and Health in Nigeria

Education

Education in the Federal Republic of Nigeria has made significant progress and is seen as an important tool for the country's economic growth and poverty reduction. The structure of the Nigerian education system is known as the 6-3-3-4 system, wherein the first nine years are basic education composed of six years of primary and three years of junior secondary education, the next three years are senior secondary education, and the final four years are tertiary education. Pre-primary education spans three years and is not compulsory.¹⁰ The responsibility to provide the various levels of education is divided between the federal, state, and local governments as outlined in the Constitution, although some responsibilities are shared (concurrent), rather than exclusive. The average years of schooling for youths (ages 17–22 years) has been increasing, from 5.6 in 1990 to 8.6 in 2010.

Nigeria implemented its National Policy on Education in 1977 and updated it in 2004. The policy states that the government should provide universal access to basic education, which includes primary and lower secondary education.¹¹ Access to education has not been equal for

¹ World Bank, 2014a.

² Ibid.

³ UNDP, 2013.

⁴ World Bank, 2014a.

⁵ Ibid.

⁶ Ibid.

⁷ Federal Republic of Nigeria, 2013.

⁸ World Bank, 2014a.

⁹ Ibid.

¹⁰ UNESCO International Bureau of Education, 2011.

¹¹ Global Education First Initiative and Good Planet Foundation, 2013.

all. One in every three of primary school-age children still does not have access to primary education. To improve access, the government established the Universal Basic Education Program in 2000 and later passed the Universal Basic Education Policy in 2004 to expand the central government's role in managing basic education and to set the goal of providing free basic education to all children by 2015.¹² The gross primary enrolment rate increased from 98 percent in 2000 to 102 percent in 2006, but the rate has been slowly declining. In 2010, the gross primary enrolment rate had decreased to 85 percent.¹³

The majority of the children who have no access to primary education are in the north, in rural areas and poor households. The gross primary enrolment rate has been declining since 2004, and in 2010, it was 85 percent.¹⁴ During the 1990s and early 2000s, Nigeria experienced a prolonged teachers' strike which contributed to poor educational outcomes. Additionally, in 2007, the Home Grown School Feeding (HGSF) program was discontinued in a majority of states, thereby discouraging enrolment.¹⁵ Some believe that this was related to governance issues. Many children are not ready for school because they did not receive adequate nutrition and pre-primary cognitive stimulations. Half of all three-year-olds are stunted, and two-thirds of children between four years to five years old are not enrolled in pre-primary education. Nutritional programs are insufficient.

There is a relatively high promotion rate, with low repetition and low dropout within each school cycle thanks to automatic promotion, but the transition rates between education levels are low as seen by the effective transition rate from primary to secondary being 53 percent in 2008.¹⁶ For example, the primary completion rate in 2010 was 70 percent, which was an increase from 41 percent in 2008.¹⁷ The dropout rate decreased by almost half between 2007 and 2010, from 52 percent to 21 percent.¹⁸ Moreover, among students in grade 6—the last grade of primary school—11 percent drop out and 3 percent repeat the grade. On average, only 37 percent of students finish primary school on time by age 11, which may be due to late entry into primary school. The secondary completion rate is even lower, and

a high percentage of students never finish secondary school. Only 29 percent of those who started school graduate from secondary school at the official graduating age of 17. Even if there is a delay up to age 24, only 75 percent finish secondary school, and the remaining 25 percent never finish secondary school.

Education quality continues to be an issue in Nigeria. At the national level, 60 percent of students completing grade 4 and 44 percent of students completing grade 6 cannot read a complete sentence. About 10 percent cannot add numbers by the end of primary school. Poor learning outcomes are most severe in the north. More than two-thirds of students in the north remain illiterate even after completing primary school (grade 6), as compared to only 18 percent to 28 percent of students in the south. In some states such as Yobe, low learning outcomes are extremely severe, with 92 percent of students unable to read and 31 percent unable to add numbers by the last grade of primary.

Poor learning outcomes from primary education have translated to low passing rates at the end of secondary school, particularly for students from public or federal schools in the north. English and mathematics passing rates from the West African Senior School Certificate Examination (WASSCE) have been below 40 percent between 2011 and 2013. Girls' passing rate is better than the boys' even though more boys took the exam. Girls outperforming boys on this exam may be a reflection of the large investment in girls' education.

There is a dearth of qualified teachers in some areas of Nigeria, but even qualified teachers do not necessarily have the adequate professional knowledge and competency to teach. In some states, such as Jigawa, Kano and Bauchi, where about 90 percent or more students are unable to read after finishing primary school, only about 40 percent to 50 percent of primary school teachers are qualified.¹⁹ Furthermore, schools have little autonomy over the management of their budgets, cannot hire and fire teachers, allow little participation of parents and society in school finance, have inadequate systems to assess and monitor students, and have low accountability to parents and society.

¹² Ibid.

¹³ World Bank, 2014b.

¹⁴ Ibid.

¹⁵ National Population Commission in Nigeria and RTI, 2011.

¹⁶ World Bank, 2014a.

¹⁷ Ibid.

¹⁸ Ibid.

¹⁹ Universal Basic Education Commission, 2010.

Funds for education come from a diverse array of sources that vary by government and education levels. Federal funding for education comes from the Federation Budget, as well as several major funds, including the Tertiary Education Fund (TETFund), the Universal Basic Education (UBE) Intervention Fund, Science and Technical Education Post-Basic (STEP-B) program, and the Nigeria Information Technology Development Agency (NITDA), among others. The Virtual Poverty Fund, created from money saved through the Heavily Indebted Poor Countries (HIPC) initiative, has resulted in substantial funding for the Federal Ministry of Education.

Approximately 80 percent of public expenditure for education is sourced below the federal level from four main sources: state governments, local governments, direct allocations from the federal government (through the UBE Intervention Fund and the Education Trust Fund), and private individuals and organizations, including NGOs and international donors in some states.

