



# External Evaluation of WFP's Cash Transfers to Schools Pilot Project

March 2013 - March 2015

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Isiolo County, Kenya



Canada 

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Sophia Dunn and Warue Kariuki

## **Disclaimer**

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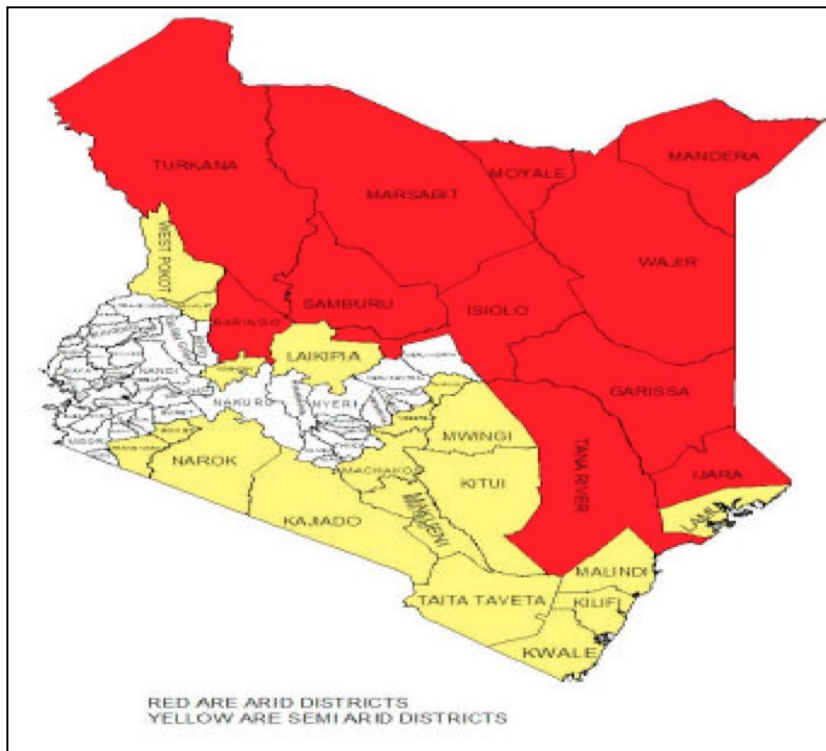
## Acronyms

AGMARK	Agricultural Market Development Trust
ASAL	Arid and Semi-Arid Lands
CA\$	Canadian Dollar
CDE	County Director of Education
CFA	Cash for Assets
CTM	Cash Transfer Module
CTS	Cash Transfers to Schools
DEO	District Education Officer
ECDE	Early Child Development and Education
EFA	Education For All
EMOP	Emergency Operation
FEWSNET	Famine Early Warning Systems Network
FSNWG	Food Security and Nutrition Working Group
GDP	Gross Domestic Product
GPI	Gender Parity Index
GPS	Global Positioning System
HDI	Human Development Index
HGSMP	Home Grown School Meals Programme
IPC	Integrated (Food Security) Phase Classification System
KCB	Kenya Commercial Bank
KESSP	Kenya Education Sector Support Programme
KIPPRA	Kenya Institute for Public Policy Research and Analysis
KSh	Kenyan Shilling
MDG	Millennium Development Goal
MoALF	Ministry of Agriculture, Livestock and Fisheries

MoEST	Ministry of Education, Science and Technology
MoH	Ministry of Health
MoIED	Ministry of Industrialization and Enterprise Development
NESP	National Education Sector Plan
NGO	Non-governmental Organization
OECD-DAC	The Organisation for Economic Co-operation and Development – Development Co-operation Directorate, Development Assistance Committee (DDC-DAC) (UK Government)
SMC	School Management Committee
SMPC	School Meals Programme Committee
SMPO	School Meals Programme Officer
SOP	Standard Operating Procedures
TAC	Teacher Advisory Centre
TSC	Teachers Service Commission
UPE	Universal Primary Education
US	United States (of America)
USD	United States Dollar
VAM	Vulnerability, Analysis and Mapping
WFP	World Food Programme

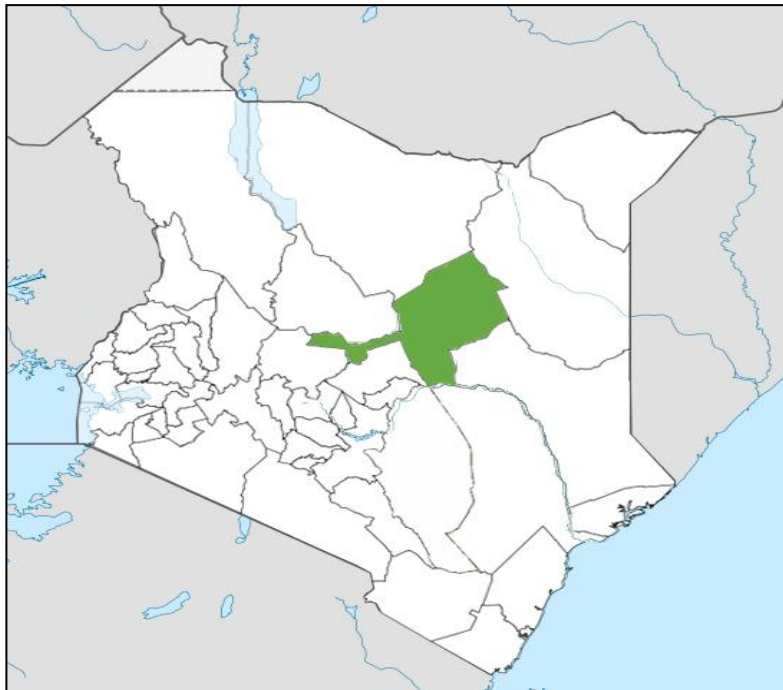
## Maps

**Figure 1: Arid and semi-arid counties, Kenya**



Source: <http://undp-alm.org/projects/sccf-kaccal-kenya>

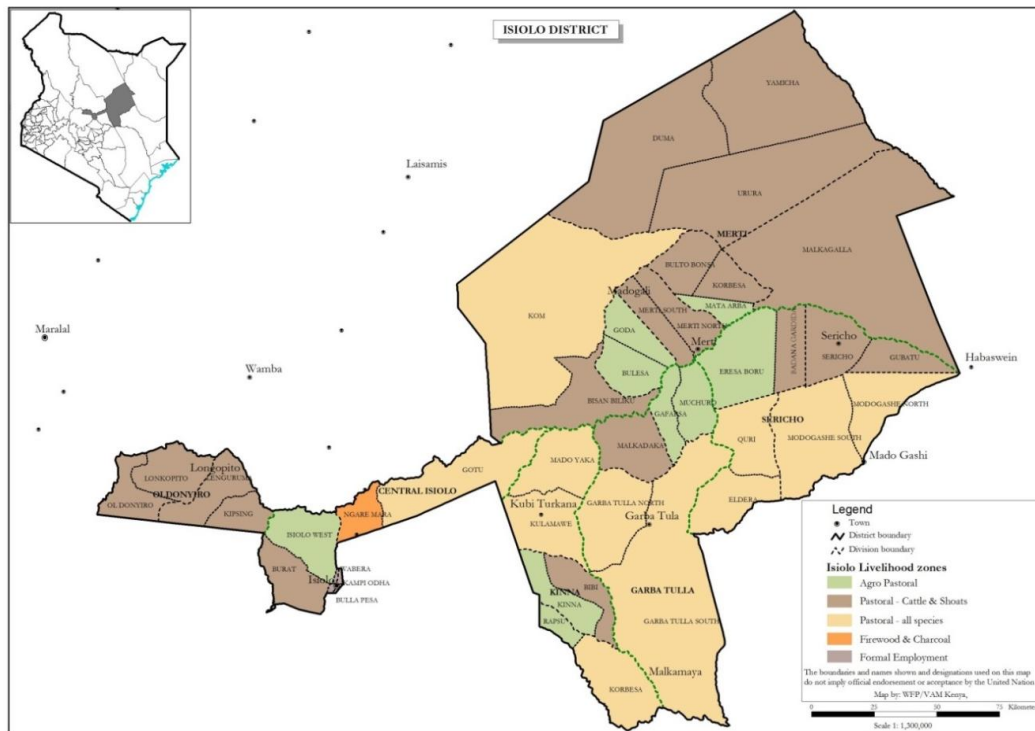
**Figure 2: Location of Isiolo County, Kenya**



Source: [http://en.wikipedia.org/wiki/Isiolo\\_County](http://en.wikipedia.org/wiki/Isiolo_County)

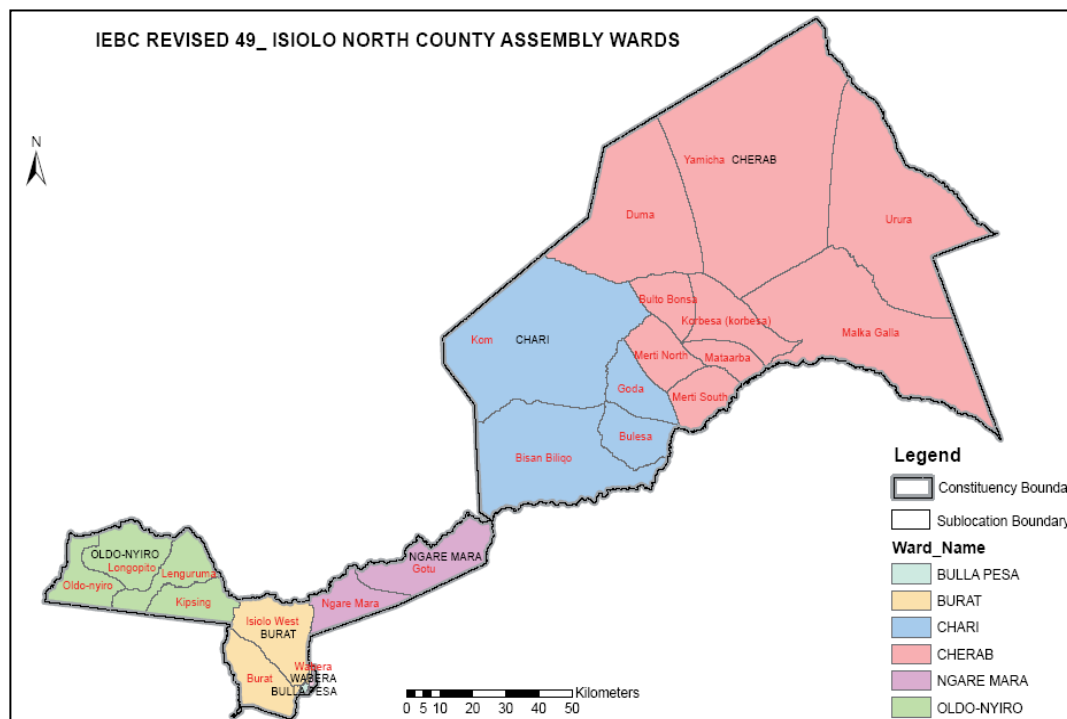


**Figure 3: Livelihood zones - Isiolo County, Kenya**



Source: WFP Kenya CO, VAM

**Figure 4: Administrative divisions of Isiolo County, Kenya**



Source: [http://mudavadi2013.com/Eastern/Isiolo/Isiolo\\_North/Isiolo%20North%20Const.htm](http://mudavadi2013.com/Eastern/Isiolo/Isiolo_North/Isiolo%20North%20Const.htm)

## Project Overview

<b>Implementing organizations</b>	World Food Programme and the Government of Kenya (Ministry of Education, Science and Technology)
<b>Title of Project</b>	Cash Transfers to Schools Pilot Project
<b>Location of Project</b>	Isiolo County, Kenya
<b>Project Period</b>	Term 3, 2013 to Term 3, 2014
<b>Number of schools</b>	98 pre-primary and primary schools (all the schools in Isiolo County)
<b>Donor</b>	Canadian Government

### Project objectives and expected outcomes

<b>Objective 1</b>	<b>To test an enhanced business model of the Home Grown School Meals Programme (HGSMP) adapted to the conditions in the arid lands, and prepare schools and county-level stakeholders for hand-over to the HGSMP.</b>
Expected Outcomes	Schools implement a community-driven locally procured schools meals programme in an efficient, effective and accountable manner
	Improved school enrolment and attendance
<b>Objective 2</b>	<b>To build WFP's capacity to use new transfer modalities to deliver school meals</b>
Expected Outcome	WFP systems and processes are adapted to transfer cash to schools
<b>Objective 3</b>	<b>To support suppliers to supply sufficient quantity and quality of food to schools</b>
Expected Outcome	Food traders supported to competitively participate in the school meals market

## Executive Summary

The external evaluation of the Cash Transfer to School (CTS) pilot project covers the period from March 2013 – March 2015. This includes the design of the project, the implementation, and the handover to the Ministry of Education, Science and Technology (MoEST). The evaluation looks at the performance and results of project, and explores how the observed results were achieved.

The CTS pilot was implemented in Isiolo County, Kenya; an area classified as arid, but on the border of food production areas. The project ran from Term 3, 2013 to Term 3, 2014. The pilot was jointly implemented by the World Food Programme (WFP) and MoEST and is intended to be a model that enables a smooth handover of WFP School Feeding to the Government of Kenya's Home Grown School Meals Programme (HGSMP), currently being implemented in semi-arid counties. The aim of the CTS pilot was to test whether the local market in Isiolo County could supply the food needs of the schools as per the Government of Kenya's HGSMP.

To this end, WFP developed a HGSMP supplier model that would not be dependent on local production but still sit firmly within the local economy. The CTS pilot is based on the Government of Kenya's HGSMP and represents a global strategic change for WFP's school feeding programmes: a shift to a cash transfer modality, rather than in-kind assistance. The CTS pilot is also the first time that WFP has used a local procurement model in the arid lands of Kenya.

There is a long history of School Feeding in Kenya, with both the Government of Kenya and WFP implementing School Feeding since 1980. Traditionally, this has been done through an in-kind modality, providing food directly to schools. In 2009, in an effort to be more sustainable, the Government of Kenya launched the HGSMP. In order to ensure greater coherence with this new model, and to start handing over School Feeding to the government, WFP started to hand over their School Feeding programmes in the semi-arid areas to the MoEST. On average there has been an annual handover of around 50,000 children since then. In addition, WFP Kenya considered implementing a cash-based school-feeding model in the schools for which they were responsible, to be more coherent with the HGSMP, however until the CTS pilot, WFP global systems did not allow for such a model, and no funding was available.

The initial market assessment<sup>1</sup> highlighted concerns that markets in arid counties of Kenya were less integrated than markets in the semi-arid areas. In addition, it was noted that prices increased as distances from the main markets increased, while other logistic challenges such as poor road conditions and the cost of fuel, also contributed to high food prices and lower food availability. Based on these concerns, WFP designed the CTS pilot to be as close to the HGSMP model as possible but with some critical differences.

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<sup>1</sup> WFP & Republic of Kenya (2013) Market dynamics and financial services in Kenya's arid lands

The first such difference was a 'banding approach'. WFP and MoEST mapped all the primary schools in Isiolo County and allocated them to a 'band'. The distance from the main market in Isiolo Town determined which band the school was allocated. Schools within each band received different transfer value per child, in order to account for the additional transport and handling costs required and to accommodate seasonal changes in market prices. The transfer values, and distances from the main market within each band, were adjusted throughout the pilot, and by the end WFP had established an appropriate three-band system with transfer values of 10-11-12 KSh. These values are coherent with the base value of the HGSMP, which is currently 10 KSh per child per day.

The overall value of the cash transfer to the schools was based on the above bands and values, plus verified enrolment figures. The pilot project provided all 98 primary schools in Isiolo County with cash transfers directly into their bank accounts. Cash was disbursed electronically using the banks' normal procedures. The cash transfers were for the purpose of buying sufficient food in the local market to feed all enrolled children, every school day.

In addition to providing cash transfers to the schools, the project provided support to local traders, in the form of training. The Agricultural Market Development Trust (AGMARK) provided training to 90 traders on topics such as food storage, food handling, and quality assurance. The training also raised awareness about the project and traders learned the requirements of the governments tendering process, as this would be the basis of procurement.

Intensive monitoring and strong technical oversight were also built into the pilot design to enable WFP to closely monitor the use of the funds, ensure schools followed the government tendering process, and ensure that traders were able to supply sufficient quantities of food.

The evaluation finds the basis of the design to be both relevant and appropriate. A cash-based modality is also more coherent with government approaches than an in-kind modality, and coherent with the WFP Cash and Voucher Policy.<sup>2</sup>

The CTS pilot project has been an effective and efficient method for providing school feeding in Isiolo County. All 98 schools were able to purchase sufficient food to feed their students every school day. On average, schools provided food on 93% of school days. This high percentage of feeding days is due to two factors: timely and consistent payments to schools by WFP, and the effective utilization of these resources by the School Meal Program Committees (SMPCs). In total, the schools purchased 1583 MT of food commodities during the pilot project. This was done at a cost of CA\$ 924,843, which is estimated to be at least 24% cheaper<sup>3</sup> than the average cost of providing food though in kind assistance.

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<sup>2</sup> WFP (2008) Vouchers and cash transfers as food assistance instruments: opportunities and challenges. WFP/EB.2/2008/4-B

<sup>3</sup> Alpha value of 0.76

The cash-based modality has improved the timeliness of food delivery when compared to the in-kind deliveries that were previously provided. It has also contributed to increased ownership by the school community, and empowered parents through the School Meal Program Committees (SMPCs), to be responsible for decision-making related to food procurement.

The pilot project has established relationships between schools and traders, and provided a regular and predictable market for local traders. This has also resulted in significant positive impacts on the local economy, not only for the supplying traders, but also for other traders, transporters, casual labourers, warehouse owners and the banking community. This could ultimately provide an incentive to local farmers within and outside the county, to increase and improve their production.