Besides federal allocation, the State Ministry of Education is directly responsible for the financing of junior and senior secondary education and state-level tertiary education, while local governments are responsible for the management and financing of primary and pre-primary education. With ratification of the UBE law in each state, local governments are expected to finance junior secondary education, but few states have finished transferring their junior secondary schools to local authorities. Local governments manage and finance pre-primary and primary education although they do not have budgetary discretion in the allocation of budgetary resources since the wage bill is deducted from their share of federal allocations.

Accurate estimates of total public expenditure on education in Nigeria are difficult to know because of a lack of information on state government sectoral expenditures. According to the 10-year strategic plan by the Federal Ministry of Education, total education expenditure in 2006 was 5 percent of GDP. In 2007, total federal education spending, minus state and local government area spending, accounted for 12.5 percent of the federal budget. Excluding direct federal spending through Universal Basic Education Commission (UBEC) and the Education Trust Fund (ETF), total state education expenditures in real terms declined significantly between

2001 and 2005 in all but one of the nine states. Spending on essentials, such as textbooks, instructional materials, in-service training, and operations and maintenance, is inadequate. A large percentage, often around 90 percent, of total public expenditure on education is absorbed by salaries, although the benchmark is 67 percent.

Constraints on school attendance include poverty, the need to provide care for infant siblings or work on a farm, and gender—especially in the northern states, where girls' schooling depends on family income to a greater extent than boys' schooling does. Even though there is a national policy of free basic education, 36 percent of public primary school students and 61 percent of junior secondary school students still pay for school tuition. Total education expenditure for an average child from the poorest quintile to attend primary school—including tuition, uniforms, textbooks, transportation, and other related costs—accounts for one-fifth of per capita income. That ratio is about one-half for a child to attend junior secondary school. In fact, households cited cost as one of the top reasons for never sending their children to school or sending them late. Other serious constraints in the northern states include cultural/traditional practices and religious barriers.

Health Issues

Poverty hinders the government's efforts to improve the population's health conditions. In 2012, communicable diseases in addition to maternal, prenatal, and nutrition conditions accounted for 66 percent of deaths while 24 percent of deaths were attributed to non-communicable diseases. HIV in particular affects 3 percent of the population between the ages of 15 to 49.

Moreover, malnutrition is a major problem in Nigeria. In 2012, 7.3 percent of the population was undernourished. Children are especially impacted by poor nutrition. Among children aged five years old or younger, the prevalence of acute and chronic malnutrition (height for age) was 36 percent in 2011, a decrease from 2003. Following a similar decreasing trend, acute malnutrition (weight for age) among children of the same age group was 24 percent in 2011. Approximately 10 percent of children under five years old were wasted, an indication of recent nutritional deficiency.²⁰

²⁰ World Bank, 2014a.

The Case for School Feeding

School feeding programs, defined here as the provision of food to schoolchildren, can increase school enrolment²¹ and attendance—especially for girls.²² When combined with quality education, school feeding programs can increase cognition²³ and educational success.²⁴ With appropriately designed rations, school feeding programs can improve the nutrition status of preschool and primary school-aged children by addressing micronutrient deficiencies. Combined with local agricultural production, these programs can also provide small-scale farmers with a stable market. School feeding programs can provide short-term benefits after crises, helping communities recover and build resilience, in addition to long-term benefits by developing human capital.²⁵ School feeding programs can be classified into two main groups: in-school feeding (when children are fed in school) and take-home rations (when families are given food if their children attend school regularly). A major advantage of school feeding programs is that they offer the greatest benefit to the poorest children. Several studies²⁶ have indicated that missing breakfast impairs educational performance.

Present data suggests that almost every country is seeking to provide food to its schoolchildren. Therefore, especially for low-income countries where most food-insecure regions are concentrated, the key issue is not whether a country will implement school feeding programs but rather how and with what objectives.

The social shocks of recent global crises have led to an enhanced demand for school feeding programs in low-income countries as they can serve as a safety net for food-insecure households through an income transfer. In response to this amplified request, the United Nations World Food Programme (WFP) and the World Bank jointly undertook an analysis titled *Rethinking School Feeding*.²⁷ This initiative sought to better understand how to develop and implement an effective school feeding program as a productive safety net that is part of the response to the social shocks, as well as a fiscally sustainable investment in human capital. These efforts

are part of a long-term global goal to achieve *Education For All* and provide social protection to the poor.

Five Key Policy Goals to Promote School Feeding

There are five core policy goals that form the basis of an effective school feeding program. Figure 1 illustrates these policy goals and outlines the respective policy levers and outcomes that fall under each goal.

The first goal is a national policy framework. A solid policy foundation strengthens a school feeding program's sustainability and quality of implementation. National planning for school feeding as part of the country's poverty reduction strategy (or other equivalent development strategies) conveys the importance the government places on school feeding as part of its development agenda. For most countries that are implementing their own national programs, school feeding is included in national policy frameworks.²⁸

The second policy goal for school feeding is financial capacity. Stable funding is a prerequisite for sustainability. However, where need is greatest, programs tend to be the smallest and the most reliant on external support. Funding for these programs can come from a combination of sources, such as non-governmental organizations (i.e., WFP) and the government. When a program becomes nationalized, it needs a stable and independent funding source, either through government core resources or development funding. In the long term, a national budget line for school feeding is necessary for an effective and stable program.

The third policy goal is institutional capacity and coordination. School feeding programs are better executed when an institution is mandated and accountable for the implementation of such a program. Effective programs also include multisectoral involvement from sectors such as education, health, agriculture, and local government, as well as a comprehensive link between school feeding and other

²¹ Ahmed, 2004; Gelli, Meir, and Espejo, 2007.

²² Jacoby, Cueto, and Pollitt, 1996; Powell et al., 1998; Kristjansson et al., 2007.

²³ Whaley et al., 2003; Kristjansson et al., 2007; Jukes et al., 2008.

²⁴ Tan, Lane, and Lassibille, 1999; Ahmed, 2004; Adelman et al., 2008.

²⁵ WFP, 2013

²⁶ Simeon and Grantham-McGregor, 1989; Pollitt, Cueto, and Jacoby, 1998; Simeon, 1998.

²⁷ Bundy et al. 2009.

²⁸ Bundy et al. 2009; WFP, 2012.

school health or social protection programs and established coordination mechanisms.

The fourth policy goal is sound design and implementation. In order to maximize effectiveness, school feeding programs should clearly identify country-specific problems, objectives, and expected outcomes. The country's context and needs should determine the program's beneficiaries, food basket (menus), food modalities and supply chain. Countries and partners should work towards creating a delicate balance between international, national, and local procurement of foods to support local economies without jeopardizing the quality and stability of the food supply.

The last policy goal is community roles-reaching beyond schools. School feeding programs that are locally owned, incorporate contributions from local communities, and respond to specific community needs are often the strongest. These programs are most likely to make a successful transition from donor assistance to national ownership. Community participation should be considered at every stage, but without overburdening community members.

Use of Evidence-Based Tools

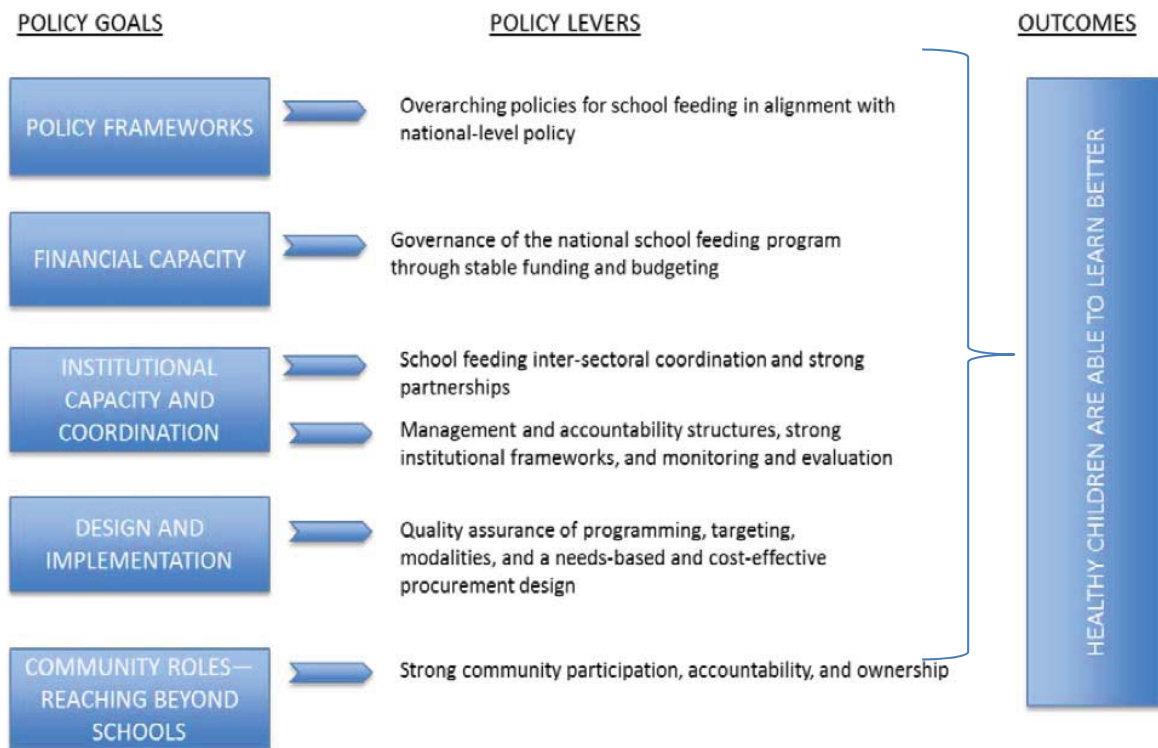
The primary focus of the SABER-School Feeding exercise is gathering systematic and verifiable information about the quality of a country's policies through a SABER-School Feeding Questionnaire. This data-collecting instrument helps to facilitate comparative policy analysis, identify key areas to focus investment, and disseminate good practice and knowledge sharing. This holistic and integrated assessment of how the overall policy in a country affects young children's development is categorized into one of the following stages, representing the varying levels of policy development that exist among different dimensions of school feeding:

1. **Latent:** No or very little policy development
2. **Emerging:** Initial/some initiatives towards policy development.
3. **Established:** Some policy development
4. **Advanced:** Development of a comprehensive policy framework

Each policy goal and lever of school feeding is methodically benchmarked through two SABER analysis tools. The first is a *scoring rubric* that quantifies the

responses to selected questions from the SABER School Feeding questionnaire by assigning point values to the answers. The second tool is the *SABER School Feeding Framework rubric* that analyzes the responses, especially the written answers, based on the framework's five policy goals and levers. For more information, please visit the World Bank's website on SABER-School Health and School Feeding and click on the "[What Matters](#)" [Framework Paper](#) under Methodology.

Figure 1: Policy goals and policy levers for school feeding



Findings

Policy Goal 1: Policy Frameworks in Nigeria



Policy Lever:

- Overarching policies for school feeding in alignment with national-level policy

A policy foundation helps strengthen the sustainability and accountability of a school feeding program as well as the quality of its implementation. Nearly all countries with national ownership of programs have well-articulated national policies on the modalities and objectives of school feeding.²⁹

School feeding is included in Nigeria’s National Economic and Empowerment Strategy (NEEDS). The government has also set milestones for school feeding programs in the NEEDS. There are also published national policies and documents on school feeding.³⁰ The development of this policy involved multiple sectors for a well-rounded, collaborative approach. These sectors include the Ministry of Agriculture, Ministry of Information and Communication, Ministry of Health, Ministry of Water Resources and Rural Development, Ministry of Finance, and National Planning Commission.

1. Policy Frameworks is ADVANCED		
Indicators	Score	Justification
1A. National-level poverty reduction strategy or equivalent national strategy as well as sectoral policies and strategies identify school feeding as an education and/or social protection intervention, clearly defining objectives and sectoral responsibilities	Emerging 	School feeding included in PRSP; accompanied by targets by government; strategies have defined objectives and sectoral responsibilities
1B. An evidence-based technical policy related to school feeding outlines the objectives, rationale, scope, design, and funding and sustainability of the program and comprehensively addresses all four other policy goals	Advanced 	Published national policy on school feeding as well as other relevant documents; multisectoral approach covering all four other policy goals

²⁹ WFP, 2012.