The capacity building of the traders has been greatly appreciated and has resulted in changes to trader's business practices, even among traders who did not apply for, or win tenders. Indeed, the project has resulted in the formation of the Isiolo County Cereals Traders' Association, an organization established to give traders a stronger voice to demand that well-defined and transparent procurement practices are adhered to.

As planned, the school feeding in Isiolo was handed over to the HGSMP in January 2015. Based on internal learning, WFP is now implementing CTS in Samburu County, continuing the roll out to the other arid counties. Given that the initial market assessment<sup>4</sup> found no significant differences in the conditions and behaviour of markets on the three major transport corridors through the arid lands, there is every reason to think that the CTS model will succeed in other locations. Discussions with traders confirm that the model has potential for all the other arid counties, although comprehensive market assessments will still be needed to ensure that markets are functioning and competitive, and to determine appropriate transfer values. However it is clear there is already strong interest from the Isiolo traders to follow the project to other areas.

The recommendations of this evaluation are as follows:

**Recommendation 1:** Continue to utilize a cash-based modality for school feeding programmes in arid areas of Kenya, if the market is functioning and competitive. A cash-based model is more coherent with the government approach, than an in-kind modality, and the CTS has proved that such a model can be an effective and efficient means of providing school feeding.

**Recommendation 2:** Continue to provide support to traders in other arid areas of Kenya as the project expands. Support should include providing traders with information about the project, information about the government procurement process, and best practice in food storage and handling.

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<sup>4</sup> WFP & Republic of Kenya (2013) Market dynamics and financial services in Kenya's arid lands

**Recommendation 3:** Ensure verification of enrolment figures is done on a termly basis. Enrolment numbers provide the basis of the cash transfer value therefore it is critical that these numbers are correct.

**Recommendation 4:** Allow schools to choose their preferred food items within their allocated funding. The HGSMP Implementation Guidelines currently outlines a flexible basket of commodities, which enables schools to provide a more diverse menu to children. In fact, it was recommended in the HGSMP evaluation that the existing basket be made even more flexible. This evaluation also recommends the same, as it is coherent with local preferences, and with WFP's own HGSF Framework.<sup>5</sup>

**Recommendation 5:** WFP should continue to work with MoH, MoALF, MoIED and the MoEST as appropriate to draft HGSMP food safety and hygiene quality assurance guidelines that will enable traders and schools to ensure that food is of good quality, free from mycotoxins, and is fit for human consumption.

**Recommendation 6:** Continue to investigate ways to include fruit and vegetables as allowable options in the food basket. Decisions regarding the addition of micronutrient powder to the food basket (as per HGSMP evaluation recommendations), should take into consideration the potential positive impacts on the market, not just the cost issue.

**Recommendation 7:** Continue to conduct market price monitoring during project implementation. Monitor markets to ensure cartels do not form and push out competition.

**Recommendation 8:** Continue to work with financial services (banks) to improve their systems for notifying schools of when their funds are available.

**Recommendation 9:** WFP and MoEST to continue to conduct intensive joint monitoring in schools in new counties for at least one term especially regarding the tendering process. Once schools are clear on the process, WFP should let the MoEST do most of the monitoring, perhaps with oversight from WFP. This will help ensure a smooth handover to the MoEST.

**Recommendation 10:** Considering that ECDE is the responsibility of county governments, WFP and MoEST should ensure that county governance is included in all discussions regarding handover and planning for sustainability in the longer term. It is important to ensure that ECDE retain their role as separate places of early learning and development, and do not become extensions of primary schools. A clear role for county government in funding and management of school meals at ECDE level therefore needs to be established, to avoid duplication and overlaps. This will ensure greater efficiency and effectiveness in counties with resource constraints.

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<sup>5</sup> WFP (undated) Homegrown School Feeding: A framework to link school feeding with local agricultural production. <http://documents.wfp.org/stellent/groups/public/documents/newsroom/wfp204291.pdf>

# 1 Introduction

## 1.1 Evaluation features

This evaluation of the World Food Programme's Cash Transfer to School (CTS) pilot project covers the period from March 2013 – March 2015. This includes the design of the project, the implementation, and the handover to the Ministry of Education, Science and Technology (MoEST). The evaluation looks at the performance and results of project, and explores how the observed results were achieved. The evaluation also includes whether the project was appropriate to the needs of the schools, the markets and the local communities, as well as the coherence to Government of Kenya approaches and policies and to WFP corporate strategies.

The intention of the pilot project was to assess if the markets in arid counties could supply the food needs of the schools as per the Government of Kenya's Home Grown School Meals Programme (HGSMP). As per the Terms of Reference (Annex 1) the evaluation focuses on the pilot project's intended objectives and outcomes, and assesses it against its planned indicators. As a result, the evaluation considers outcomes related to traders and the supply chain, changes in key educational outcomes such as school enrolment and attendance, and internal changes to the WFP systems and processes. The evaluation does not make specific mention of food security, nutrition or health outcomes, as these were not the specific objectives of the project.

The specific objectives of this evaluation was to systematically review:

- CTS performance (including support to traders) in Isiolo county, against the established objectives and targets;
- Effectiveness of the CTS as a learning strategy to better understand HGSMP feasibility in arid contexts and as a tool to facilitate a sustainable transition of an arid county to the HGSMP;
- Feasibility of and risks (insecurity, food prices, capacity, distances, transport networks and infrastructure, etc.) related to the implementation of a HGSMP model in an arid county, in light of the Isiolo experience.

Overall, the evaluation looks at the effectiveness of the CTS as a tool to facilitate transition to the HGSMP and generate learning that can help the government in developing the HGSMP further.

The evaluation utilized the OECD-DAC<sup>6</sup> evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability) as the basis for the analysis and reporting on the pilot project. Furthermore, because it is intended that the cash transfer modality be rolled out in other arid counties this year, the evaluation is intended to provide advice and inform these future plans of WFP.

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<sup>6</sup> The Organisation for Economic Co-operation and Development (OECD) – Development Co-operation Directorate, Development Assistance Committee (DDC-DAC)

## **Evaluation methodology**

The evaluation took place over a 42-day period from January (Inception Phase) to March 2015. Fieldwork took place from 18 February – 11 March. The evaluation team consisted of a two-member team: a Food Security Specialist, and an Education Specialist. During the Inception Phase the team conducted a desk review of secondary information and project documents provided by WFP. Based on this review, an Inception Report was prepared and submitted to WFP Kenya by mid-February 2015. The report contained background information, the proposed fieldwork plan, a summary of the evaluation methodology, and interview tools.

The evaluation primarily employed qualitative data collection techniques: semi-structured key informant interviews and focus group discussions, using the interview guides in Annex 2. In total, 232 people were interviewed for this evaluation (Table 1), including WFP and MoEST staff in Nairobi and Isiolo, the donors, implementing partners (AGMARK), local traders, bank staff and people connected to the schools (teachers, parents and children). The full list of key informants can be found in Annex 3.

**Table 1: Number of evaluation participants**

<b>Organization or group</b>	<b>Number</b>
WFP	20
MoEST	10
AGMARK	3
Donors	2
Supplying traders	7
Non-supplying traders	2
Bank staff	5
Teachers	50
Parents (committee members)	26
Parents (non-committee members)	21
School children	59
<b>TOTAL</b>	<b>232</b>



The evaluation team visited 26 schools out of the 98 participating in the project.<sup>7</sup> The evaluation team was solely responsible for selecting the schools using a two-stage random sampling process from the complete list of 98 schools. Schools were selected on the basis of total enrolment and distribution within each sub-county (Table 2). The full list of schools visited during the evaluation can be found in Annex 4. Due to time constraints in field and the distances involved, the evaluation team split into two, to ensure a greater coverage of schools. Each team then visited at least two schools, each day of the fieldwork. WFP developed an appropriate field schedule to accommodate the schools selected by the evaluators.

**Table 2: Sampling framework of schools**

Sub-county	Division (Zone)	Number of schools	Total enrolment	Total number of schools	Total enrolment	Number of schools visited
Isiolo	Central (East)	14	7174	41	19,155	8
	Central (West)	15	7944			
	Oldonyiro	12	4037			
Merti	Chari	9	2847	24	6,821	7
	Cherab	15	3974			
Garbatula	Garbatula	11	3240	33	10,988	11
	Kinna	10	3990			
	Sericho	12	3758			
<b>TOTAL</b>		<b>98</b>	<b>36,964</b>			<b>26</b>

The evaluation team undertook the following activities in the schools.

- Interview with Head Teacher, Deputy Head Teacher, School Meals Teacher
- Focus group discussion with School Meals Committee members
- Focus group discussion with parents (non-committee members) if available
- Focus group discussion with school children
- Review of project documentation
- Visit to kitchen and food storage areas

In addition to the schools, the evaluation team conducted interviews with local traders. These included traders who won bids to supply schools (n=7) and some traders who were not successful (n=2). All the interviewed traders had received training from AGMARK.

<sup>7</sup> Oldonyiro has one additional school included in the CTS that is currently closed due to insecurity. That school is not included in the total figures.

Information from the interviews was complemented with analysis of the quantitative project monitoring data to provide a complete analysis of the project. Triangulation of information was done throughout the evaluation process, through the integration of quantitative and qualitative methods.

The evaluation included a review of all available project monitoring data, including market monitoring data from the Vulnerability, Analysis and Mapping (VAM) Unit, and data collected by the Programme Team on a monthly and termly basis (school enrolment, attendance, gender ratios, number of feeding days, information on the school facilities, amount of cash spent and amount of food purchased). In addition to the project data, the evaluators collected data in each school visited (amount of cash received, amount spent, food purchased, attendance and feeding days) in order to verify the WFP data and ensure that schools had access to their own data.

The evaluation work plan can be found in Annex 4, along with the detailed fieldwork schedules (Annexes 5 and 6).

## **1.2 Country context**

Kenya currently ranks 147 out of 187 on the 2014 Human Development Index<sup>8</sup>, and was officially classified as a “middle-income” country in September 2014.<sup>9</sup> Kenya has a population of 44.4 million, 75 percent of whom live in rural areas.<sup>10</sup> It also has the largest, most diversified economy in East Africa; the average income per capita is US\$1245.50 per annum.<sup>11</sup>

Agriculture is the backbone of this economy and central to the Government of Kenya’s development strategy. In fact, more than 75 percent of Kenyans make some part of their living in agriculture and the sector accounts for more than half of the country’s gross domestic product (GDP).<sup>12</sup> Agricultural products include cash crops such as coffee, tea; horticultural products including flowers and vegetables, and food products including maize, wheat, rice, beans and soybeans. Production is concentrated in the central highlands, the Rift Valley, western highlands and the Lake Victoria basin, where water is readily available.

The majority of the land area of Kenya (over 80%) is classified as Arid and Semi-Arid Land (ASAL) and moderate to severe land degradation and desertification affects the majority of this area.<sup>13</sup> About 10 million people (30% of Kenya’s population) live in the ASALs. The ASAL districts of Kenya and the informal urban settlements are concentrated points of vulnerability and poverty in the country.

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<sup>8</sup> UNDP (2014) Human Development Report. Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience

<sup>9</sup> <http://devinit.org/#!/post/kenya-joins-middle-income-club>

<sup>10</sup> World Bank (2013) from Feed the Future <http://www.feedthefuture.gov/country/kenya>

<sup>11</sup> [data.worldbank.org/indicator/NY.GDP.PCAP.CD](http://data.worldbank.org/indicator/NY.GDP.PCAP.CD)

<sup>12</sup> World Bank (2013) from Feed the Future <http://www.feedthefuture.gov/country/kenya>

<sup>13</sup> UNDP (2010) UNDP Project Document: Mainstreaming Sustainable Land Management in Agro-pastoral Production Systems of Kenya. UNDP PIMS No. 3245, GEF ID 3370

The ASAL population is predominantly dependent on public boreholes for their water, the distribution of which does not always conform to settlement patterns.

### **Isiolo County**

Isiolo County (Figure 2 in Map Section) covers an area of 25,605 square kilometres with a population of 161,666. The county's main livelihood zones are pastoral (67% of the population) and agro pastoral (26%) (Figure 3 in Map Section).

The main factors that affect food security in Isiolo County are poor rain seasons, conflicts for resources such as pasture and water, livestock rustling, declining livestock prices, crop pests and diseases and low adoption of improved farming methods.

Similarly, availability and prices of food commodities in local markets are influenced by the seasonal production cycles and undermined by transport conditions. Road conditions also influence the availability of food commodities in local markets, especially during the rainy season when roads become impassable.<sup>14</sup>

### **Food security**

Kenya is a food-deficit country, relying on imports to meet the gap between food production and food requirements. Although more than 75 percent of Kenyan households produce some of their food, the majority of Kenyans rely on markets for some or all of their food needs.<sup>15</sup> A large part of household food security is therefore determined by household income.

ASALs and their inhabitants have however, long been marginalized politically, socially and economically, and are highly prone to food insecurity. The majority of the population in the ASALs are pastoralists and agro-pastoralists but increasingly, farmers from the overcrowded higher potential areas have migrated into the dry lands causing changes in land use, privatization of communal grazing land, resulting in increasing pressure on land and water resources.

In the last 100 years, Kenya has recorded 28 droughts, three of them in the last decade. The result has been total crop failures and livestock deaths triggering severe food shortages in the country and more specifically in ASAL regions.<sup>16</sup> The outcome has been that many households in the arid lands fail to meet their daily food requirements.<sup>17</sup>

During the period being evaluated, household food security in Isiolo County was relatively good. The pastoral areas in northern and eastern Kenya experienced extremely good vegetation growth in the first part of 2013. However, during the

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<sup>14</sup> WFP Kenya (2014) Agriculture market assessment – Samburu and Isiolo Counties, Kenya. VAM Unit

<sup>15</sup> WFP & The Government of Kenya (2013) Market Dynamics and Financial Services in Kenya's Arid Lands.

<sup>16</sup> Huho, J & Mugalavai, E. (2014) The effects of drought on food security in Kenya. *The International Journal on Climate Change: Impacts and Responses*. Volume 2, Issue 2, pp.61-72.

<sup>17</sup> WFP (2010) Impact Evaluation of WFP School Feeding Programmes in Kenya (1999-2008): A Mixed-Methods Approach. Vol 1. Full Evaluation Report

period of the CTS implementation, food insecurity deteriorated and by February 2014, the Food Security and Nutrition Working Group (FSNWG) classified part of Wajir and Isiolo Counties, as IPC Phase 3 (crisis). However, the subsequent rains during 2014 meant that these zones were again classified as IPC Phase 2 (stressed) in subsequent assessments by both FEWSNET and FSNWG.<sup>18</sup>

## **Education**

In the last decade there have been significant changes in the Kenyan national educational policy. In 2003, the Government of Kenya re-introduced the policy of primary education free of all fees, with a view to achieving Universal Primary Education (UPE) and the goal of Education for All (EFA). This policy was aimed to reverse declining enrolments, correct the regional disparities, social economic and gender imbalances in formal education, and ensure access to basic education for all children.

The Kenya Education Sector Support Programme (KESSP) 2005-2010<sup>19</sup> provided a blue print for a comprehensive development programme in education, including school feeding, health, and nutrition programmes. Since then, net enrolment figures for primary school and pre-school have significantly increased.<sup>20</sup> However there are still nearly a million children of primary age who are not in school, and they are concentrated in arid and semi-arid districts as well as in the informal settlements in large urban centres including Nairobi, Mombasa and Kisumu.

The right to education is now enshrined in the Constitution of Kenya (2010), which makes basic education compulsory for all children. The new constitution also introduced a major governance change, through devolution, which shifts decision-making and provision of services to county governments. With regard to education, however, education remains the responsibility of the national government with exception of Early Childhood Development and Education (ECDE), adult education and youth polytechnics, all of which are the responsibility of the counties. To address the challenges in providing education for all children, the MoEST has recently developed a National Education Sector Plan (NESP).<sup>21</sup>

## **School feeding**

WFP and the Government of Kenya have been supporting school meals in Kenya since 1980. Kenya represents one of the largest and long-standing school feeding programmes in WFP's global portfolio. Traditionally, this has been done through in-kind food assistance, with food procured largely from outside Kenya.

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<sup>18</sup> Rembold, F. et al (2014) Analysis of the food security situation in Kenya at the end of the 2013-2014 short rains season. JRC Scientific and Policy Reports. European Commission

<sup>19</sup> Republic of Kenya (2005) Kenya Education Sector Support Programme (2005-2010). Ministry of Education, Science and Technology.

<sup>20</sup> In the case of primary schools, from 77 percent in 2002 to 92 percent in 2007

<sup>21</sup> Republic of Kenya (2014) National Education Sector Programme. Volume One: Basic Education Programme Rationale and Approach 2013/2014 – 2017/2018. Draft for consultation – 31 January 2014.

Successive droughts during 2004-2007 resulted in an expansion of school feeding programmes, designed to provide assistance to offset the negative impact of drought on schooling. During this period, WFP-assisted school feeding reached its peak of around 1.85 million beneficiaries in primary schools and in pre-school programmes (Early Childhood Development Centres) distributed across 5,200 schools in 29 districts. At this magnitude the programme was feeding nearly a quarter of the total primary school population in the country.<sup>22</sup>

However, when the global food and fuel crisis of 2007/8 resulted to increases in food prices and international and local transport costs without the corresponding increase in resources, WFP reduced their school feeding coverage and the enhanced school-feeding programme under the WFP Emergency Operation (EMOP) was discontinued. At the same time, WFP and the Government of Kenya agreed on a transition strategy that commenced with the first handover of 540,000 children in 2009 and subsequent annual handovers of 50,000.

WFP currently provides in-kind food assistance in all primary and pre-primary schools in the arid northern counties of Kenya, as well in the informal settlements in Nairobi.<sup>23</sup> In total, WFP supports 760,000 children in 1,731 schools.

- **The Home Grown Schools Meals Programme**

Since 2009, the Government of Kenya has implemented the national Home Grown School Meals Programme (HGSMP) in semi-arid lands that were previously served by WFP. The HGSMP provides funding directly to schools that then purchase food locally, creating a market for agricultural producers and traders. Unlike other school feeding programmes, home grown school feeding models seek to deliver simultaneously on 'local' economic growth and social protection or poverty reduction objectives.

The HGSMP operates in the semi-arid counties, close to farming communities. When moving into the arid counties in the north of Kenya, there was concern that the lack of local food production, the low level of organization of local farmers, higher food prices, lower institutional capacity, and logistical challenges including long distances between schools and markets would mean the existing HGSMP model would not be viable.

An alternative model was therefore needed, based on local traders rather than local farmers. The livelihood zones in the arid counties indicate that this was an appropriate decision, as the majority of households in the arid lands rely on pastoralism or agro-pastoralism rather than agriculture. A supplier model, using traders was an appropriate choice for the context. Traders have a better capacity to ensure a more stable supply of food in areas where local production may not be sufficient.

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<sup>22</sup> WFP (2010) Impact Evaluation of WFP School Feeding Programmes in Kenya (1999-2008): A Mixed-Methods Approach. Vol 1. Full Evaluation Report

<sup>23</sup> <http://africanbrains.net/2013/09/18/wfp-canada-launch-cash-transfers-pilot-school-meals-programmes-kenya/>

The WFP Country Portfolio Evaluation (2010) recommended that WFP rethink the school feeding modality to ensure sustainability.<sup>24</sup> To address this, there is now an ongoing handover of WFP School Feeding projects to the government's HGSMP. Part of that process includes making the WFP model more coherent to the cash-based, local procurement model of the Government of Kenya. The WFP Kenya Country Programme currently includes capacity development of the national and county governments to integrate school feeding into their budgets and plans. WFP also provides technical assistance to support the Government to expand school feeding coverage and improve the quality of the HGSMP.

On average, 50,000 children have moved from WFP school meals to the national programme each year since 2009. HGSMP funds in the semi-arid areas are transferred to schools by the MoEST calculated on the basis of a flat rate per child per day. This rate was initially set at KSh 7, but increased to KSh 10 in 2012 on the basis of a market assessment. The HGSMP currently supports more than 770,000 children in over 2,100 schools in semi-arid areas.<sup>25</sup>

### **1.3 The Cash Transfers to Schools (CTS) Pilot**

Since 2010, WFP Kenya has considered implementing a cash-based school-feeding model to be more coherent with the Government of Kenya cash-based HGSMP. However, at the time, WFP global systems did not allow for such a model, and until this CTS pilot, WFP Kenya did not have the funding to pilot a cash-based approach.

By January 2013, WFP was due to start handing over schools in arid counties to the HGSMP. However, the MoEST requested that the handover be delayed due to concerns that the market-based, HGSMP-model would not be viable in the arid areas.

To this end, WFP developed a HGSMP supplier model that would not be dependent on local production but still sits firmly within the local economy. The MoEST also requested WFP to develop a HGSMP strategy for arid districts that could be tested and implemented with success. This was done, and in 2013, the "Arid Lands Strategy,"<sup>26</sup> was endorsed by the two parties, including a recommended set of design adjustments for implementation in the arid north. Annex 7 shows the key milestones in the lead up to the design of the Cash Transfers to Schools (CTS) Pilot Project.

The CTS Pilot is based on the Government of Kenya's HGSMP and represents a global strategic change for WFP's school feeding programmes: a shift to a cash transfer modality, rather than in-kind assistance. The CTS pilot is also the first time that WFP has used a local procurement model in the arid lands of Kenya.

Isiolo County was then selected for the pilot because although it is classified as an arid county it is located on the border with high production areas including Meru,

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<sup>24</sup> WFP (2011) Kenya: An Evaluation of WFP's Portfolio (2006-2010)

<sup>25</sup> CTS Evaluation Terms of Reference

<sup>26</sup> Republic of Kenya & WFP (2013) Strategy to strengthen and expand the Home Grown School Meals Programme into the Arid Lands of Kenya.

Laikipia and Tharaka-Nithi. The WFP and MoEST CTS project is intended to be a model that enables a smooth transition of other WFP School feeding projects to the HGSMP in other arid and semi-arid counties.

The Canadian government provided CA\$17 million (around US\$13.4 million) to support feeding programmes in Kenyan schools between 2013 and 2015. Part of this contribution has funded this pilot project to develop a sustainable model for school meals in Kenya's arid lands.<sup>27</sup>

Since Term 3 (September) of 2013, WFP and MoEST have been jointly piloting the cash transfer to schools model. The pilot project ran from Term 3, 2013 to Term 3, 2014. As planned, Isiolo joined the Government-led HGSMP in January 2015. Based on internal learning, WFP is now implementing CTS in Samburu County, continuing the roll out to the other arid counties.

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<sup>27</sup> <https://www.wfp.org/news/news-release/wfp-and-canada-launch-cash-transfers-pilot-school-meals-programmes-kenya>

## 2 Evaluation findings

### 2.1 Appropriateness of the project design

#### Appropriateness to needs

Prior to commencing this pilot project, WFP carried out an Arid Lands Market Assessment,<sup>28</sup> to understand the market conditions across the arid areas of Kenya. The assessment indicated that cash-based modalities of food assistance were viable in the arid lands, with some caveats:

- Food availability in local markets is highly seasonal and heavily dependent on transport conditions. As a result, the choice of a food basket from the local markets at an affordable cost might be a challenge.
- Markets in the arid lands off the main transport routes are weakly integrated with their respective supply sources compared to the markets along the main highways.
- Food is more expensive in remote markets than in the main ones, and more expensive in the latter than in the district headquarters.
- Local traders are not organized enough to influence the price of the foods traded. They are consequently vulnerable to price shocks, and likely to pass on food price increases and transaction costs to consumers.
- Competition decreases with the remoteness of the market.

With these issues in mind, WFP, in collaboration with the Agricultural Market Development Trust (AGMARK), carried out a Grain Trader Survey in June 2013.<sup>29</sup> This survey was specific to Isiolo County to determine if the local market would be able to supply the required quantity and quality of food. The main objective of this survey was to understand the existing grain traders in Isiolo-Meru Corridor and to provide data for use in monitoring their viability to participate in the MoEST and WFP HGSMP.<sup>30</sup>

The market assessment showed a well functioning and competitive market, with multiple traders (n=110), many of who had a large trading reach into Ethiopia, Tanzania and Uganda. The market conditions were therefore appropriate for WFP to pilot a cash-based model in Isiolo. The market assessment also highlighted the low educational level of traders<sup>31</sup> and recognized that many businesses were not registered and/or did not have valid trade licenses required for participation in procurement of HGSMP. In addition, the assessment found that only 49 traders (44.5%) had sold commodities through a competitive tender process during 2012-2013. The results of the assessment meant that support to local traders was included in the pilot project, which was an appropriate decision.

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<sup>28</sup> WFP & Republic of Kenya (2013) Market dynamics and financial services in Kenya's arid lands

<sup>29</sup> AGMARK & WFP (2013) Grain traders baseline survey, Isiolo, Meru North Counties

<sup>30</sup> Ibid.

<sup>31</sup> Out of the 110 respondents; 40% had attended Primary School; 38% had attended Secondary School; 5% had Diploma and 17% had no form of education. In addition, only 12 traders (11%) had attended some form of training in output marketing including business management and grain storage.



- **Project design**

The Innovations Unit of WFP Kenya designed the CTS with the above market challenges in mind as well as the recommendations of the Arid Lands Strategy (2013). The pilot was designed to test local food procurement in arid areas, with WFP bearing the initial risk involved in rolling out the model. In addition, this would be the first time that cash transfers were paid to institutions by WFP Kenya, and this also meant new ways of working were required.

In theory, a supplier model<sup>32</sup> can ensure a more reliable supply of food when local production might not be sufficient to respond to the demand created by the schools. Also, since the traders are responsible for delivering food directly to the schools, and into the storage site, teachers should have more time to focus on teaching activities, than with the traditional in-kind distributions where schools were sometimes clustered, and food delivered to a central point. The CTS model also ensured that both the schools and traders were accountable for the quality of the food, and ensuring that food was stored and treated appropriately.

During the design phase, the County Education Office and WFP Field Office (Isiolo) carried out a school mapping exercise (May/June 2013). To cater for the long distances that food commodities would be required to travel from the central markets within Isiolo County, the locations of all the 98 schools were mapped. In addition, the school's GPS coordinates, and data on enrolment by gender, feeder ECDE centres, schools with ECDE centres attached, and the distance from the main markets, were collected.

Based on this mapping, three different 'bands' were determined by the distance from the main market in Isiolo Town. Schools within each band received different transfer value per child, in order to account for the additional transport and handling costs required and to accommodate seasonal changes in market prices. Initially, the transfer values were calculated on retail prices in the Isiolo market. However it was soon realized that traders were providing a wholesale price and that surplus funds were accumulating in the school's bank accounts. The transfer value was therefore lowered, and then lowered again. At the same time, the distances from the Isiolo main market were extended.

By the end of the pilot project, WFP had established an appropriate three-band system with transfer values of 10-11-12 KSh. (Table 3). The values are coherent with the base value of the HGSMP, which is currently 10 KSh per child per day.

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<sup>32</sup> A supplier model is where a trader or an association buys the food from local and non-local producers and delivers it to the schools, where it is stored and cooked by programme staff (not teachers).

**Table 3: Banding categorization and associated transfer values**

<b>TERM 3, 2013</b>	
<b>Band (Distance)</b>	<b>Transfer Value (KSh)</b>
0-20 km from reference market	12
21-50 km from reference market	13
51 km or more from reference market	14
<b>TERMS 1 and 2, 2014</b>	
<b>Band (Distance)</b>	<b>Transfer Value (KSh)</b>
0-20 km from reference market	11
21-50 km from reference market	12
51 km or more from reference market	13
<b>TERM 3, 2014</b>	
<b>Band (Distance)</b>	<b>Transfer Value (KSh)</b>
0-50 km from reference market	10
51-100 km from reference market	11
101 km or more from reference market	12

The pilot project provided all 98 primary schools in Isiolo County with cash transfers directly into their bank accounts. The value of the overall cash transfer to the schools was then based on the above bands and values, plus the verified enrolment figures, from the mapping exercise conducted each term by WFP and MoEST. Cash was disbursed through local banks using the banks' normal procedures. The cash transfers were for the purpose of buying sufficient food in the local market to feed all enrolled children, every school day.

Overall, the design of the CTS pilot was planned to be as close to the HGSMP as possible, with modifications to account for the lack of local production (trader model), the distances from the main market (banding) and the resulting change in food price brought about transport costs (different transfer values).

Intensive monitoring and strong technical oversight were also built into the pilot design to enable WFP to closely monitor the use of the funds, ensure schools followed the government tendering process, and ensure that traders were able to supply sufficient quantities of food. More on the monitoring and oversight of the project can be found in the Section 2.2.

The evaluation finds the basis of the design to be both relevant and appropriate.

### **Coherence to WFP corporate policies**

School feeding has been defined by the World Bank as “targeted social safety nets that provide both educational and health benefits to the most vulnerable children, thereby increasing enrollment rates, reducing absenteeism, and improving food security at the household level.”<sup>33</sup>

The adoption of WFP’s new Strategic Plan 2008-2013<sup>34</sup> in 2008 broadened the objectives of school feeding to become a key element of safety net programmes that enable households to maintain livelihood asset packages and endure transitory shocks. At the same time, capacity development for supporting national hunger solutions became an explicit key objective of WFP’s strategy.

The recent WFP Revised School Feeding Policy (2013) indicates that WFP will increasingly focus on transitioning to nationally owned programmes linked to local agricultural production. The policy also mentions that WFP will explore better ways of reaching beneficiaries, such as by using cash and vouchers to replace take-home rations or to enable local procurement. The CTS uses the government’s own HGSMP as the basis for its design and it is implemented together with the MoEST with a view to handover at the end of the pilot. The CTS is therefore perfectly coherent with the WFP Revised School Feeding Policy.

School Feeding fits within WFP’s Strategic Objective 4 – to reduce chronic hunger and malnutrition. The new CTS modality of providing school feeding, and the ongoing handover of the programme to the Government of Kenya is also coherent with Strategic Objective 5 – to strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase.

The CTS pilot project is based on the global shift within WFP towards alternative modalities of providing food assistance. The WFP Cash and Voucher Policy (2008) recognizes that “...vouchers and cash transfers will allow WFP to better adapt its toolbox to context and meet identified needs in a more flexible and appropriate manner.”<sup>35</sup> However, implementation of cash and voucher modalities proved difficult until a follow up WFP Financial Directive (2013)<sup>36</sup> enabled offices to include cash and voucher delivery costs, and cash and voucher other direct operation costs (ODOC).

### **Coherence to government policies and approaches**

The evaluation also finds the CTS pilot project fully coherent with Government of Kenya policies and approaches. The Government of Kenya uses cash transfers for

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<sup>33</sup> The World Bank (2012) Scaling up School Feeding: Keeping children in school while improving their learning and health.

<sup>34</sup> WFP Strategic Plan (2008-2013) Executive Board Annual Session, Rome 9-12 June, 2008, 19 May, 2008.

<sup>35</sup> WFP (2008) Vouchers and cash transfers as food assistance instruments: opportunities and challenges. WFP/EB.2/2008/4-B

<sup>36</sup> WFP (2013) Operations Services and Resource Management & Accountability Departments Joint Directive. Operations and Finance Procedures for the use of Cash and Voucher Transfers to Beneficiaries. Directive number: OS2013/003 RM2013/005

their social protection programmes including the Hunger Safety Net and the Orphans and Vulnerable Children Programme. Likewise, within the MoEST, cash transfers to schools has been the approach used in the implementation of the Free Primary and Free Day Secondary School policies towards achievement of basic education for all. All government secondary schools and boarding schools provide meals for the school children, and all are responsible for their own food procurement.

In addition, since 2003, when the implementation of the current policy on Free Primary Education (FPE) was launched, the MoEST has transferred funds to schools, into a FPE account for the purchase of textbooks.

As previously mentioned, the MoEST has also been implementing the Home Grown School Meal Programme (HGSMP) in semi-arid counties since 2009, with a view to ensuring sustainability of the school feeding programme and eventual ownership of the programme by the government. This programme, funded by the Government of Kenya is implemented through cash transfers to schools, with each school being responsible of food purchase, using the government tendering and procurement processes. This is in line with policy on devolution, giving schools greater financial management and strengthening internal accountabilities, through increased parent representation and participation.

Key among other government policies and strategies to which the CTS project responds include: (a) The Food and Nutrition Policy of 2011, (b) the National Social Protection Policy of 2011, (c) the National School Health Policy and Guidelines of 2009 which recommend the provision of quality school meals in Kenyan primary schools, (d) the National School Health, Nutrition and Meals Programme Strategy (2011), and (e) the Vision 2030 Development Strategy for Northern Kenya and other Arid Lands.

## **2.2 Effectiveness of the pilot project**

The following section on the evaluation findings is organized to directly assess the intended outcomes and outputs of the project as stated in the project documents, as well as any unintended outcomes and impacts of the CTS pilot. The pilot project was designed to assess the effectiveness of an alternative food assistance modality (cash transfer) and improve education outcomes.

It is important to note that this project covers all the primary schools in Isiolo County. There are therefore no schools without school feeding to compare the results to. In addition, all the participating schools were receiving in-kind food assistance prior to implementation of this pilot project therefore no change can be measured against schools not having food. However, the evaluation interviews frequently resulted in comparisons being made to the old, in-kind school feeding modality.

## The food procurement process

**Objective 1: To test an enhanced business model of the HGSM Programme adapted to the conditions in the arid lands, and prepare schools and county-level stakeholders for hand-over to the HGSM programme**

The evaluation of the in-kind school feeding from 1999-2008 found very limited parental involvement in schools.<sup>37</sup> In addition, it was noted that schools were perceived as an external institution, introduced by the government, NGO, or church group to which parents have the responsibility to send their children.

The Government of Kenya mandated that all primary schools create a School Management Committee (SMC) elected by parents. The SMC is responsible for helping to set school policy (within the guidelines of the MoEST), assist the headmaster in the management of school affairs, promote the school through fund-raising, and encourage parents to enrol their children in school.

As previously mentioned, primary schools in Kenya already receive direct funding from the MoEST for their own procurement of textbooks and stationery, although this is not always done through the government procurement process. This project was therefore not the first time that the Head Teachers were responsible for school monies. The schools are also responsible for the payment of their operating costs including firewood, stationery, and the salaries of casual workers such as the cook.

For the pilot project, as in the HGSM, new School Meals Programme Committees (SMPC) were formed in each school to specifically oversee and manage the school-feeding programme. The new SMPCs are generally made up of eight members including four teachers and four elected parents. The SMPC is responsible for the calculation and procurement of termly food requirements based on the HGSM ration of 150g cereal, 40g pulses, 5g oil and 2g salt per child per day. The SMPC advertise their requirements publically, and local traders submit bids to each school.