³⁰ The National School Health Policy (2006) and Implementation Guidelines on National School Health Programme (2006) includes school feeding services.

Policy Goal 2: Financial Capacity in Nigeria



Policy Lever:

- Governance of the national school feeding program through stable funding and budgeting

Stable funding is necessary for the long-term sustainability of a school feeding program, especially one that transitions from being donor-funded to government-funded. School feeding programs supported by external partners generally rely on food aid, government in-kind donations, and/or government cash contributions. In order for the program to be sustainable and nationally owned, the school feeding program should have a budget line and be part of the government’s budgeting and planning process.

School feeding is included in the national planning process yet is not funded through a national budget. In Osun state, the best practicing state, 100 percent of the total school feeding budget comes from the government, and nothing comes from external donors. The budgeted school feeding cost per child per year is about 9,750 naira.

Regions have the capacity to plan and budget their needs and request resources from the central level to implement school feeding programs. Regions also have budget lines for school feeding which cover food, eating and cooking utensils, cooking fuel, cooks’ salaries, food storage, food transportation, and program management. At the local level, neither schools nor the ministries involved have budget lines for school feeding. The Sahara Energy Group (NGO) funds one local school feeding program, and the government in Osun state also helps finance the school feeding program.

School feeding funds are currently being disbursed to the implementers in a timely and effective manner in Osun state. The bank releases money to food vendors based on the MOU with the Osun state government. To strengthen mechanisms for fund disbursement, the MOU was signed with the first bank, settled monthly by the Osun state government without delay.

2. Financial Capacity is EMERGING		
Indicators	Score	Justification
2A. National budget line(s) and funding is allocated to school feeding; funds are disbursed to the implementation levels in a timely and effective manner.	Emerging 	School feeding is included in national planning process yet only state budget line exists; school feeding program mainly functional in Osun state.

Policy Goal 3: Institutional Capacity and Coordination in Nigeria



Policy Levers:

- School feeding inter-sectoral coordination and strong partnerships
- Management and accountability structures, strong institutional frameworks, and monitoring and evaluation

Implementing a school feeding policy requires significant institutional capacity because the program is a complex school health intervention. The policy should clearly define the roles and responsibilities of stakeholders and actors at all levels. Methodically increasing government capacity to manage a school feeding program is important to the program’s long-term sustainability. A national institution that is mandated and accountable for the implementation of the school feeding program is considered to be a best practice. This institution should have a specific unit that has adequate resources and knowledgeable staff to manage the school feeding program. Moreover, policies that detail accountability and management mechanisms can help ensure program quality and efficiency, especially if the school feeding program is decentralized.

Nigeria has a multisectoral steering committee coordinating the implementation of school feeding. The Ministry of Education also carries the mandate of managing and implementing the school feeding program. This concentrated leadership is a trait of effective implementation. Other sectors are also a part of this steering committee, including health, agriculture, social protection, local government, and water, conveying a multisectoral, strong approach to implementation. However, school feeding was not discussed in any national-level coordination body that deals with education, health, agriculture and nutrition.

At the national level, Nigeria has a specific unit that is in charge of the overall management of school feeding within the lead institution and is responsible for coordination between the national, regional, and school levels. The unit in charge of implementing school feeding has a sufficient amount of staff given the responsibilities that the unit has been given. There are 10 people working in this national unit, and all of them are fully

dedicated to school feeding. The staff of this unit is fully trained and knowledgeable on school feeding issues.

There are also formal coordination mechanisms in place between cross government stakeholders: these mechanisms include developing the national policy and guidelines, using monitoring and evaluation (M&E) tools for effective monitoring and oversight functions, and leading others in the implementation of school feeding. Although there is no pre- and in-service training program in place to train staff at each level on school feeding program management and implementation, regional offices have sufficient staff, knowledge and resources to fulfill their responsibilities. This inter-level coordination is a key component of effective implementation for school feeding programs.

3. Institutional Capacity and Coordination is ESTABLISHED		
Indicators	Score	Justification
3A. Multisectoral steering committee coordinates implementation of a national school feeding policy	Established 	Multisectoral steering committee from at least three sectors coordinate implementation; no discussion of school feeding in any national-level coordination body
3B. National school feeding management unit and accountability structures are in place, coordinating with school level structures	Established 	Fully staffed school feeding unit; no pre- or –in-service training available; coordination mechanisms between national, regional, and school levels are in place
3C. School level management and accountability structures are in place	Established 	Formal mechanisms in place but no pre- and in-service training program in place to train staff at each level on school feeding program management and implementation

Policy Goal 4: Design and Implementation in Nigeria

Advanced



Policy Lever:

- Quality assurance of programming and targeting, modalities, and procurement design, ensuring design that is both needs-based and cost-effective

A well-designed school feeding policy that is based on evidence is critical to the implementation of a quality school feeding program. The policy can include details on targeting the correct beneficiaries, selecting the proper modalities of food delivery, and choosing a quality food basket. Over time, the school feeding policy may be redesigned or modified according to reassessments of the school feeding program.

Nigeria has an M&E plan for the school feeding program. All important M&E components are covered except for a systematic impact evaluation, program baseline report, and situation analysis. These components are included in the Education Management Information System (EMIS) in Nigeria. Experiences from the health sector convey that program effectiveness is enhanced when the implementation of a national school feeding strategy is supported by a national M&E strategy agreed upon by all country partners and stakeholders. The M&E system in Nigeria is integrated into a national monitoring system and is used to refine and update components of the program. Examples of this updating include rapid appraisal of implementing states in 2007 and the monitoring of climate change in pilot states in 2012 in Nigeria and cross river states.

Nigeria has impact evaluations planned. The program also has objectives that correspond to the context of Nigeria and the poverty reduction strategy. These objectives, or targeting criteria, are important for two reasons: first to keep the program within its budget constraints and maximize the effect of the spending line with the objectives, and second to ensure equity by redistributing resources to poor, vulnerable children.

National standards on food modalities and the food basket have been set, which correspond to nutritional content requirements, local habits and tastes, and the

availability of local food.³¹ The food modalities have also been chosen based on the objectives of the program, the duration of the school day, and the feasibility of implementation.

Nigeria has national standards on food management, procurement and logistics. There have been discussions on possible procurement modalities for school feeding that can be more locally appropriate, including the possibility of linking procurement with agriculture-related activities. This discussion involves encouraging smallholder farmers to produce more, by giving soft loans and by buying off these farmers' produce. There have also been discussions on possible service provision models for school feeding that could potentially create jobs for community members, including the formation of cooperative farmers that would produce and sell to the government for school feeding and the employment of people by contractors to work at distribution centers.

The Ministry of Agriculture has been involved in making the connection between school feeding and national agricultural production. The involvement of government agencies aids a smooth implementation system along national, regional, and local levels. The private sector has been involved in making the connection between farmers and the school feeding market only in Osun state. The private sector has been involved through the Farmers Association (poultry, and other products) as well as contractors.³²





At the school level, the requirements for the school feeding program are not communicated to the agriculture sector, which negatively impacts the links between food production and the school feeding market. However, there are complementary programs with budgets that provide capacity building for smallholder farmers and the community for food processing and preparation. Thirty-one local governments were covered by the program, and 9,750 naira was the cost per child per year in the program.

Looking forward, specific attention must be given to the development of new ways for the agriculture and education sectors to work together, including the construction of a coherent evidence base from which to

³¹ Partnership for Child Development and Home Grown School Feeding, 2010. Pg. 23

³² Partnership for Child Development, 2014.

evaluate specific outcomes within each sphere (SABER Framework).

4. Design and Implementation is ADVANCED		
Indicators	Score	Justification
4A. A functional monitoring and evaluation system is in place as part of the structure of the lead institution and used for implementation and feedback	<p>Advanced</p> 	M&E plan integrated into national monitoring system; M&E plan used to refine and update programs or components of the program
4B. Program design identifies appropriate target groups and targeting criteria corresponding to the national school feeding policy and the situation analysis	<p>Emerging</p> 	Targeting criteria that corresponds to context of country is in place yet impact evaluations have not yet been carried out
4C. Food modalities and the food basket correspond to the objectives, local habits and tastes, availability of local food, food safety, and nutrition content requirements	<p>Advanced</p> 	National standards on food modalities and the food basket are set; standards correspond to nutritional content requirements, local habits and tastes, and availability of local food
4D. Procurement and logistics arrangements are based on procuring as locally as possible, taking into account the costs, the capacities of implementing parties, the production capacity in the country, the quality of the food, and the stability of the pipeline	<p>Advanced</p> 	National standards on procurement and logistics arrangements have been developed and are based on procuring as locally as possible

Policy Goal 5: Community Roles—Reaching Beyond Schools in Nigeria



Policy Lever:

- Community participation and accountability

The role of the community should be clearly defined in a school feeding policy because community participation and ownership improves the school feeding program’s chances of long-term sustainability. If the government places the responsibility of sustaining the school feeding program on the community, the school feeding policy should detail the guidelines, minimum standards, and support for the community to implement the program. The school feeding policy can also include mechanisms for the community to hold the government accountable.

At the school level, there may be a school management committee composed of parents, teachers, and students that acts as a liaison between the school and community and that manages the school feeding program. Care should be taken not to overburden the community, because in some cases the community may introduce fees to support the local school feeding program, which can negatively impact enrolment rates. Community-assisted school feeding programs are usually most successful in food-secure areas.

There is a school feeding management committee that involves parents, teachers and local community in the management and implementation of the school feeding program. However, this committee is not involved in the design of the program. This committee acts as the interface between the community and the school, manages and monitors the school feeding program, and ensures appropriate utilization of the food in the school. There is also a reporting mechanism through School-Based Monitoring Committee (SBMC) meetings by which the community can hold school feeding programs accountable at the national, regional, and school levels.

Nigerian school feeding is school-based and community driven. SBMC implements the school feeding program in schools, and members of the SBMC are from the community. SBMC is the source for food, procurement, process, cooking, and serving. SBMC reports to local government and communities. The main constraints in

terms of community involvement are inadequate knowledge of their roles and responsibilities. Key stakeholders can be involved to support community engagement, including private sectors, civil societies, NGOs, technical partners, community leaders, youths, and women’s wings. The role of the community has been addressed in the national school health policy.

5. Community Roles-Reaching Beyond Schools is ESTABLISHED		
Indicators	Score	Justification
5A. Community participates in school feeding programme design, implementation, management and evaluation and contributes resources	Established 	School feeding management committee comprises of teachers, parents, and community members, yet this committee is not involved in design of program; there are mechanisms in place by which community can hold school feeding programs accountable at national, regional, and school level

To view the scores for all indicators and policy goals in one table, please refer to Appendix 1.

Conclusion

Based on the above findings, school feeding in Nigeria can be seen as relatively advanced. Still, there are areas that could be strengthened moving forward. The following policy options represent possible areas where school feeding could be strengthened in Nigeria, based on the conclusions of this report.