Procurement procedures need to be transparent enough to meet government tendering regulations outlined in the Public Procurement and Disposal Act (Box 1).<sup>38</sup> The SMPC is responsible for opening the tender documents and deciding which trader will win the contract for the following term. In summary, the responsibilities of the SMPC are as follows:

- The calculation of required food commodities (based on the HGSM ration)

### **Box 1: Key requirements of the government tender process**

- Open advertising of requirements
- Documentation requirements from suppliers
- At least 3 bidders must be present
- Transparent opening of bids
- Allocation of winner based on documentation presented
- Selection of trader offering the lowest price

<sup>37</sup> WFP (2010) Impact Evaluation of WFP School Feeding Programmes in Kenya (1999-2008): A Mixed-Methods Approach. Vol 1. Full Evaluation Report

<sup>38</sup> Republic of Kenya (2005) Public Procurement and Disposal Act. *Kenya Gazette Supplement No. 77 (Acts No. 3)*

- The advertisement of the tender
- Procurement of food from local traders through the government tender process
- The management of the funds provided to purchase food
- Ensuring the correct quantity (as ordered) of food is provided by the trader
- Ensuring that the food is of acceptable quality
- Ensuring that the food is stored appropriately.
- Ensure that meals are prepared each day according to the HGSMP ration.

Prior to the start of Term 3, 2013 WFP conducted training for 329 SMPC members comprising of Head Teachers, SMPC Chairpersons, School Meals Teachers, Deputy Head Teachers, and district and county education officials regarding the tendering process, food storage, food quality and food handling. All these procedures for food handling and food storage are outlined in the HGSMP Implementation Guidelines.<sup>39</sup>

WFP Field Monitors, Project Management, MoEST staff from Nairobi, and the District Education Officers (DEOs) then provided ongoing support to the SMPCs to ensure that the process was understood and adhered to. The process was done as transparently as possible, with WFP and the MoEST staff present during the opening of the tenders. Tendering traders were also invited to attend the opening of the bids. Tables 4 and 5 below show that as a result, even during the first term that the process was used, 89% of schools followed the tender process correctly and within the correct time frame. This rose to 98% or more for the remaining terms.

**Table 4: Number of schools following correct tendering process**

Sub-county	2013	2014		
	Term 3	Term 1	Term 2	Term 3
Merti	22	24	24	24
Isiolo	33	41	39	41
Garbatula	33	31	32	32
TOTAL number of schools correctly following the procurement process	88	96	95	97
<b>% Schools correctly following the procurement process</b>	<b>89%</b>	<b>98%</b>	<b>99%<sup>40</sup></b>	<b>99%</b>

Source: WFP monitoring data

<sup>39</sup> Republic of Kenya (2013) Home Grown School Meals Programme - Implementation Guidelines

<sup>40</sup> Only 96 out of the 98 schools tendered in Term 2, 2014. Two schools decided not to tender and instead utilized surplus funds and/or food stocks.

**Table 5: Number of schools purchasing food before the start of term**

	2013	2014		
	Term 3	Term 1	Term 2	Term 3
Procurement completed on time	88	98	96	98
Procurement completed late	8	0	0	0
Procurement completed very late	2	0	0	0

Source: WFP monitoring data

The evaluation found that the SMPCs were now very familiar with the required tender process. However, since few members attended the formal training, follow up and/or additional training for more SMPC members was regularly requested during the evaluation, particularly on the tendering process and food storage and quality assurance. All schools were able to purchase sufficient quantities of food from the local traders. In addition, the schools received all the ordered food in a timely manner, prior to the start of the next term. In total, the schools purchased 1583 MT of food commodities during the pilot project (Table 6).

*“All interviewed HGSMMP managers agreed that, compared with the in-kind food distribution, the programme has improved the timeliness of deliveries...”<sup>41</sup>*

**Table 6: Amount of food purchased by schools (Term 3, 2013 – Term 3, 2014)**

	Rice	Maize	Beans	Oil	Salt
Merti	13.2	201.9	57.6	8.2	2.98
Isiolo	72.1	574.6	174.1	22.5	7.4
Garbatula	5.6	333.3	89.6	15.2	4.4
TOTAL	90.9	1109.8	321.3	45.9	14.7
<b>OVERALL TOTAL</b>	<b>1,582.6 MT</b>				

Source: WFP monitoring data

A 2012 review<sup>42</sup> found that WFP Kenya’s School Feeding Programme (in-kind modality) provided school meals on 73 percent of school days. Schools missed feeding days mainly as a result of delayed provision of food. In contrast, the CTS project monitoring data indicates that in all sub-counties, the pilot enabled schools to provide food for their students on more than eighty seven percent of school days. Indeed, on average, the CTS schools have provided meals on 93 percent of school

<sup>41</sup> Republic of Kenya & WFP (2014) External Evaluation of Kenya’s Home-Grown School Meals Programme 2009 - 2013

<sup>42</sup> Review 2012 as cited in Republic of Kenya & WFP (2014) External Evaluation of Kenya’s Home-Grown School Meals Programme 2009 - 2013

days (Table 7). Schools that missed days did so for various reasons including food not being delivered on time, cooks not being present in the schools, and athletics and other school competitions or festivals.

**Table 7: Feeding days as a percentage of school days**

<b>Sub-county</b>	<b>Overall</b>
Merti	89.9%
Isiolo	97.9%
Garbatula	87.5%
<b>TOTAL feeding days</b>	<b>93%</b>

Source: WFP monitoring data

This relatively high percentage of feeding days is due to two factors: timely and consistent payments to schools by WFP, and the effective utilization of these resources by the SMPC. Throughout the pilot project WFP provided funds to the schools before the term started. This enabled the SMPCs to advertise the tender at the end of each term, in preparation for the next term. The advertising, bidding and opening of tenders took approximately 2-3 weeks, and enabled food to be present at the school before the term started.

Interviews with the SMPC members indicate considerable changes in the level of involvement of parents since the start of the CTS pilot. The committee members feel empowered to make decisions about the food being procured in the schools. They have been told that if food is not of good quality then they can return it to the supplier, and there have been cases when this has happened. In addition, schools are requesting pesticides from suppliers either at the time of delivery or if they note issues with the food, even months after delivery. Some committee members have also visited the supplier's stores to check the quality of their food. Having a relationship with the local traders has clearly been positive for both the SMPCs and the traders.

In addition to the involvement of the committee members, the evaluation team found a high level of awareness about the food within the community in general. Non-committee parents were aware of the ration, aware of who has supplied food in the previous terms, aware of the food stores and aware of the committee members and their roles. In some schools where food storage facilities are lacking, the community has also come together to organize storage space.

The CTS pilot has certainly contributed to improved community ownership of school feeding and community involvement with the schools. This concurs with findings of the recent HGSMF evaluation.



*“Parents strongly appreciate the HGSMP modality and the responsibility it entails for parents, including the flexibility to take decisions and control their implementation. The ownership of parents and their engagement in their children’s schools had increased significantly due to this empowerment. All schools visited complied adequately with the requirements of proper documentation of all discussions and decisions”.*<sup>43</sup>

The positive impact on the community and parents is undermined slightly by the management burden placed on teachers, particularly the School Meals Teacher. Other studies have found that heavy engagement of school staff in procurement, management and delivery of a school feeding programme may undermine teachers’ focus on education<sup>44</sup>. This is clearly the case in some schools, with the School Meals Teachers leaving their classrooms early in order to supervise the meals. It should be noted however that this is the case with many models of school feeding programmes not just a cash-based approach.

*“... need to bear in mind that the core business of schools is teaching and learning, not just providing food to the children.”*<sup>45</sup>

**Table 8: Effectiveness of cash transfer project**

	<b>Planned</b>	<b>Actual</b>	<b>Achieved</b>
Number of schools receiving cash transfers	98	98	100%
Money received by schools prior to start of each term (4 terms total)	98	98	100%
Number of feeding days (average)	260	242	93%
Number of children provided with school meals each day of the project	38,000	36,540	96%

Source: WFP monitoring data

- **Food quality**

In addition to the training and support from WFP on the government’s tender process, both the SMPC and the local traders received training from AGMARK on grain quality standards and handling. This included the provision of pesticides or dusting chemicals to ensure the food could be stored for the duration of the school term and replacing food found to be in an unsatisfactory condition, as stipulated in the HGSMP Implementation Guidelines.

<sup>43</sup> Republic of Kenya & WFP (2014) External Evaluation of Kenya’s Home-Grown School Meals Programme 2009 - 2013

<sup>44</sup> Devereux, S et al (2010) Home Grown School Feeding and Social Protection. HGSF Working Paper Series #5. Institute of Development Studies. London

<sup>45</sup> Evaluation interview with a Head Teacher, Merti

To date, the HGSMP Guidelines include a section on food management, covering food handling, food storage, and store hygiene and food inspection. However, there is little mention of food safety and hygiene. The Guidelines therefore miss some of the less visible aspects of food quality such as mycotoxins. Collaboration between WFP, the MoEST and the MoH to improve the HGSMP Guidelines would therefore be beneficial. Involving the MoH's Public Health Officials in more pro-active food quality assessment role, instead of simply seizing infested or contaminated food, as they do currently, may also help to allay this issue.

*"Given that the 98 schools have been able to purchase enough food locally and feed children daily, accounting for all funds received and generally respecting procurement rules, the pilot can be considered a success".<sup>46</sup>*

### **Missed opportunities**

The intention of the pilot project was to find out if the local market in an arid county could supply sufficient food to enable the schools in arid areas join the governments HGSMP. While the schools have clearly been able to purchase sufficient quantities of basic food commodities, the evaluation has determined that some important opportunities have been missed.

- ***Food choices***

The food basket of the HGSMP is flexible, allowing schools to procure their preferred cereals and pulses (Box 2). However, for this pilot project WFP restricted schools to the basic commodities of maize, beans, vegetable oil and salt. Rice is the culturally preferred staple in some parts of Isiolo County but WFP only allowed it to be purchased in the first term of the pilot. This was stopped by the beginning of 2014 due to concerns about costs since rice is more expensive than maize.

Schools also raised concern over the children in ECDE Centres, some of whom were very young and found it difficult eating maize and beans due to the relatively hard texture. In general, schools reported that if given their preference they would purchase a mixture of rice and maize; to enable some diversification in the meals provided each week. Some schools would also like to purchase some maize meal in order to provide porridge for the ECDE children.

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<sup>46</sup> WFP (2014) DFATD Support to school meals in Kenya: Annual Report, March 2013 – June 2014

### **Box 2: The HGSMP food basket**

- Cereals (maize, rice, sorghum, millet etc.) – 150g per child per day
- Pulses (beans, pigeon peas, cow peas etc.) – 40g per child per day
- Vegetable oil – 5g per child per day
- Iodized salt – 2g per child per day

This amounts to 706 kilocalories, 23g of protein and 11g of fat per child per day, which accounts for 33% of their daily nutritional requirements.

Source: HGSMP Implementation Guidelines (2013)

The result of imposing restrictions on the selection of foods is a missed opportunity to show that markets in arid counties can supply the flexible food basket as in other counties. In addition, allowing schools to manage their own fixed allocation of termly funding to purchase a range of food items is a key component of the HGSMP. Allowing schools in arid areas to do the same would mean a smoother transition to the HGSMP, as schools would already be familiar with the HGSMP procedures and the management of funds for flexible food purchase.

In addition, WFP's own HGSF Framework mentions, "... the composition of rations should be determined primarily by local food habits and preferences".<sup>47</sup> Likewise, the recent evaluation of the HGSMP in Kenya praised the flexibility of the food basket and recommended that "... HGSMP further increases the choice of food that can be used for school meals, for example by also allowing tubers such as cassava, sweet potato, yams."<sup>48</sup>

The evaluation of the HGSMP recommended that micronutrient powder (MNP) be added to school meals.<sup>49</sup> While this is a nutritionally sound recommendation, the evaluation team notes that WFP Kenya is in the process of considering other options for including fruit and vegetables into the food basket in Nairobi, including the provision of a voucher. This is a positive direction, and possibilities to have similar options in other locations should be investigated.

- ***School infrastructure, potable water and firewood***

The HGSMP provides funds for food procurement only, as the MoEST does not allocate additional funds provided for infrastructure, storage or fuel-efficient stoves. The arid lands are structurally more vulnerable than the high agricultural productive zones, and it was evident that many schools lack the basic kitchen infrastructure and storage required to implement school feeding effectively and efficiently. While not all schools lack the same infrastructure, it is worth noting that the lack of potable water and firewood reduces the overall effectiveness of schools feeding (both in-kind and

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<sup>47</sup> WFP (undated) Homegrown School Feeding: A framework to link school feeding with local agricultural production. <http://documents.wfp.org/stellent/groups/public/documents/newsroom/wfp204291.pdf>

<sup>48</sup> Republic of Kenya & WFP (2014) External Evaluation of Kenya's Home-Grown School Meals Programme 2009 - 2013

<sup>49</sup> Ibid.

cash modalities) and increases the workload of teaching staff. Water scarcity is of particular concern in the arid areas as it is a seasonal issue as well as drought-related constraint.

This issue has been raised repeatedly in other evaluations including the Kenya School Feeding Evaluation (1999-2008),<sup>50</sup> the evaluation of the WFP Country Portfolio (2010)<sup>51</sup> and again in the evaluation of the HGSM (2014).<sup>52</sup> It was also raised during the After Action Review that took place in Isiolo in August 2014.<sup>53</sup> The HGSM evaluation found that the lack of potable water is a major constraint in most schools in the ASAL counties and that lack of potable water was a major deterrent to the achievement of the learning and health results of school feeding.<sup>54</sup>

The evaluation team perceives this as another missed opportunity, especially given the amount and the flexibility of the Canadian funding, to demonstrate the true cost of feeding the children in arid areas, where water scarcity is an ongoing concern not only for many schools but also for households, and firewood is often an ongoing expense. Including school facilities in the mapping exercise done at the beginning of each term (to verify enrolment data) is an important starting point, as not all schools require support in all areas.

Mapping should also be done at the start of each new county where CTS will be rolled out in future. This would at least allow some schools to be prioritized for assistance with their water costs, if funding was an issue, and enable specific advocacy to be done with other donors and county governments. While the evaluation team understands that these costs are the responsibility of the MoEST, the pilot project would have been an ideal opportunity to show the true effectiveness of a cash-based model, had these costs been included. WFP needs to recognize that the effectiveness of school feeding activities is directly impacted by the costs and time associated with having to find operating costs. For many schools, one-off assistance or co-funding for rehabilitation/construction of infrastructure would have made a big difference to the time required to implement this project. This is particularly important in arid counties where schools and communities already face challenges providing schools with basic infrastructure.

### **Educational outcomes**

Global school feeding literature provides some evidence that school feeding allows poor families to retain children in school during livelihood crises, instead of withdrawing them. The food provided in schools reduces the pressure on food and income at home. However, this impact can be quantified only by comparing school

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<sup>50</sup> WFP (2010) Impact Evaluation of WFP School Feeding Programmes in Kenya (1999-2008): A Mixed-Methods Approach. Vol 1. Full Evaluation Report

<sup>51</sup> WFP (2011) Kenya: An Evaluation of WFP's Portfolio (2006-2010). Office of Evaluation, Rome

<sup>52</sup> Republic of Kenya & WFP (2014) External Evaluation of Kenya's Home Grown School Meals Programme 2009 – 2013.

<sup>53</sup> Republic of Kenya & WFP (2014) Report: Isiolo Cash Transfer to Schools Pilot Project After Action Review. Isiolo Town, Bomen Hotel 27—28 August 2014

<sup>54</sup> Republic of Kenya & WFP (2014) External Evaluation of Kenya's Home Grown School Meals Programme 2009 – 2013.

attendance and child nutrition status before, during and after a livelihood shock such as a drought, or the annual 'hungry season'.

Evidence is stronger on educational outcomes including: (a) increased school enrolment rates; (b) improved attendance at school; (c) improved cognitive performance – all leading to improved learning outcomes. The empirical evidence is strongest for school enrolment and attendance.<sup>55</sup> Within WFP and the Government of Kenya, enrolment, attendance, gender ratio, and completion rates are the standard indicators used to assess educational outcomes. National reporting on enrolment rates shows wide regional disparities, with arid lands registering enrolments well below the national average. Indeed, in most of the arid counties, net enrolment is below 50 percent (Table 9). Most of the arid lands also show significant gender disparity in enrolment, while Isiolo is an exception.

**Table 9: Net Enrolment Rates in the Arid Counties**

County	Male	Female	Total
Isiolo	63.2	63.7	63.5
Tana River	53.8	51.5	52.7
West Pokot	50.2	52.1	51.1
Marsabit	49.0	47.7	48.4
Mandera	42.9	40.6	41.9
Samburu	43.1	39.5	41.3
Wajir	35.9	32.9	34.6
Garissa	35.0	32.9	34.1
Turkana	24.7	24.6	24.6
<b>National</b>	<b>90.6</b>	<b>92.3</b>	<b>91.4</b>

Source: KIPPRA (2013)<sup>56</sup>

Both the HGSMP and the CTS pilot provide funding to schools based on their enrolment numbers. It is therefore critical that enrolment numbers are correct and verified as part of project monitoring. The school mapping exercise in May/June 2013 and later verification of enrolment figures at the end of Term 3, 2013 resulted in a decrease in the enrolment figures by more than 3000 (Table 10). This was purely as a result of verification of figures. Subsequently, the WFP Field Monitors and MoEST staff conducted verification in each school at the start of each term.