Policy Options:

- Create federal budget line for school feeding oversight and state budget lines for those without them.
- Conduct impact evaluations of existing school feeding efforts programs to improve and refine targeting of activities.
- Explore new areas for the agriculture and education sectors to work together, including the construction of a coherent evidence base from which to evaluate specific outcomes within each sphere

Appendix 1

Table 1. Levels of Development of SABER School Feeding Indicators and Policy Goals in Nigeria

Systems Approach for Better Education Results: School Feeding Policy Framework						
POLICY LEVER	INDICATOR	STAGE				OVERALL SCORE PER DOMAIN
		Latent	Emerging	Established	Advanced	
Policy Goal 1: Policy frameworks						
Overarching policies for school feeding - sound alignment with the national policy	National-level poverty reduction strategy or equivalent national strategy as well as sectoral policies and strategies (education sector plan, nutrition policy, social protection policy) identify school feeding as an education and/or social protection intervention, clearly defining objectives and sectoral responsibilities	There is recognition of school feeding as an education and/or social protection intervention, but school feeding is not yet included in the published national-level poverty reduction strategy, equivalent national policy, or sectoral policies and strategies	School feeding discussed by members and partners during preparation of national-level poverty reduction strategy, equivalent national policy, or sectoral policies and strategies but not yet published	School feeding included in published national-level poverty reduction strategy or equivalent national policy (including specifications as to where school feeding will be anchored and who will implement); published sectoral policies or strategies have clearly defined objectives and sectoral responsibilities	School feeding included in published national-level poverty reduction strategy or equivalent national policy (including specifications as to where school feeding will be anchored and who will implement and accompanied by targets and/or milestones set by the government); published sectoral policies or strategies have clearly defined objectives and sectoral responsibilities, including what school feeding can and cannot achieve, and aligned with the national-level poverty reduction strategy or equivalent national strategy	ADVANCED
	An evidence-based technical policy related to school feeding outlines the objectives, rationale, scope, design, and funding and sustainability of the program and comprehensively addresses all four other policy goals (institutional capacity and coordination, financial capacity, design and implementation, and community participation)	There is recognition of the need for a technical policy related to school feeding, but one has not yet been developed or published	A technical policy and situation analysis under development by the relevant sectors that address school feeding	A technical policy related to school feeding is published, outlining the objectives, rationale, scope, design, funding and sustainability of the program and covering some aspects of all four other policy goals, including links with agriculture development	A technical policy related to school feeding is published, outlining the objectives, rationale, scope, design, funding and sustainability of the program and comprehensively covering all four other policy goals with a strategy for local production and sourcing, including links with agriculture development and small holder farmers; policy is informed by a situation analysis of needs and aligned with national poverty reduction strategies and relevant sectoral policies and strategies	
Policy Goal 2: Financial Capacity						
Governance of the national school feeding program - stable funding and budgeting	National budget line(s) and funding are allocated to school feeding; funds are disbursed to the implementation levels (national, district and/or school) in a timely and effective manner	There is recognition of the need to include school feeding in the national planning process, but this has not yet happened; the government is fully reliant on external funds and does not have provision in the national budget to allocate resources to school feeding; there is recognition of the need for mechanisms for disbursing funds to the implementation levels, but these are not yet in place	School feeding is included in the national planning process and national funding is stable through a budget line but unable to cover all needs; there is no budget line at regional and school levels; existing school feeding funds are disbursed to the implementation levels intermittently	School feeding is included in the national planning process and is fully funded through a national budget line; all ministries involved in the program implementation have a budget line or funds allocated; budget lines also exist at regional and school levels; school feeding funds are disbursed to the implementation levels in a timely and effective manner	School feeding is included in the national planning process and is fully funded through a national budget line consistent with the school feeding policy and situation analysis including options for engaging with the private sector; budget lines and plans also exist at regional and school levels, sufficient to cover all the expenses of running the program; school feeding funds are disbursed to the implementation levels in a timely and effective manner and implementers have the capacity to plan and budget as well as request resources from the central level	EMERGING

Policy Goal 3: Institutional Capacity and Coordination						
School feeding coordination - strong partnerships and inter-sector coordination	Multisectoral steering committee coordinates implementation of a national school feeding policy	Any multisectoral steering committee coordination efforts are currently nonsystematic	Sectoral steering committee coordinates implementation of a national school feeding policy	Multisectoral steering committee from at least two sectors (e.g. education, social protection, agriculture, health, local government, water) coordinates implementation of a national school feeding policy	Multisectoral steering committee from at least three sectors (e.g. education, social protection, agriculture, health, local government, water) coordinates implementation of a national school feeding policy; this government-led committee provides comprehensive coordination (across international agencies, NGOs, the private sector and local business representatives as well) and is part of a wider committee on school health and nutrition	E S T A B L I S H E D
Management and accountability structures, including staffing - strong institutional frameworks for implementation	National school feeding management unit and accountability structures are in place, coordinating with school level structures	A specific school feeding unit does not yet exist at the national level; coordination between the national, regional/local (if applicable), and schools is lacking	A school feeding unit exists at the national level, but it has limited resources and limited staff numbers and lacks a clear mandate; while coordination mechanisms between the national, regional/local (if applicable), and school level are in place, they are not fully functioning	A fully staffed school feeding unit with a clear mandate exists at the national level, based on an assessment of staffing and resources needs; coordination mechanisms between the national, regional/local (if applicable), and school level are in place and functioning in most instances	A fully staffed school feeding unit exists at the national level, based on an assessment of staffing and resources needs, with a clear mandate, and pre- and in-service training; coordination mechanisms between the national, regional/local (if applicable), and school level are in place and fully functioning	
	School level management and accountability structures are in place	Mechanisms for managing school feeding at the school level are non-uniform and national guidance on this is lacking	National guidance on required mechanisms for managing school feeding are available at the school level, but these are not yet implemented fully	Most schools have a mechanism to manage school feeding, based on national guidance	All schools have a mechanism to manage school feeding, based on national guidance, with pre and in-service training for relevant staff	
Policy Goal 4: Design and Implementation						
Quality assurance of programming and targeting, modalities, and procurement design, ensuring design that is both needs-based and cost-effective	A functional monitoring and evaluation (M&E) system is in place as part of the structure of the lead institution and used for implementation and feedback	The importance of M&E is recognised, but government systems are not yet in place for M&E of school feeding implementation	A government M&E plan exists for school feeding with intermittent data collection and reporting occurring especially at the national level	The M&E plan for school feeding is integrated into national monitoring or information management systems and data collection and reporting occurs recurrently at national and regional levels	The M&E plan for school feeding is integrated into national monitoring or information management systems and data collection and reporting occurs recurrently at national, regional and school levels; analysed information is shared and used to refine and update programs; baseline is carried out and program evaluations occur periodically	A D V A N C E D
	Program design identifies appropriate target groups and targeting criteria corresponding to the national school feeding policy and the situation analysis	The need for targeting is recognised, but a situation analysis has not yet been undertaken that assesses school feeding needs and neither targeting criteria nor a targeting methodology has been established as yet	Targeting criteria and a targeting methodology is being developed corresponding to the national school feeding policy; a situation analysis assessing needs is incomplete as yet	Targeting criteria and a targeting methodology exists and is implemented corresponding to the national school feeding policy and a situation analysis assessing needs	Targeting criteria and a targeting methodology exists and is implemented corresponding to the national school feeding policy and situation analysis (including costings for various targeting and designs); M&E information is used to refine and update targeting and coverage on a periodic basis	
	Food modalities and the food basket correspond to the objectives, local habits and tastes, availability of local food, food safety (according to WHO guidelines), and nutrition content requirements	There is recognition of the need for national standards for food modalities and the food basket, but these do not exist yet	National standards on food modalities and the food basket have been developed and correspond to two or more of the following: objectives, local habits and tastes, availability of local food, food safety (according to WHO guidelines), and nutrition content requirements	National standards on food modalities and the food basket have been developed and correspond to objectives, local habits and tastes, availability of local food, food safety (according to WHO guidelines), and nutrition content requirements	National standards on food modalities and the food basket have been developed and correspond to objectives, local habits and tastes, availability of local food, food safety (according to WHO guidelines), and nutrition content requirements; M&E information is used to refine and update food modalities and food basket on a periodic basis	
Procurement and logistics arrangements are based on procuring as locally as possible, taking into account the costs, the capacities of implementing parties, the production capacity in the country, the quality of the food, and the stability of the pipeline	There is recognition of the need for national standards for procurement and logistics arrangements, but these do not exist yet	National standards on procurement and logistics arrangements have been developed and are based on three or more of the following: procuring as locally as possible, taking into account the costs, the capacities of implementing parties, the production capacity in the country, the quality of the food, and the stability of the pipeline	National standards on procurement and logistics arrangements have been developed and are based on procuring as locally as possible, taking into account the costs, the capacities of implementing parties, the production capacity in the country, the quality of the food, and the stability of the pipeline	National standards on procurement and logistics arrangements have been developed and are based on procuring as locally as possible, taking into account the costs, the capacities of implementing parties, the production capacity in the country, the quality of the food, and the stability of the pipeline; M&E information is used to refine and update procurement and logistics arrangements		