<sup>55</sup> Devereux, S et al (2010) Home Grown School Feeding and Social Protection. HGSF Working Paper Series #5. Institute of Development Studies. London

<sup>56</sup> Kenya Institute for Public Policy, Research and Analysis (2013) Kenya Economic Report 2013

**Table 10: Sub-county schools enrolment per term during Isiolo County CTS**

	Term 3 2013	Term1 2014	Term 2 2014	Term 3 2014	Average enrolment
Merti	6,647	6,507	6,787	6,589	6,633
Isiolo	19,789	17,755	18,336	18,854	18,684
Garbatula	11,719	10,872	10,895	11,411	11,224
<b>TOTAL</b>	<b>38,155</b>	<b>35,134</b>	<b>36,018</b>	<b>36,854</b>	<b>36,540</b>

Source: WFP monitoring data

The gender ratio is one of WFP's core indicators as part of its commitment to the Millennium Development Goal (MDG) 2 (universal primary education) and MDG3 (gender equity). The Government of Kenya has also prioritized gender equity in primary education as part of the KESSP investment programme. Table 11 below shows the average gender ratio of school enrolment for each sub-county in Isiolo County over all the four terms of the CTS pilot project. There is near gender parity in enrolment at primary school level with a Gender Parity Index (GPI) of 1.03, which compares well with the national GPI of 1.01.<sup>57</sup>

**Table 11: Gender ratio of school enrolment**

	Girls	Boys	Overall ratio - girls to boys
Merti	3,223	3,410	0.95: 1
Isiolo	9,398	8,917	1.05:1
Garbatula	5,619	5,440	1.03:1
<b>TOTAL</b>	<b>18,240</b>	<b>17,767</b>	<b>1.03:1</b>

Source: WFP monitoring data

One of the outcome indicators for this project is school attendance rate, and attendance gender ratio. Table 12 below shows a school attendance rate throughout the project of approximately 86%.

<sup>57</sup> UNESCO (2009) Education for All, Global Monitoring Report

**Table 12: Sub-county schools attendance per term during Isiolo County CTS**

	Term 3 2013	Term 1 2014	Term 2 2014	Term 3 2014	Average
Merti	92	95	91	94	<b>93</b>
Isiolo	85	97	92	80	<b>89</b>
Garbatula	83	66	92	69	<b>77</b>
<b>TOTAL</b>	<b>87</b>	<b>86</b>	<b>92</b>	<b>81</b>	<b>86</b>

Source: WFP monitoring data

Table 13 below shows the gender ratio of school attendance for each sub-county in Isiolo County over the course of the CTS pilot project. There is near gender parity in attendance at primary school level with a Gender Parity Index (GPI) of 0.97.

**Table 13: Gender ratio of school attendance**

	Boys	Girls	Ratio
Merti	2,994	3,181	1.06
Isiolo	8,767	8,223	0.94
Garbatula	5,119	4,970	0.97
<b>TOTAL</b>	<b>16,879</b>	<b>16,373</b>	<b>0.97</b>

Source: WFP monitoring data

The CTS pilot was implemented over a short time period (4 school terms) and was evaluated immediately after. To evaluate the effect of the feeding programme on educational outcomes, including enrolment, attendance, and completion rates, trend analysis is required, over a number of years. However, even with this analysis it would be difficult to attribute results specifically to one type of School Feeding modality. This is because all the schools in Isiolo County were already beneficiaries of in-kind school feeding programme prior to implementation of the CTS. In addition, establishing comparisons with other counties would also be difficult, since all the ASAL counties have also been participants in the school feeding programme.

Overall, the evaluation has been unable to attribute any educational outcomes to the CTS project. The evaluation determines that there was little merit in including educational outcomes in the objectives of the CTS pilot project, since the implementation period was so short.

### **Feedback mechanisms**

It is good practice to include formal feedback mechanisms into a project design, so that both beneficiaries and non-beneficiaries are able to obtain or provide information about a project. For the pilot project, WFP set up two clear mechanisms for

community feedback: a telephone hotline – a free call number dedicated to the CTS project, and ongoing access to project staff.

One of the project targets was to resolve all hotline calls within two weeks. Over the course of the pilot project the hotline received 13 calls, including two calls from parents or SMPC members making allegations about food theft. WFP records indicate that 11 of the 13 calls were resolved immediately, while the serious allegations took two to three weeks to resolve. The MoEST in liaison with the Teachers Service Commission already had a well-established discipline system for teachers who flouted regulations. The more serious cases resulted in teachers getting demoted or transferred.

The hotline proved to be an effective mechanism for receiving information and giving feedback about the project. Now that the CTS project has moved to Samburu County, WFP plan to keep the hotline open.

By far the greatest mechanism for beneficiary feedback was telephone calls to the WFP field monitors or other project staff. The field monitors and the project manager made their mobile numbers available to all the schools, the banks, the traders and anyone involved in the project. As a result, the field monitors estimate that they received more than 360 calls during the first term of the project alone. This number decreased over time to its current level of approximately one or two calls per week.

### **Overall achievement of Objective 1**

Table 14 shows the achievement of the project outcomes and outputs related to Objective 1: “To test an enhanced business model of the HGSMP adapted to the conditions in the arid lands, and prepare schools and county-level stakeholders for hand-over to the HGSMP”. The project has achieved most of its targets under this objective. On average, meals were provided on 93% of school days. The cash-based modality has enabled schools to purchase food locally, in sufficient quantities to provide school meals to children. The gender ratios of both enrolment and attendance during the project were similar to the national averages. However, the evaluation was unable to attribute any educational outcomes directly to the CTS pilot due to the short time frame of the project.



**Table 14: Overall achievement of outcomes and outputs under Objective 1**

		<b>Indicator</b>	<b>Target</b>	<b>Achieved</b>
Outcome 1	Schools implement a community-driven locally procured schools meals programme in an efficient, effective and accountable manner	Average % of feeding days	90% of school days	93%
		% of schools with 50% parent members in the School Meals Programme Management Committee.	100% of schools	100%
Outputs	Schools are trained on and apply food procurement and management guidelines	% of schools where at least 3 representatives were trained in the CTS food procurement and management processes.	100% of schools	100%
		% of schools that tender within the agreed timeframes and respect the procurement rules.	100% of schools	Term 3, 2013 - 89%  All other terms 100%
	Communities make use of a complaints and feedback mechanism to improve the performance of the programme	% of complaints received through the beneficiary hotline that are resolved on time.	100% of schools	11/13 were immediately resolved (85%)
Outcome 2	Improved school enrolment and attendance	Number of school children enrolled in schools under the CTS model.	38,000	36,540
		Gender ratio in enrolment in CTS schools.	1:1	0.99:1
		School attendance rate in CTS schools.	95%	86%
		Gender ratio in attendance in CTS schools.	1:1	0.97: 1

## **Building WFP's capacity to use a cash modality**

**Objective 2: To build WFP's capacity to use new transfer modalities (in this case, cash) to deliver school meals**

- ***The Innovations Unit***

Coinciding with the WFP Cash and Voucher Policy (2008) an Innovations Unit was established within WFP Kenya to assist WFP evaluate and utilize new transfer modalities. The use of new modalities meant changes to the WFP business model and programme implementation. As a result, greater in-house capacity was required in the use of cash and vouchers, feedback mechanisms and new beneficiary registration methods including biometrics and other technologies.

The first cash transfer to beneficiaries was done by WFP in 2010 through a pilot Cash for Assets (CFA) project. The success of that CFA project has led to continued use of a cash transfer modality and therefore increased internal capacity of WFP. However, this CTS pilot project was the first time that cash transfers have been paid to an institution. As a result, a new programme design was required, as were a number of changes to the financial and logistics system before payments could be made.

The Innovations Unit was critical in the design of the CTS. They led the design process, including the idea of banding, using different transfer values as per the bands, including intensive monitoring and oversight into the project to ensure financial accountability, and the inclusion of the formal feedback mechanism. The Innovations Unit also led the development of the Cash Transfer Model within the WFP systems to enable payment to be made to the schools.

- ***Standard Operating Procedures***

The WFP Kenya CTS Standard Operating Procedures (SOPs) <sup>58</sup> have been developed over the course of the pilot project. The SOPs clearly outline the processes involved in the payment of the schools and outline the responsibilities of each team. The SOPs is a working document that is regularly updated and changed. The SOPs are currently in-use in Samburu County where the CTS is now being implemented.

### **The approval and payment process**

The process to provide schools with the CTS funds requires input from the District Education Office, then the WFP programme team, logistics team and the finance unit. The payment process is a two-stage multi-step process covering approval and then payment (Annexes 8 and 9). The target timeline for the process is eight days.

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<sup>58</sup> WFP Kenya (2014) Cash Transfer to Schools Standard Operating Procedures. 14 August 2014

The process starts with verification of enrolment data in all schools prior to the start of each school term. This is a critical step, as the transfer value is based on these enrolment figures.

In order to process the first payments of the pilot, the calculation of the transfer amounts for each school started in July 2013. The Logistics Unit was responsible for calculating the transfer amounts for each school based on the agreed bands. By the end of July 2013 the Finance unit transferred cash to Equity Bank Headquarters in Nairobi for onward disbursement to schools' bank accounts and most schools received their cash by 5<sup>th</sup> August 2013 (one month prior to the start of Term 3, 2013). This first payment was successfully processed, with only minor teething problems such as a few incorrect account numbers.

The timely payments enabled schools to start each term with food in stock. Even after the first payment, when Term 3, 2013 started (2<sup>nd</sup> September) eighty-eight schools (89%) started the term with food in stock. In two schools (Bulesa & Taqwa) feeding was delayed for 3 weeks because the tender process had to be re-done due to incorrect procedures being followed.

Since Term 1, 2014 the process has been smooth and all schools received the correct payment, before the school term started. The process now takes between 5-8 days to complete, which is within the targeted timeframe.

Importantly, once the payment reaches the schools bank accounts, the regular procedures of the banks are followed. For the pilot project, four banks provided financial services: Cooperative Bank, Kenya Commercial Bank (KCB), Equity and Consolidated Bank. Banking procedures are designed for internal accountability and include schools only being allowed to withdraw funds from their food account through a cheque (no cash withdrawals allowed) and multiple signatories are required for the cheque to be cleared.

The banks also have the capacity to freeze the account if any of the account holders, including the sponsoring agency deem it necessary. This capacity was utilized during the pilot when reports of food theft came to WFPs attention through the project feedback mechanisms.

- ***Accountability through intensive oversight and monitoring***

During the procurement process, there was a strong system of monitoring and follow-up by WFP and MoEST both at county and Nairobi level, and involving the School Meal Programme Officers (SMPOs) at the sub-county level. This ensured adherence to the government's procurement process.

- Comprehensive oversight of disbursements, procurement process and fund management was carried out at school level including:
- Verification of enrolment data in all schools at the end of each term in preparation for the following term.
- Collection of data on food stocks and bank balances at the end of each term

- Establishment of a formal feedback mechanism (telephone hotline), as well as field monitors and project staff providing their mobile number to all stakeholders
- Each school visited by field monitors at least twice a month
- Ongoing support to schools regarding the tendering process
- Ongoing support to schools regarding the completion of project documentation

Strong ongoing oversight ensured that issues were solved as they arose. The result has been a quality programme and high levels of accountability at school level.

### **Overall achievement of outcomes and outputs under Objective 1**

Table 15 shows the achievement of the project outcomes and outputs related to Objective 2: “To build WFP’s capacity to use new transfer modalities to deliver school meals”. WFP have put considerable effort into adapting their systems and processes to accommodate cash transfers to institutions (schools). As a result of this project, there is now a functioning and effective cash transfer module within the WFP Kenya finance and logistics system that allows cash payments to institutions. There are also clear Standard operating Procedures in place. As a result, all schools (100%) received funds to make food purchases before the start of each school term. All the outcomes and outputs for this objective have therefore been achieved.

**Table 15: Overall achievement of outcomes and outputs under Objective 2**

		<b>Indicator</b>	<b>Target</b>	<b>Achieved</b>
Outcome	WFP systems and processes are adapted to transfer cash to schools	Time taken by WFP to process cash transfer to schools from preparation of payment schedule to reception of funds in school accounts	8 days	5-8 days
Outputs	Standard Operating Procedures for transferring cash to schools are in place	SOPs finalized	By end of pilot	Done
	Cash for purchasing food is transferred to participating schools’ bank accounts in a timely fashion	% of schools with funds available to make food purchases before the start of term	100% of schools	100%

## Support to traders

### **Objective 3: To support suppliers to supply sufficient quantity and quality of food to schools**

Market chains in the Kenyan arid lands follow transport corridors. These transport corridors are also main international highways to the countries that border the arid lands. Isiolo County gets its supplies through the North central corridor: Nairobi-Meru/Nakuru-Isiolo/Samburu-Marsabit-Moyale; linking with Ethiopia.<sup>59</sup>

The evaluation confirmed the large reach of the local traders (both winning bidders and non-winning). Most traders reported buying some food locally, from local farmers after the harvest, and also purchasing from the productive areas of Kenya, including the neighbouring Meru County, as well as from across the international borders into Tanzania, Uganda and Ethiopia. The market in Isiolo town is one of the main off-corridor markets (see map in Annex 10). It acts as a redistribution hub for the county, with the traders in the sub-counties all reporting suppliers from Isiolo Town.

- **Trader training**

WFP planned to provide training to 30 traders through this pilot project on the procurement process, food storage and other topics based on the issues identified with traders during assessment. Strong demand for the training from the local trading community resulted in a second training session being conducted. Both trainings were developed and conducted by AGMARK. In total, 90 traders received training through this project. Training a large number of traders meant that awareness of the CTS project was high, ensuring that all schools had sufficient numbers of competitive bids.

- **Training 1:** General training for interested traders on information pertinent to the pilot project including the tendering process, safety and quality of food, food handling, food storage, business management, post-harvest management, and market price monitoring.
- **Training 2:** Follow up training due to interest from traders in forming an association. Topics covered include all the topics covered in training 1, working as a group, standardizing operations, fair trade, transparency, and negotiation skills

#### **Box 3: Documentation required for tendering process**

- Registration of business
- Trade licence
- Tax compliance
- Proof of bank account
- Certification that food is fit for human consumption

As a result of the training, both successful tendering traders and traders who didn't win and/or didn't apply for tenders, reported that they had made changes to their business practices. Perhaps most importantly, traders realized which documents

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<sup>59</sup> WFP Kenya (2014) Agriculture market assessment – Samburu and Isiolo Counties, Kenya. VAM Unit

were required for the government tender process. Without the documentation, they would not be eligible to participate.

**Table 16: Traders participating in the pilot project**

	<b>Number</b>
Number of traders participating in Training 1	32
Number of traders participating in Training 2	58
Number of traders who submitted bids over the course of the project	35
Number of traders who won bids	17
Number of winning bidders who received training from WFP	9

Source: WFP monitoring data

The training resulted in changes to food storage spaces including obtaining larger storage facilities (for the foreseen stock expansion), improving storage conditions such as ventilation, off-ground storage, use of racks, organized stacking and stock turnover.

- ***Outcomes for the traders, to schools and to the local economy***

Global literature on homegrown school feeding shows that the local procurement process often generates a number of impact pathways, some of which relate to agricultural growth while others relate to food security and social protection.<sup>60</sup> The increased demand for food by schools as a result of the CTS pilot led to a supply response from the local traders, with positive multipliers for the greater local economy and potentially, for local farmers. The impact of the project on local farmers depends on the amount of the food provided to the schools by the traders that is produced by local farmers. It also depends on the proportion of income that reverts to local farmers in the community where the programme is implemented.

All nine traders interviewed for the evaluation reported buying food from local farmers at the time of the harvest. However the contribution of food from local farmers during the project period is not clear. It was outside the remit of this evaluation to include local farmers and to measure the impact, if any, that the project has had for them. This was because the project did not directly target farmers. Also, the pilot was implemented over only one harvest, meaning the impact on local farmers would be minimal to date.

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<sup>60</sup> Devereux, S et al (2010) Home Grown School Feeding and Social Protection. HGSF Working Paper Series #5. Institute of Development Studies. London

## **Benefits to traders**

Seven of the nine traders who won tenders in Term 3, 2014 were interviewed as part of the evaluation. All seven traders had also won tenders during the other terms of the project.

For many traders, competitive tenders were a new way of working. Although many traders reported providing food to government institutions, these contracts were not awarded through the government tender process. The training provided by WFP/AGMARK on the tendering process was therefore much appreciated.

Traders reported previously operating on a profit margin between 40-60 percent. However now that competitive tenders were required, traders started to take more notice of market prices and reduced their profit margins in order to be competitive. The project created an opportunity for traders to expand their businesses, so competition was strong. All but the smallest and furthest of schools reporting receiving more than three bids per term as stipulated in the HGSMP procedures.

The traders now see schools as a predictable local market, which could provide an incentive to local farmers within and outside the county, to increase and improve their production. All the interviewed traders reported an increase in their volume of sales as a result of the project. Some traders also reported expanding their business: increasing the number of suppliers, and/or the number of stores/outlets in order to meet the required quantity of food commodities. Table 17 below shows the estimated change in sales volume and annual turnover as reported by the traders. It is of note that even the smaller suppliers reported considerable increases in their turnover as a result of this project.

**Table 17: Estimated change in trader turnover as a result of CTS**

	<b>Increase volume of sales</b>	<b>Annual turnover before project (KSh)</b>	<b>Annual turnover during project (KSh)</b>
Trader 1	50%	200,000	500,000
Trader 2	50%	1-2 million	3 million
Trader 3	15%	30 million	40 million
Trader 4	15%	300,000	800,000
Trader 5	10-15%	40-48 million	50-60 million
Trader 6	5%	30 million	35 million
Trader 7 <sup>61</sup>	Unknown	Unknown	15 million +

Source: Evaluation data

<sup>61</sup> Interview was conducted with a representative of the trader who was not familiar with the financial side of the business prior to the project.

In Isiolo traders often work on a credit system with other buyers payments being made in instalments over the course of a year or more. The fast and regular payment made by schools in this project was therefore of great benefit to the traders.

As a direct result of this project, it also appears that traders have increased their relationships with other local traders and that many non-winning traders indirectly benefitted from the project. Traders are supplying one another depending on who has won the bid and who has sufficient stocks, and some are now looking at sharing storage facilities in order to reduce their costs. During the project, traders expressed interest in working more closely with other traders and forming an association. At the time of evaluation, the Isiolo County Cereals Traders' Association had been formed and had eighteen members.

It should be noted that, while not currently an issue, strict monitoring and adherence to the tendering procedures will be critical, to ensure accountability and reduce the opportunity for trade cartels or monopolies to form.

All the traders interviewed for this evaluation reported being aware that the project was now being rolled out in Samburu County, and many had submitted bids to supply those schools.

### **Benefits to schools**

The project enabled traders and schools to develop a direct relationship. This enabled schools to take a more active role in the procurement of their food items including:

- Checking trader's stores to assess the quality of food
- Being present to weigh and check food deliveries before loading from the store
- Negotiation of timely delivery of food commodities to storage site
- Off loading into stores by trader
- More frequent cleaning of store, fumigation of store or food & pesticide use
- The ability to request pesticides from the trader if issues arise with the food stocks

The level of competition between traders also resulted in competitive food prices being offered to the schools.

### **Other benefits to the local economy**

In addition to the traders, this project has provided indirect benefits to the larger market chain. Many traders do not own their own trucks for transporting goods, or own their storage facilities. Transporters and warehouse/storage site owners have therefore also benefited from the project. The project has also created an increased demand for casual labourers, to load and off-load food to the schools. All the banks providing the transfers to the schools also reported positive impacts of the project



including increased community relationships, which they feel may result in the opening of new bank accounts.<sup>62</sup>

### **Overall achievement of Objective 3**

Table 18 shows the achievement of the project outcomes and outputs related to Objective 3: “To support suppliers to supply sufficient quantity and quality of food to schools”. It is clear that training was provided to more traders than was originally planned (290% of target). This was due to demand from the traders, and recognition that greater awareness of the project, would result in increased competition. This competition was beneficial to the schools, as they were ultimately able to purchase all their food requirements at competitive prices.

Traders have also benefited from the training provided by WFP and AGMARK. The training provided new skills, and learning about food storage and handling. As a result, a number of traders changed their business practices in a positive way. Traders who won bids to provide schools have received substantial benefits from their participation in the project. Some non-winning traders have also indirectly benefited, by supplying food to the winning traders.

The project has achieved and exceeded all the planned targets under this objective.

**Table 18: Overall achievement of outcomes and outputs under Objective 3**

		<b>Indicator</b>	<b>Target</b>	<b>Achieved</b>
Outcome	Food traders supported to competitively participate in the school meals market	Percent of trained traders’ contracts to schools that are successfully executed.	100%	100%
		Number of traders trained in HGSM procurement and other essential skills	30	90
		Number of traders that bid in CTS schools.	20	35
		Number of traders winning contracts to supply food to CTS schools	15	17

<sup>62</sup> None of the banks charge fees to the schools for the opening of their bank accounts, or the transactions that are made.

### 2.3 Efficiency of the cash transfer model

The Canadian Government provided WFP with approximately CA\$10 million to fund this pilot project, along with market access activities, school feeding in other districts, and water, sanitation and hygiene activities. From the total funding, WFP planned to distribute CA \$1,767,000 directly to the schools to purchase food.

Over the course of the project, the reduction of the transfer value, and strict verification of enrolment numbers each term, resulted in a reduction in requirements. In total, KSh 88,426,096 (CA \$971,715) was disbursed to schools for food assistance for the four-term period of the pilot project (Term 3, 2013 – Term 3, 2014). This is 55 percent of planned. Table 19 provides a summary of the funds transferred to the schools during the CTS pilot. The evaluation found the amounts disbursed each term were correct, based on verified enrolment figures in each school, the banding of schools, and the different transfer values per child associated with the band allocated to each school.

**Table 19: Total cash disbursements**

	<b>Term 3 2013</b>	<b>Term1 2014</b>	<b>Term 2 2014</b>	<b>Term 3 2014</b>	<b>TOTAL</b>
Merti	5,174,040	3,849,503	4,500,559	3,150,470	16,674,572
Isiolo	14,305,020	13,436,243	10,540,566	5,730,974	44,012,803
Garbatula	9,087,559	7,463,980	7,319,854	3,867,328	27,738,721
<b>TOTAL</b>	<b>28,566,619</b>	<b>24,749,726</b>	<b>22,360,979</b>	<b>12,748,772</b>	<b>88,426,096</b>
<b>CA \$ 971,715</b>					

Source: WFP monitoring data

Table 20 shows that in total, KSh 84,160,736 (CA \$924,843) were spent by the schools on their food purchases. This is 95 percent of what was disbursed. Surplus funds remained in the school bank accounts and were ultimately utilized for food procurement in Term 1, 2015 when the MoEST delayed payment for the schools.

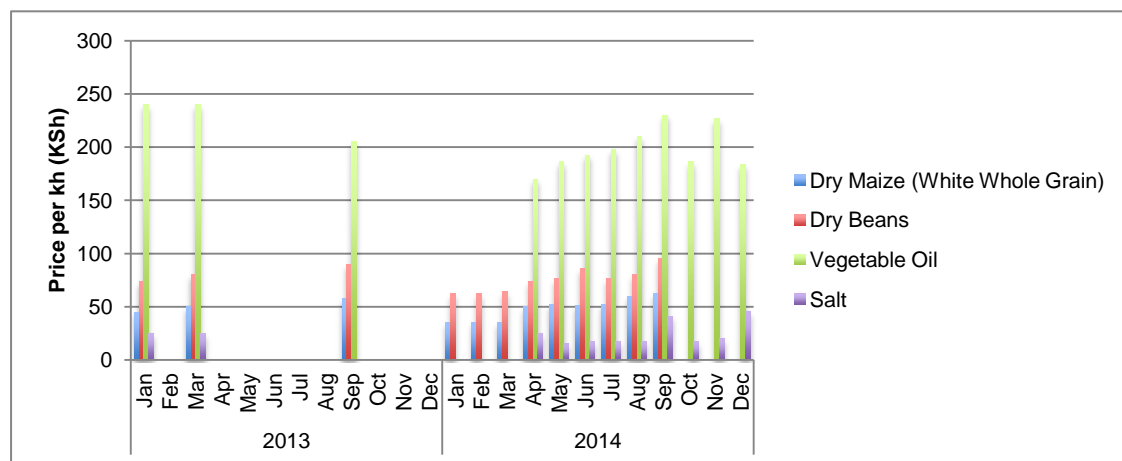
**Table 20: Total cash expenditure**

	<b>Term 3 2013</b>	<b>Term1 2014</b>	<b>Term 2 2014</b>	<b>Term 3 2014</b>	<b>TOTAL</b>
Merti	3,594,179	4,669,142	3,899,895	3,726,090	15,889,306
Isiolo	11,920,485	12,229,602	9,522,705	8,546,517	42,219,309
Garbatula	6,045,001	8,077,712	6,530,628	5,398,780	26,052,121
<b>TOTAL</b>	<b>21,559,665</b>	<b>24,976,456</b>	<b>19,953,228</b>	<b>17,671,387</b>	<b>84,160,736</b>
<b>CA \$ 924,843</b>					

Source: WFP monitoring data

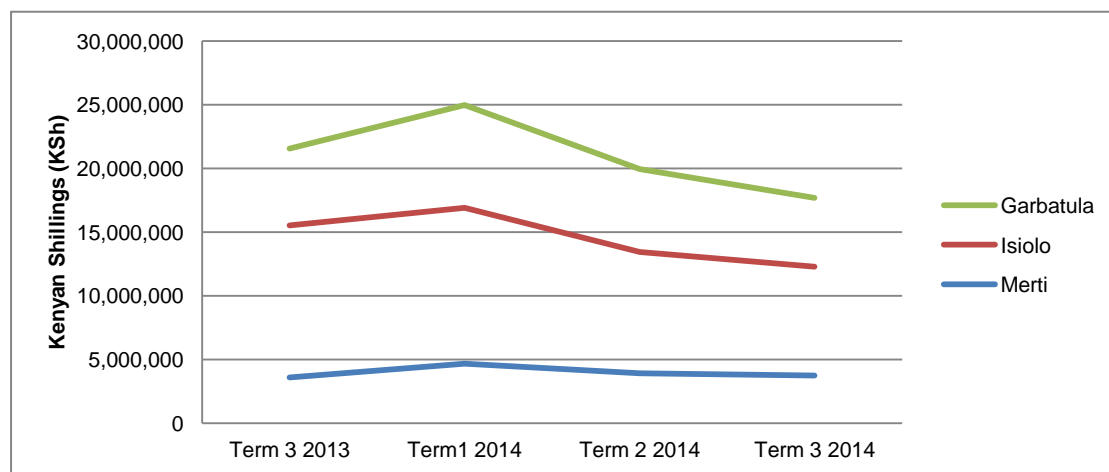
Local market price data was collected by WFP over the course of implementation albeit intermittently (Figure 5). The data shows normal seasonal price changes with the lowest maize prices observed between November and May. In contrast, the food expenditure by the schools show a decreasing trend (Figure 6) over the course of the project, indicative of the high level of competition and the subsequent reduction in food prices being offered by the traders.

**Figure 5: Market price data, Isiolo County (March 2013 - Dec 2014)**



Source: WFP monitoring data

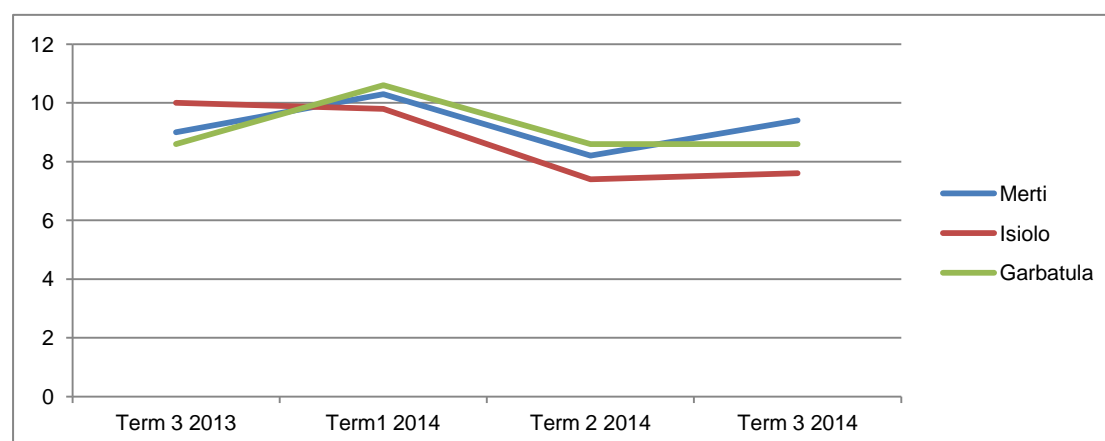
**Figure 6: Total food expenditure by schools over the course of the project**



Source: WFP monitoring data

As anticipated during the design phase, the cost of food in Isiolo Town (main market) was cheaper than in Merti and Garbatula sub-counties (Figure 7). Annexes 11 and 12 show the trend in market prices in Isiolo and Merti sub-counties respectively. No data is available for Garbatula sub-county.

**Figure 7: Average cost per child per day for each sub-county**



The current value of the HGSMP in the semi-arid areas is 10 KSh per child per day. Overall, the average price per child per day during the pilot project was 9 KSh (Table 21).

**Table 21: Average cost of food per child per day**

	Term 3 2013	Term 1 2014	Term 2 2014	Term 3 2014	Average cost per child per day
Merti	9.0	10.3	8.2	9.4	9.2
Isiolo	10.0	9.8	7.4	7.6	8.7
Garbatula	8.6	10.6	8.6	8.6	9.1
<b>AVERAGE</b>					<b>9.0</b>

The pilot project has demonstrated that for the same cost per child as the HGSMP, schools in Isiolo County in locations close to the main market could also purchase sufficient food commodities. Schools located further away from the Isiolo main market, also purchased sufficient food, but at a greater cost. The banding of schools by distance from the main market, and the different transfer values based on those bands was therefore appropriate. It is however, unclear whether this was due to Isiolo's proximity to food production areas or because of the supply capacity of local market. It also does not necessarily mean that the same banding values will be appropriate in the other arid areas. Detailed market assessments will be required before rolling out the CTS in other arid areas.

It is also important to remember though that 2013/14 was considered a good year for food production, and harvest levels within Kenya were relatively high. This gave the traders the opportunity to purchase large quantities of food at low cost. The prices offered by the traders show some seasonal fluctuation but not to the extent that would be seen during a bad year, or a drought period.

The evaluation finds the transfer values of 10-11-12 KSh to be appropriate, allowing for potential price increases during a bad season, and accounting for the additional transport costs that are required in the arid areas.

As previously mentioned, the main budget issue for the pilot project was that there was no funding provided for the purchase of utensils, improved cooking stoves, clean water or cooks salaries.<sup>63</sup> The communities in the ASAL areas are poor and it has been difficult for parents to cover these costs, meaning in many schools the impact of meals was undermined. Also, SMPCs were not given any additional support in form of allowances to visit traders, survey prices in the market, or visit banks, but were expected to do all this at their own cost.<sup>64</sup>

Table 22 below shows a comparison of the costs to purchase food using the CTS model and the average costs required to provide the same food through in-kind assistance.<sup>65</sup> The WFP School Feeding programme receives both in-kind and cash contributions. In-kind contributions are more expensive than contributions provided in cash for food purchases, which uses the least expensive food sourced from local purchase or from the world market. Without including operational delivery costs, the cash model is cheaper than in-kind provision, with an alpha value of 0.76. That means that the cost of providing cash to schools directly was 76 percent of the cost of providing in-kind assistance (i.e. 24% cheaper). When operational delivery costs are included, the cash model becomes even cheaper, as the alpha value falls to 0.73. Both these figures represent an underestimation of the true cost efficiency of this model, as the in-kind value does not include the cost of one term of rice provision.

**Table 22: Cost efficiency - cash transfer vs. in-kind**

		<b>Value (Without operational delivery costs)</b>	<b>Value (With operational delivery costs)</b>
Cash cost	Includes cost of rice – Term 3, 2013	924,843	924,843
In-kind costs	Does NOT include rice cost	1,222,343	1,268,986
<b>Alpha value</b>		<b>0.76</b>	<b>0.73</b>

Source: WFP figures

<sup>63</sup> Republic of Kenya & WFP (2014) Report: Isiolo Cash Transfer to Schools Pilot Project After Action Review. Isiolo Town, Bomen Hotel 27—28 August 2014

<sup>64</sup> Ibid.

<sup>65</sup> The average cost of providing food transfers though in-kind assistance includes in-kind contributions provided from donors and the cost of food purchased by WFP and distributed as in-kind assistance.

## 2.4 Sustainability and handover

The Government of Kenya intends to eventually assume the responsibility of providing school meals to all primary children in the country. To this end, WFP began handing over school feeding to the government in 2009 and it continued to handover the feeding of around 50,000 children per year. The CTS model aligns the WFP School Feeding model with the government's HGSMP. This is a crucial step in developing a sustainable model for school feeding in the arid counties.

In 2015, the CTS will be rolled out to other arid counties (currently Samburu County) with plans to hand over to the MoEST after one year of implementation. The handover of the School Feeding Programme in Isiolo highlights some issues of sustainability and transition that WFP and the MoEST should be cognisant of during the roll out of the CTS in other arid counties.

The MoEST took over implementation of the School Feeding Programme in Isiolo at the beginning of 2015, taking responsibility of the programme for Term 1, 2015. The main issue was that payment was delayed, even though WFP had provided all the necessary data by December 2014. At the time of the evaluation at the end of February/beginning March 2015, funds had still not been disbursed to most schools.

The delay in funds disbursement meant that the majority of schools used food balances and/or balances in their account to continue feeding children. A few schools borrowed food from neighbouring boarding or secondary schools with a view to repay their food stocks once they received their funds.

Schools were also at different stages in their Term 1 food procurement process during the evaluation. Some schools had already announced and awarded their tenders and made credit arrangements with the winning traders until when funds were received. Others delayed tendering until they received their funds. This was partly due to each school making a determination of their food stocks and bank balances while waiting for funding, but also due to different messages coming from the sub-county DEO officers as to what schools should do. On one hand this is a positive outcome, an indicator of the high level of decision-making occurring at school level. The result was that the majority of schools had food, despite the late disbursements. However, there was also a risk with this lack of coordination between schools, and between sub-counties, that some schools would go without food while they waited for information or the release of funds to their accounts.

The effectiveness and sustainability of the project is dependent on consistent and timely funding by the central government. The level of allocated funds relative to requirements may also prove to be an issue. The HGSMP evaluation found that only 55% of the required funds had been allocated to the HGSMP in the semi-arid areas.<sup>66</sup> Given the marginalization of the ASALs they are in danger of not being prioritized under the HGSMP.

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<sup>66</sup> Republic of Kenya & WFP (2014) External Evaluation of Kenya's Home-Grown School Meals Programme 2009 - 2013

Other key factors in the sustainability of the project include oversight and monitoring of the programme to ensure financial and general management of the programme at the school level, quality assurance, and efficient and effective coordination. For the MoEST to achieve the same level of monitoring and coordination as the CTS pilot, it will be important to strengthen data and information management at school, county and national levels. This will entail regular and timely data collection on enrolment and attendance, which will inform budgeting and allocation of funds. It will also be important to carry out regular analysis of this data and develop indicators that will inform planning processes at school as well as county and national levels.