Policy Goal 5: Community roles—reaching beyond schools						
Community participation and accountability - strong community participation and ownership (teachers, parents, children)	Community participates in school feeding program design, implementation, management and evaluation and contributes resources (in-kind, cash or as labor)	Systems and accountability mechanisms are not yet in place for consultation with parents and community members on the design, monitoring and feedback of the school feeding program	A school feeding management committee exists but parent and community member participation could be strengthened and awareness on the opportunity to monitor and feedback on the school feeding program is lacking	The school feeding management committee comprises representatives of teachers, parents, and community members and communities have accountability mechanisms to hold school feeding programs accountable at the school level	The school feeding management committee comprises representatives of teachers, parents, and community members and has clearly defined responsibilities and periodic training. Accountability mechanisms are in place by which communities can hold school feeding programs accountable at the school, regional, and national levels	E S T A B L I S H E D

Acknowledgements

This report was prepared from a SABER—School Feeding questionnaire that was completed by staff of the Ministry of Education, Ministry of Agriculture, Universal Basic Education Commission, and Osun State Program Officer.

We thank all the Nigerian participants at the school health and school feeding workshop that took place in Banjul, The Gambia from 4th to 6th June 2013; and particularly, Dada J. Josph, National Desk Officer, School Health, Federal Ministry of Education; C. A. Ogu, School Feeding Desk Officer, Federal Ministry of Education; C. Momeke, Deputy Director, Federal Ministry of Agriculture; Fatima Usman, Desk Officer, Universal Basic Education Commission; and A. J. Oketayo, Programme Manager, Osun State.

We also thank Paula Trepman and Angela Ha (Massachusetts Institute of Technology) for their significant contributions to the data analysis and reporting. We thank the many people that have served as reviewers including Donald Bundy, Janet Holt, Andy Tembon, Olatunde Adetoyese Adekola, Michelle Louie, and Veronica Grigera (World Bank); Carmen Burbano (World Food Programme); Lesley Drake and Kristie Watkins (Partnership for Child Development).

Finally, we thank the Federal Ministers of Education and Agriculture; the Commissioner, Universal Basic Education Commission and the Governor of Osun State, Nigeria, for allowing their staff members to attend the Banjul meeting, and to the many others who contributed in one way or the other to the production of this report.

Acronyms

FCUBE	Free Compulsory Universal Basic Education
HGSF	Home Grown School Feeding
M&E	Monitoring and Evaluation
NECO	National Examinations Council
NGO	Non-Governmental Organization
PRSP	Poverty Reduction Strategic Plan
SHN	School Health and Nutrition