At county level, the key role is monitoring and oversight, due to the proximity to the schools. The County Director of Education (CDE) and the CDE office believe that ongoing monitoring is possible, through incorporating it to the regular supervision role of the county and sub-county. This would involve not only the SMPOs but also the Teacher Advisory Centre (TAC) Tutors who are closest to the school. This was confirmed as feasible at school level as one head teacher informed the evaluation team that TAC tutors have visited schools to present teachers with transfer letters. The County Director of Teacher Management (Teachers' Service Commission) has also played the key role of disciplining those head teachers who have flouted the regulations in the management of CTS.

The MoEST is one of the few ministries where responsibility for programmes is yet to be devolved to the counties. As such, the challenge for sustainability is to ensure that the different levels of the MoEST work together. Currently there are multiple levels of MoEST involved – at central government level (Nairobi), at county level, and at sub-county level.

The role of the county is however not very clearly articulated and this is further complicated by the fact that there are three levels of county governance at county level. There is the County Government with the County Executive for Education, whose responsibility is Early Childhood Development and Education (ECDE). The County Director of Education is in charge of managing education and especially the implementation of the curriculum while the TSC Director is charged with the responsibility of managing teachers. Since the CTS covers both primary and ECDE levels, coordination at county level can be a challenge and can depend on personal commitment to ensure children are provided with school meals. Sustainable implementation of the programme will require clarification of roles and especially the role of the county governments in the provision of meals to ECDE centres, to avoid duplication or closure of ECDE centres as children move to primary schools for feeding. This would risk distortion of the whole concept and rationale of ECDE and its place within the education structure but more specifically childhood development.

The lack of clarity on the role of the County Government was also noted during the evaluation of the HGSMP.

*“It is strongly recommended that county governments are involved in the planning and management of the programme. One way of doing this could be to establish county-level technical committees under the leadership of County Governments”.*<sup>67</sup>

Sustainability of this project therefore is not a major challenge if the different levels of accountability, i.e. school level, county level and the national level are well coordinated and funding is assured.

With regular and timely funding from the central government and ongoing monitoring from the county level, sustainability at Isiolo level is assured by the following factors:

#### Schools

- Schools in Isiolo have gained experience of managing funds and bank accounts, through the FPE funds and the CTS project.
- Involvement and participation of parents in the management of CTS has developed not only ownership but also internal accountability, including quality assurance.
- Procurement procedures, as stipulated by the MoEST have been adopted and adhered to by schools in purchasing food for their schools.
- Delivery of food to school is the responsibility of traders and so far it has been done once schools requisition for it.

#### Food Supply

- Traders have identified food supply sources both from within and outside the county and therefore availability of required food commodities may be less of a challenge than initially anticipated.
- There is strong interest from traders to continue participation in this project. The CTS has provided new business opportunities, as well as more reliable source of income.
- The support that was provided to traders regarding establishing a traders' association should contribute to sustained engagement in the procurement process after WFP handover.

In the long term, it will also be important to be cognizant of the 'core' business of the schools: teaching and learning, to which provision of a hot meal contributes by ensuring regular attendance, improved participation and subsequently enhanced performance. To support schools focus on their 'core' business, it will be important for the MoEST to consider reducing the management time of Head Teachers' and the Schools Meals Teacher and/or to provide ongoing support to the schools to carry out the required procedures. This is especially of concern in arid counties where schools already have staffing challenges.

The transition and sustainability of the project would benefit greatly from involvement by other government ministries. Key among these is the Ministry of Agriculture, Livestock and Fisheries (MoALF), the Ministry of Health, and the Ministry of

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<sup>67</sup> Republic of Kenya & WFP (2014) External Evaluation of Kenya's Home-Grown School Meals Programme 2009 - 2013



Industrialisation and Enterprise Development (MoIED). To date, the role of these ministries in the CTS has been relatively small despite the roles being clearly articulated in the HGSMP Implementation Guidelines.

To date, the MoALF has remained on the sidelines of the HGSMP even though the initiative clearly requires technical assistance and group organizational support.<sup>68</sup> This issue has already been recognized by WFP, and plans are underway to increase linkages for smallholder farmers in areas where there is adequate production. In Isiolo at least, all the local traders reported buying some food commodities from local producers but not through organized support. However, procurement from local farmers might not be possible in other arid areas, where grain production is lower. In areas where it is possible, over time, this project should translate to some benefit to the farmers themselves. Currently, the early benefits of the programme have accrued to the food traders and not to community level producers. The potential payoff for refining and adjusting the programme to better stimulate local production is extremely high, and it will require increased institutional cooperation with the Government and with the donor community.

With the increasing number of traders involved in food procurement to the schools expansion of trade and market, MoEST will have to also work closely with the Ministry of Industrialisation and Enterprise Development. Their role will be very important for the trader associations to grow and work effectively.

## **2.5 Factors affecting operational results**

The success of this project and the achievement of the operational results are the product of a number of factors. These include WFP internal factors, such as their consistent ability to pay the schools on time; as well as factors outside WFP's control, including the commitment of the MoEST and the school community.

### **Internal factors**

- **Feasibility and risk analysis**

WFP have put considerable effort into risk analysis and feasibility assessments for this project. The initial market assessment recommended "cash or voucher transfers should be considered only for beneficiaries living no more than 30 kilometers away from the market..."<sup>69</sup> due to fears that outside this distance, the market would not be able to supply the required quantities of food at a reasonable price. The assessment also recommended replacing some of the commodities with cash-assistance while maintaining in-kind provision of others (based on cost-efficiency analysis).

To avoid using multiple modalities, WFP modified the HGSMP model to include mapping and banding of all schools based on their distance from the main markets. This resulted in different transfer values being provided to each band of schools to

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<sup>68</sup> Republic of Kenya & WFP (2014) External Evaluation of Kenya's Home-Grown School Meals Programme 2009 - 2013

<sup>69</sup> WFP & Republic of Kenya (2013) Market dynamics and financial services in Kenya's arid lands

compensate for the increased transport costs. The transfer value also accounted for seasonal price changes. The current CTS model has stimulated the local economy and all schools, regardless of distance from the main markets, procured all commodities. Despite initial cost concerns of implementing the CTS, it has been less expensive to implement than expected, with a resulting alpha value of 0.76 compared to in-kind assistance.

Another important concern for the project was the risk of teachers or SMPC members misusing the funds. This was allayed by a series of financial accountability measures, including electronic payment into a bank account that only allows withdrawal by cheque, and with multiple signatories. As a result, all the school funding has been accounted for and spent appropriately.

- **Relationship between WFP and MoEST**

The good working relationship between WFP and the MoEST is long established. For the CTS pilot there has been commitment from both sides to find a sustainable solution to school feeding in the arid lands, and both parties have worked hard to make this project a success. Joint monitoring and regular collaboration and consultation by both parties throughout the project have contributed greatly to its success.

- **Innovation team**

The WFP Innovation Team played a key role in the design of the project, adapting the governments HGSM model into one more appropriate for the arid areas. The Innovations Team has also been instrumental in training and pushing the cash and voucher agenda within WFP Kenya, as well as introducing the banding system, which is very relevant in the arid zones.

- **Adaptation of WFP finance system**

As a result of this pilot project, WFP have made significant changes to their internal financial systems in order to enable them to provide cash transfers to institutions. This was based on the ideas of the Innovations Team and implemented by the Finance and Logistics Units. Indeed, this increase in the capacity of the system was in itself set as a project objective in its own right as discussed earlier.

- **Isiolo field staff**

The WFP Field Team in Isiolo has been key to the success of this project. Having WFP staff and resources already in Isiolo, contributed greatly to the success of the pilot. It enabled the Isiolo Field Office to provide ongoing, regular support to the MoEST staff and to the school SMPC members throughout the pilot project. The Field Monitors also made themselves available to the school SMPC members to provide advice and assistance when required.

The field team have been instrumental in the oversight and monitoring that contributed to the high level of financial accountability noted in the pilot project.

## **External factors**

- **Commitment of MoEST**

The MoEST has long experience transferring cash to schools and especially the funds for FPE. It has also confirmed its commitment through policy and policy implementation of providing hot meals to semi-arid and arid lands, through cash transfers to schools. This is evidenced by the implementation of HGSMP in the semi-arid counties. Although there was delay in transferring funds in the 1<sup>st</sup> term of 2015, MoEST sent to Isiolo schools cash to cover the full number of school days for the term. The ministry and especially the TSC has disciplinary procedures for teachers flouting the tendering processes.

- **Strong support from local traders**

Information sharing and training of traders about the government tender process was critical to the success of the project. This should be continued in other counties, as the project rolls out. Local traders have shown great enthusiasm to participating in this project, as it provides stable market, with predictable earnings and payment. The project provides the opportunity to expand their business in terms of commodities and volume.

- **Support from the Canadian Government**

WFP has had an excellent working relationship with the Canadian High Commission in Nairobi and the Canadian Cooperation Office. Representatives of Canada participated in several field missions, made significant contributions and clear guidance on the project design. The Canadian Government also provided flexible funding to WFP to pilot CTS in arid counties. This enabled the project to be implemented as per the design of the Innovations Team and allowed changes to be made throughout implementation as required.

- **Dedicated teachers and parents**

Schools in Isiolo and other arid counties have been involved in the school feeding programme for a long time. The CTS pilot project has given them more decision making, financial management responsibilities, which translate to ownership of the school meal programme. While this means more responsibility for both parents and teachers, the school management showed great dedication in the implementation of the project. And this has worked well in establishing internal accountabilities within the school and the community.

- **Partner expertise in markets**

WFP identified an expert organisation in agri-business, AGMARK which provided training for traders in Isiolo and has continued to provide training to traders in Samburu. This is an organisation that can provide further training and build the capacity of traders as the project grows expands further.

- **Commitment from financial services**

The four banks serving Isiolo County have worked very closely with WFP, MoEST and schools and from discussions with the evaluation team it was evident that the banks were committed to working with the project in the future.

### **3 Conclusions and recommendations**

#### **3.1 Overall assessment**

The CTS pilot project has been an effective and efficient method for providing schools feeding in Isiolo County. The initial market assessment<sup>70</sup> found no significant differences in the conditions and behaviour of markets on the three major transport corridors through the arid lands. This is due to the fact that the arid lands are relatively homogeneous in terms of population density, infrastructure, market and supply systems, seasonal fluctuations, constraints to trade, traders' access to services, and capacity to meet increases in demand. There is therefore every reason to think that the CTS model will succeed in other arid locations. Discussions with traders confirm that the model has potential for all the other arid counties. Comprehensive market assessments will still be needed to ensure that markets are functioning and competitive, and to determine appropriate transfer values. However it is clear there is already strong interest from the Isiolo traders to follow the project to other areas.

The cash-based modality has increased timeliness of delivery compared to the in-kind deliveries that were provided in the past. It has also contributed to increased ownership by the school community, and has empowered parents, through the SMPs, to be responsible for decision-making related to food procurement.

The pilot project has established relationships between schools and traders, and provided a regular market for local traders. This has also resulted in significant positive impacts on the local economy, not only for the supplying traders, but also for other traders, transporters, casual labourers, warehouse owners and the banking community. The capacity building of the traders has been greatly appreciated and has resulted in changes to trader's business practices, even among traders who did not apply for, or win tenders. Indeed, the project has resulted in the formation of the Isiolo County Cereals Traders' Association, an organization established to give traders a stronger voice to demand that well-defined and transparent procurement practices are adhered to. Strict adherence to the tendering procedures will be critical, to ensure accountability and reduce the opportunity for trade cartels or monopolies to form.

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<sup>70</sup> WFP & Republic of Kenya (2013) Market dynamics and financial services in Kenya's arid lands

### **3.2 Key lessons for the future**

This pilot project has highlighted some issues that will need ongoing monitoring, for the roll out of the CTS to other arid areas to be successful. The evaluation recognizes that some of these issues have already been identified through WFP internal processes, including the After Action Review, and internal project monitoring. As a result, some issues are already being taken forward during the implementation of CTS in Samburu County.

#### **Project implementation**

- Information sharing and training of traders and SMPCs in the government tender process was critical to the success of the project. This should be continued in other counties, as the project rolls out.
- Wholesale prices should be used for determining transfer values rather than retail values in the local market.
- The banding of schools and the provision of different transfer values for each band, enabled schools to procure sufficient food. These values will need to be monitored, particularly if food security deteriorates and market prices increase. Currently however, the evaluation finds the transfer values of 10-11-12 KSh to be appropriate.
- Continue termly tendering, as this is the preference of schools. Termly tendering also ensures that the traders remain competitive each term, especially given that the price of commodities changes seasonally. Termly tendering also gives schools more flexibility over the selection of the traders and the commodities they can purchase.
- Consideration should be given to providing additional funding for ongoing costs of preparing and storing the food. This is especially important in the arid counties, as parents may not be able to afford to provide the co-financing required, as in the semi-arid areas with higher food production.
- Mapping of school infrastructure and issues of water and firewood should be included at the start of implementation in each county. This would enable prioritization of schools requiring support for school infrastructure and/or ongoing costs of water and firewood.

#### **Handover and sustainability**

- The relationship between WFP and the office of the County Director of Education is critical for successful implementation of the project. Likewise, the relationship between the county governance and the Teachers Services Commission. While these relationships were sound in Isiolo, it is important that WFP ensure involvement from these parties in other counties.
- Continue to conduct intensive joint monitoring for at least one term especially regarding the tendering process.

### 3.3 Recommendations

**Recommendation 1:** Continue to utilize a cash-based modality for school feeding programmes in arid areas of Kenya, if the market is functioning and competitive. A cash-based model is more coherent with the government approach, than an in-kind modality, and the CTS has proved that such a model can be an effective and efficient means of providing school feeding.

**Recommendation 2:** Continue to provide support to traders in other arid areas of Kenya as the project expands. Support should include providing traders with information about the project, information about the government procurement process, and best practice in food storage and handling.

**Recommendation 3:** Ensure verification of enrolment figures is done on a termly basis. Enrolment numbers provide the basis of the cash transfer value therefore it is critical that these numbers are correct.

**Recommendation 4:** Allow schools to choose their preferred food items within their allocated funding. The HGSMP Implementation Guidelines currently outlines a flexible basket of commodities, which enables schools to provide a more diverse menu to children. In fact, it was recommended in the HGSMP evaluation that the existing basket be made even more flexible. This evaluation also recommends the same, as it is coherent with local preferences, and with WFP's own HGSF Framework.<sup>71</sup>

**Recommendation 5:** WFP should continue to work with MoH, MoALF, MoIED and the MoEST as appropriate to draft HGSMP food safety and hygiene quality assurance guidelines that will enable traders and schools to ensure that food is of good quality, free from mycotoxins, and is fit for human consumption.

**Recommendation 6:** Continue to investigate ways to include fruit and vegetables as allowable options in the food basket. Decisions regarding the addition of micronutrient powder to the food basket (as per HGSMP evaluation recommendations), should take into consideration the potential positive impacts on the market, not just the cost issue.

**Recommendation 7:** Continue to conduct market price monitoring during project implementation. Monitor markets to ensure cartels do not form and push out competition.

**Recommendation 8:** Continue to work with financial services (banks) to improve their systems for notifying schools of when their funds are available.

**Recommendation 9:** WFP and MoEST to continue to conduct intensive joint monitoring in schools in new counties for at least one term especially regarding the tendering process. Once schools are clear on the process, WFP should let the

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<sup>71</sup> WFP (undated) Homegrown School Feeding: A framework to link school feeding with local agricultural production. <http://documents.wfp.org/stellent/groups/public/documents/newsroom/wfp204291.pdf>

MoEST do most of the monitoring, perhaps with oversight from WFP. This will help ensure a smooth handover to the MoEST.

**Recommendation 10:** Considering that ECDE is the responsibility of county governments, WFP and MoEST should ensure that county governance is included in all discussions regarding handover and planning for sustainability in the longer term. It is important to ensure that ECDE retain their role as separate places of early learning and development, and do not become extensions of primary schools. A clear role for county government in funding and management of school meals at ECDE level therefore needs to be established, to avoid duplication and overlaps. This will ensure greater efficiency and effectiveness in counties with resource constraints.

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## 5 Annexes

### Annex 1: Evaluation Terms of Reference

1. Strategy, relevance
  - a. Were the objectives, indicators and targets formulated for the CTS and support to traders relevant and realistic?
  - b. Does the CTS model and this phased approach to transition make sense in the context of the Government's needs, policies and priorities related to developing and adjusting the HGSM programme?
  - c. Was work coordinated with and complementary to the work of other major partners, including the government, and non-governmental organisations working on trader support, school health, nutrition and school feeding in Isiolo and Kenya?
2. Effectiveness
  - a. To what extent have the objectives and targets set out for the pilot been achieved?
  - b. Did the project meet the needs of children, schools, SMPCs, parents, traders or county-level officials? Did these actors have needs relevant for the CTS that were not met?
  - c. Which external factors outside the project implementers' control affected the achievement or non-achievement of results? (e.g. conflict, social dynamics, government policy, funding levels etc.)
  - d. Which internal factors within project implementers' control affected the achievement or non-achievement of results? (e.g. management, delivery systems, communication, coherence between plans and resources available, linkages between monitoring system and decision making, partnerships, etc.)
  - e. Did the design put in place adequate controls to ensure accountability for the use of food and cash resources? Were SMPCs held accountable for their decisions by project implementers and the community? Was there a plan to ensure that the food delivered to schools was of good quality? Was this plan effective? Were traders held accountable for the quality of service they provided to schools?
  - f. Has the CTS had positive or negative unintended social, economic, environmental effects (particularly on local food markets)?
3. Cost-efficiency
  - a. Were the transfer value levels and the banding approach appropriate considering actual food prices offered by traders to schools?
  - b. Did food prices offered to schools vary depending on distance and volume of food delivered, as assumed in calculating transfer values?
  - c. How cost-efficient has the CTS been in terms of overhead costs, cost per beneficiary, and logistical arrangements? Would there have been more cost-efficient programme alternatives to achieve the objectives of the CTS?
  - d. Have the management arrangements been cost-efficient?
  - e. Do the impacts generated justify the cost incurred?
4. Sustainability
  - a. Were the results achieved in a manner that built the ownership and capacity of the national government? To what extent is there evidence of the national government harnessing information generated and lessons learned through the pilot to inform the HGSM efforts? To what extent is it demonstrating ownership of, commitment to and capacity to manage the CTS and expand the HGSM?
  - b. Were the results achieved in a manner that built ownership and capacity among parents and traders? Did parents and traders internalize and like to continue to effectively exercise their roles and responsibilities?
  - c. Were the results achieved in a manner that built ownership and capacity among Isiolo county-level education, health, trade and agriculture officers and the county government?
  - d. After hand-over, is it likely that the successes in Isiolo be sustained? If not, why?
  - e. What are the risks related to handing over Isiolo to the HGSM? Is/has enough been done to control these risks?