SBMC School-Based Monitoring Committee

UPC Universal Primary Completion

WASSCE West African Senior School Certificate Examination

WFP World Food Programme

References

- Adelman, S., H. Alderman, D. O. Gilligan, and K. Lehrer. 2008. "The Impact of Alternative Food for Education Programs on Learning Achievement and Cognitive Development in Northern Uganda." IFPRI, Washington, DC.
- Ahmed, A. U. 2004. "Impact of Feeding Children in School: Evidence from Bangladesh." International Food Policy Research Institute, Washington, DC.
- Bundy, D. A. P., Burbano, C., Grosh, M., Gelli, A., Jukes, M., and Drake, L. 2009. *Rethinking School Feeding: Social Safety Nets, Child Development, and the Education Sector*. World Food Programme and World Bank, Washington, DC.
- Federal Republic of Nigeria. 2013. "Nigeria Millennium Development Goals". UNDP. Accessed from <http://www.undp.org/content/dam/undp/library/MDG/english/MDG%20Country%20Reports/Nigeria/MDGs%20Country%20Report%20KN%20051213%20v2%200.pdf>.
- Federal Republic of Nigeria. Federal Ministry of Education. 2006a. "National School Health Policy". http://www.unicef.org/nigeria/School_Health_Policy.pdf.
- Federal Republic of Nigeria. Federal Ministry of Education. 2006b. "Implementation Guidelines on National School Health Programme". http://www.unicef.org/nigeria/Sch_Health_Prog.pdf.
- Gelli, A., U. Meir, and F. Espejo. 2007. "Does Provision of Food in School Increase Girls' Enrollment? Evidence from Schools in Sub-Saharan Africa." *Food and Nutrition Bulletin*. 28 (2): 149-55.
- Global Education First Initiative and Good Planet Foundation. 2013. "Accelerating Progress to 2015: Nigeria". Accessed from <http://educationenvoy.org/wp-content/uploads/2013/07/NIGERIA-UNSE-FINAL.pdf>.

- Jacoby, E., S. Cueto, and E. Pollitt. 1996. "Benefits of a School Breakfast Programme among Andean Children in Huaraz, Peru." *Food and Nutrition Bulletin* 17 (1): 54-64.
- Jukes, M. C. H., L. J. Drake, and D. A. P. Bundy. 2008. "School Health, Nutrition and Education for All: Levelling the Playing Field." CABI Publishing, Wallingford, UK.
- Kristjansson, E., V. Robinson, M. Petticrew, B. MacDonald, J. Krasevec, L. Janzen, T. Greenhalgh, G. Wells, J. MacGowan, A. Farmer, B. J. Shea, A. Mayhew, and P. Tugwell. 2007. "School Feeding for Improving the Physical and Psychosocial Health of Disadvantaged Elementary School Children." *Cochrane Database of Systematic Reviews* 1.
- National Population Commission in Nigeria and RTI. 2011. "Nigeria Demographic and Health Survey (DHS) EdData Profile 1990, 2003, and 2008: Education data for decision-making. Washington, DC: National Population Commission in Nigeria and RTI.
- Partnership for Child Development. 2014. "O'Meals Snap Shot July 2014". Accessed from http://hgsf-global.org/en/bank/downloads/doc_details/433-omeals-snap-shot-july-2014.
- Partnership for Child Development and Home Grown School Feeding. 2010. "Osun State Home Grown School Feeding and Health Programme Case Study." Accessed from http://hgsf-global.org/en/bank/downloads/doc_details/94-osun-state-hgsf-and-health-programme-case-study.
- Politt, E., S. Cueto, and E. R. Jacoby. 1998. "Fasting and Cognition in Well- and Under-nourished Schoolchildren: A Review of Three Experimental Studies." *American Journal of Clinical Nutrition* 67 (4): 779s-784s.
- Powell, C. A., S. P. Walker, S. M. Chang, and S. M. Grantham-McGregor. 1998. "Nutrition and Education: A Randomized Trial of the Effects of Breakfast in Rural Primary School Children." *American Journal of Clinical Nutrition* 68: 873-9.
- Simeon, D. T., and S. M. Grantham McGregor. 1989. "Effects of Missing Breakfast on the Cognitive Functions of School Children of Differing Nutritional Status." *American Journal of Clinical Nutrition* 49 (4): 646-53.
- Simeon, D. T. 1998. "School Feeding in Jamaica: A Review of its Evaluation." *American Journal of Clinical Nutrition* 67 (4):790s-794s.
- Tan, J. P., J. Lane, and G. Lassibille. 1999. "Student Outcomes in Philippine Elementary Schools: An Evaluation of Four Experiments." *World Bank Economic Review* 13 (3): 493-502.
- UNDP. 2013. "The Rise of the South: Human Progress in a Diverse World: Nigeria". Human Development Report 2013. Accessed from <http://hdr.undp.org/sites/default/files/Country-Profiles/NGA.pdf>.
- UNESCO International Bureau of Education. 2011. "World Data on Education VII Ed. 2010/11: Nigeria". UNESCO. Accessed from http://www.ibe.unesco.org/fileadmin/user_upload/Publications/WDE/2010/pdf-versions/Nigeria.pdf.
- Whaley, S. E., M. Sigman, C. Neumann, N. Bwibo, D. Guthrie, R. E. Weiss, S. Alber, and S. P. Murphy. 2003. "The Impact of Dietary Intervention on the Cognitive Development of Kenyan School Children." *Journal of Nutrition* 133 (11): 3965S-71S.
- World Bank. 2014a. World Development Indicators 2000-2013 [statistics]. "Nigeria". Available from the World Bank World Development Indicators database.
- World Bank. 2014b. Education Indicators 2000-2013 [statistics]. "Nigeria". Available from World Bank EdStats database.
- World Bank. Africa Region. Human Development III. 2003. Nigeria. School Education in Nigeria: Preparing for Universal Basic Education).
- World Health Organization (WHO). 2003. "Skills for Health, Skills-Based Health Education Including Life Skills: An Important Component of a Child-Friendly/Health-Promoting School." Information Series on School Health. WHO, Geneva.
- World Food Programme (WFP). 2013. "WFP Revised School Feeding Policy". World Food Programme, Rome.
- World Food Programme (WFP). 2012. "Global School Feeding Survey". World Food Programme, Rome.

The **Systems Approach for Better Education Results (SABER)** initiative produces comparative data and knowledge on education policies and institutions, with the aim of helping countries systematically strengthen their education systems. SABER evaluates the quality of education policies against evidence-based global standards, using new diagnostic tools and detailed policy data. The SABER country reports give all parties with a stake in educational results—from administrators, teachers, and parents to policymakers and business people—an accessible, objective snapshot showing how well the policies of their country's education system are oriented toward ensuring that all children and youth learn.

This report focuses specifically on policies in the area of **School Feeding**.

This work is a product of the staff of The World Bank with external contributions. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of The World Bank, its Board of Executive Directors, or the governments they represent. The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