## Annex 2: Semi-structured interview guides

### WFP STAFF

#### 1. Management

- Brief background on why WFP was interested in this project
- General cash programming experience of WFP team in Kenya (and specifically in Isiolo) prior to this project
- Linkage to WFP policies – e.g. school feeding, cash and voucher...
- To what extent are government authorities (national, county, sub-county) involved in the response?
- Links to government policies?
- Links to other agencies in Kenya and Isiolo specifically?
- General security measures/risk analysis/mitigation
- Challenges?
- Learning?

#### 2. CTS program staff

##### Appropriateness/relevance

- Brief background on why WFP was interested in this project
- General cash programming experience of WFP team in Kenya (and specifically in Isiolo) prior to this project
- General security measures/risk analysis/mitigation
- Assessment done? Community involvement in assessment? Findings?
- Market assessment done? Findings?
- Selection of schools
- Selection of partner agencies
- Prior to CTS was WFP providing school feeding in Isiolo? Same schools? What was being provided? If so, why the decision to change methodology?
- How was the value of the CTS determined? Changes to cash value over time?
- How was the cash distribution method to schools decided?
- Were the other distribution mechanisms available? Why not chosen?
- Why decision made to pay per week/month/end of work? Frequency of payment to schools – why selected?
- Any discussions related to project design with local traders? Outcome?
- Has there been any consideration of gender issues? How have they been incorporated?

##### Coherence and coordination

- How involved were communities and schools in designing the CTS?
- To what extent are government authorities (national, county, sub-county) involved in the response?

### **Efficiency**

- Any difficulties associated with cash distribution vs. difficulties with food distribution

### **Effectiveness, impact and sustainability**

- WFP interest in nutrition outcomes? Food security outcomes? Or purely education outcomes?
- What monitoring has been done? E.g. Market price monitoring, changes in enrolment?
- How are you measuring the impact of the project? What changes have you seen?
- Have you noted any unintended impacts – positive or negative?
- Implementation challenges? Solutions taken?
- Is there any formal complaints/feedback mechanism in place? What is it? Does it work?
- What do you think have been the key INTERNAL factors (within WFP) that have enabled this project to be implemented?
- What have been the key EXTERNAL factors that have enabled implementation?
- Discussions with government re handing over?

### **Closing**

- Do you have any suggestions on how to improve the project? Make it sustainable?
- Have you received any complaints about the CTS or about WFP?
- Any issues with working with WFP?
- What important lessons would you like to see carried forward to future interventions?

## **3. Admin/finance/logistics**

### **Appropriateness/relevance**

- Role in project design and implementation
- Involvement in determining the amount of money provided to schools?
- Process of transferring money to schools – involvement of finance, admin, logistics
- Time taken for processing, issues with system
- Working with the CMS

### **Efficiency**

- Issues with money transfers?
- Issues with reconciliation?
- What evidence is required from schools re spending?
- Any relationship with traders?

### **Closing**

- Do you have any suggestions on how to improve the project? Make it sustainable?
- Have you received any complaints about the CTS or about WFP?
- Any issues with working with WFP?
- What important lessons would you like to see carried forward to future interventions?

## **AGMARK**

### **Appropriateness/relevance**

- What is your role in the WFP CTS project?
- Were you involved in the assessment or any decision making process about the design of the CTS?
- What needs do you think the response is not addressing that it should be?
- To what extent are government authorities (national, county, sub-county) involved in the response?
- Do you think that the CTS is in line with local/national govt. initiatives?

### **Training of traders**

- Design of training
- Selection of traders for training
- Follow up support done and still needed
- Do you have any suggestions to improve the support provided to traders?
- Trader association set up and support

### **Coherence and coordination**

- How good is co-operation and information sharing between your agency and WFP?
- How good is co-operation and information sharing between your agency and MoEST?

### **Effectiveness, impact and sustainability**

- What do you think has been the impact/s of the CTS? Any negative impacts?
- What do you think are the strengths and weaknesses of the CTS?
- Do you believe that the response is building local community capacity appropriately?
- What have been the most positive and negative impacts/aspects of the work undertaken?
- What do you think are the main reasons why CTS has achieved the results? (Looking for internal WFP and external factors)
- Have you been involved in the monitoring of any aspect of the CTS? What are your findings?

### **Closing**

- Do you have any suggestions on how to improve the project? Make it sustainable?
- Have you received any complaints about the CTS or about WFP?
- Any issues with working with WFP?
- What important lessons would you like to see carried forward to future interventions?

### **SUPPLYING TRADERS**

- What is your relationship to the schools/committees? WFP?
- Bidding process – how many bids have they entered? How many won?
- Why were they selected (according to them)?
- Do you have any suggestion for improving the tender process?
- What foods have the school committees have most regularly purchased from you?
- Were you given any guidance about the type of food that can be purchased? Or the quality of food that is required? Elaborate
- Has the training re quality of food changed any of your business practices?
- Have you experienced any difficulties in meeting the required standards?
- Are you aware that this project is now being implemented in Samburu?
- Have you submitted a bid?

### **Support provided**

- What support have you given through this project?
- From WFP
- From AGMARK
- From other sources?
- Do you have any suggestions to improve the support provided to traders?

### **Questions about their individual business:**

- Approximately how many suppliers do you use to purchase the stock for the school meals programme?
- Where are the suppliers based?
- Do you supply to clients outside of Isiolo County? Elaborate how far they trade.
- Have you made any changes to your business or business practices as a result of this project?

For example:

- Employed more staff
- Increased network of suppliers
- Changed commodities stocked

- Have there been any positive impacts of this project on your business? Elaborate
- Have there been any negative impacts of this project on your business? Elaborate

For example:

- Change in sales volume?
  - Faster turnover of stock?
  - Greater stability of business because of WFP contract
- 
- What is your turnover per year? What was it before the project?
  - What have been the major changes in food prices since Jan 2013? Which commodities? and the price movement up or down? Why?
  - What do you think are the strengths and weaknesses of the CTS?
  - Do you think the intervention is working well?
  - Do you believe that the CTS is building local community capacity appropriately?
  - Do you think the committees have spent the money wisely?
  - What have been the most positive and negative impacts/aspects of the work undertaken?
  - If this project was replicated in the arid counties, can you foresee any issues, with food availability/logistics? Elaborate
  - What do you think are the main reasons why CTS has achieved the results? (Looking for internal WFP and external factors)

Traders association:

- Are you currently a member of a traders association?
- What is the benefit of participating?
- What is the purpose of participating in the association?
- What additional support (if any) does the association require?

### **Closing**

- Do you have any suggestions on how to improve the project?
- Have you heard any complaints about the CTS or about WFP?
- Any issues with working with the schools?

<b>NON-SUPPLYING TRADERS</b>
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- Have any of you been contracted by WFP to supply school for the CTS in the past?
- Bidding process – how many bids have they entered? How many won (if any)?
- Why were they not selected (according to them)?
- Do they feel that the tender process was fair and transparent?
- Do they know why the selected traders were selected?
- Do you have any suggestion for improving the tender process?



- Are you aware that this project is now being implemented in Samburu?
- Have you submitted a bid?

**Support provided**

- What support have you given through this project?
- From WFP
- From AGMARK
- From other sources?
- 
- Even though you weren't selected for this project, has there been any benefit from the training/support received through the project?
- Do you have any suggestions to improve the support provided to traders?

**Questions about their individual business:**

- Approximately how many suppliers do you use to purchase the stock?
- Where are the suppliers based?
- Do you supply to clients outside of Isiolo County? Elaborate how far they trade.
- Have you made any changes to your business or business practices as a result of this project or the training received?

For example:

- Employed more staff
- Increased network of suppliers
- Changed commodities stocked
- 
- Have there been any positive impacts of the support on your business? Elaborate
- Have there been any negative impacts of this project on your business? Elaborate

For example:

- Change in sales volume?
- Faster turnover of stock?
- Greater stability of business because of WFP contract
- 
- What have been the major changes in food prices since Jan 2013? Which commodities? and the price movement up or down? Why?
- What do you think are the strengths and weaknesses of the CTS?
- Do you believe that the response is building local community capacity appropriately?
- If this project was replicated in the arid counties, can you foresee any issues, with food availability/logistics? Elaborate

Traders association:

- Are you currently a member of a traders association?
- What is the benefit of participating?
- What is the purpose of participating in the association?
- What additional support (if any) does the association require?

#### **Closing**

- Do you have any suggestions on how to improve the project?
- Have you heard any complaints about the CTS or about WFP?

### **COUNTY AND SUB-COUNTY GOVERNMENT OFFICIALS**

- What do you know about the project?
- What are the benefits of this project?
- What do you see as the positive changes in enrolment, attendance and retention of children in schools in Isiolo?
- Are there particular areas in the county where this project has had greater impact?
- Do you think the parents and school committees are involved to the extent they should be?
- What are your views on the impact on trade within the county?
- What do you think is the role of the county government currently?
- What do you see as the future role of the county government in the future for the sustainability of the project?
- What do you think are the greatest challenges to the efficient implementation of this project?
- What are your recommendations to improving the project and ensuring its sustainability?

### **MINISTRY OF EDUCATION STAFF**

#### **Appropriateness/relevance**

- What is your role in the WFP CTS project?
- Were you involved in the assessment or any decision making process about the design of the CTS?
- Were you involved in the selection of schools to participate? How did you decide?
- How involved were communities and schools in designing the CTS?
- What needs do you think the response is not addressing that it should be?
- Has there been any consideration of gender issues? How have they been incorporated?
- Do you think that the CTS is in line with local/national government education and school feeding initiatives?

#### **Coherence and coordination**

- How good is co-operation and information sharing between the MoEST and WFP?

#### **Effectiveness, impact and sustainability**

- What do you think has been the impact/s of the CTS? Any negative impacts?
- How have you been able to measure this impact? What indicators have been used?
- What do you think are the strengths and weaknesses of the CTS?
- Do you think the intervention has achieved all it intended to achieve?
- Do you believe that the response is building local community capacity appropriately?
- Do you think the CTS has been welcomed in the communities?
- Do you think the committees have used the money wisely?
- What have been the most positive and negative impacts/aspects of the work undertaken?
- What do you think are the main reasons why CTS has achieved the results? (Looking for internal WFP and external factors)
- Have you been involved in the monitoring of any aspect of the CTS? What are your findings?
- Have you noted any issues with the CTS specific to girls?

#### **Closing**

- Do you have any suggestions on how to improve the project? Make it sustainable?
- Have you received any complaints about the CTS or about WFP?
- Any issues with working with WFP or their partner agencies?
- Programmatic
- Financial
- What important lessons would you like to see carried forward to future interventions?

<b>MINISTRY OF HEALTH STAFF</b>
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#### **Officials**

- Coordination and cooperation between MoH and other ministries on this project
- Linkage between MoEST and MoH on school feeding
- Links between school feeding and school health
- Nutrition component of school feeding

#### **Public Health Officers**

- Involvement in food quality checking?
- Training in food quality for schools
- Use of 'blue box' – training received and use of box

- Food quality concerns with CTS project

### **SCHOOL MEAL PROGRAMME COMMITTEE MEMBERS**

- What is your role in the WFP CTS project?
- What are the key differences between the old WFP version of school feeding and the CTS method?
- What needs do you believe that the CTS has met?
- Were you involved in the assessment or any decision making process about the design of the CTS?
- How involved were communities and schools in designing the CTS?
- Has there been any consideration of gender issues in the project design?
- What needs do you think the response is not addressing that it should be?
- To what extent are government authorities (national, county, sub-county) involved in the response?
- Do you think that the CTS is in line with local/national govt. initiatives?
- Did WFP or their partner agencies (PDC & SNV) provide you with any support to carry out your role in the project?
- In the long term, do you prefer the of WFP method of school feeding, or the new CTS method? Why?

#### **Decision making re spending**

- What information did you receive from WFP or partners regarding how much money you would receive and how regularly?
- Did anyone provide you with any guidance on how the money should be spent? Or which traders you could use?
- How do you spend the money?
- What proportion is food? Staff? Travel? Other? (Specify)
- Use proportional piling if no detailed cost data available

#### **Coordination/ cooperation**

- How good has the co-operation and information sharing between yourselves and WFP?
- How good has the co-operation and information sharing between yourselves and MoEST?
- Do you have regular formal meeting with either WFP or their partners?

#### **Effectiveness, impact and sustainability**

- What are your observed results in improving children's participation as a result of the school meals? Any negative impacts?
- Are all children getting adequate portions, regularly (every day)?
- How have you been able to measure this impact? What indicators have been used?
- What do you think are the strengths and weaknesses of the CTS?
- Do you think the intervention has achieved all it intended to achieve?

- Do you believe that the response is building local community capacity appropriately?
- Do you think the CTS has been welcomed by parents, children and the community in general?
- What have been the most positive and negative impacts/aspects of the work undertaken?
- What do you think are the main reasons why CTS has achieved the results? (Looking for internal WFP and external factors)
- Have you been involved in the monitoring of any aspect of the CTS? What are your findings?
- Have you noted any issues with the CTS specific to girls?

### **Closing**

- What have been the challenges to the school, the committee and to parents in the provision of school meals?
- Do you have any suggestions on how to improve the project? Make it sustainable?
- Have you received any complaints about the CTS or about WFP?
- Any issues with working with WFP?
- Programmatic
- Financial
- General collaboration issues
- What important lessons would you like to see carried forward to future interventions?

### **FOCUS GROUP DISCUSSIONS – SCHOOL CHILDREN**

- Let us talk about the school meals in your school.
- How often do you get the midday meal at school, in a week?
- What food do you get? Do you like it?
- What do you think about the school meal? Do all children get the food and do you think the portions are adequate?
- What is the involvement of your parents in the decisions or preparations of the school meals?
- How are students involved in the school meals (if they are involved)?
- What do you think are the greatest benefits of having the school meals for children?
- What do you think are the challenges your school may have in providing the school meals
- What would be your recommendations to improving the programme?

### **FOCUS GROUP DISCUSSIONS – PARENTS (non committee members)**

- What do you think are the benefits of the school meals for the children?
- Are all children getting adequate portions, regularly (every day)?

- What are your observed results in improving children's participation as a result of the school meals?
- What is the role and involvement of parents in the decisions regarding the school meals?
- Who are the other stakeholders contributing to the programme?
- What do you think are the challenges to the school and to parents in the provision of school meals?
- What would be your recommendations to improving the programme?

#### **BANK MANAGERS**

- Role in the CTS project
- Issues with payments to schools
- Setting up accounts
- Processing of payments
- Confirmation of payment from WFP
- Issues working with WFP
- Issues working with schools

### Annex 3: List of key informants

NAME	POSITION	ORGANIZATION
Abdi Halake	Director	Adhama Stores
James Mutonyi	Country Director	AGMARK
Garacho Diba	School Meals Teacher	Algani Girls Primary School
Karu Jaro	Teacher	Algani Girls Primary School
Kulayo Golicha	Head Teacher	Algani Girls Primary School
Ali Harun	Director	Ali Harun Stores
Adan Jirma	Director	Badassa Suppliers
Bante Abakoro	Head Teacher	Bula Mpya Primary School
Golicha Guyo Karayu	Head Teacher	Bulesa Primary School
Kasim Gufu	Chairman/SMP	Bulesa Primary School
Guyo Duba	Parent/Committee	Bulesa Primary School
Asha Maran	Parent/Committee	Bulesa Primary School
Kunu Golicha	Parent/Committee	Bulesa Primary School
Gregory Naulikha	Education Advisor	Canadian Cooperation Office
Kimani Mungai,	Senior Development Officer	Canadian Cooperation Office
Abdi Osman	Branch Manager, Isiolo	Consolidated Bank
Roba Abduba	Branch Manager, Isiolo	Cooperative Bank
John Longele	Chairman	Daaba Primary School
Charles Lokoseo	Head Teacher	Daaba Primary School

Elizabeth Bukoi	Parent/Committee	Daaba Primary School
Francesca Mpayau	Committee member, SMPC	Daaba Primary School
David Kamsuyi	Deputy Head Teacher	Daaba Primary School
Francis Lomoau	School Meals Teacher	Daaba Primary School
Josephine Amodoi	Nursery School Teacher	Daaba Primary School
Ali Isaac	School Meals Teacher	Daawa Primary School
Roba Hassan	Head Teacher	Daawa Primary School
Christine Nairtore	Director	DLC Cereal Stores
Douglas Mudhuri	Director	Domaki Stores
Edward Mwendwa	Director	Edmwengi General Supplies
Agnes Krop	Committee member, SMPC	Emejen Primary School
Ahamed Ibrahim	Deputy Head Teacher	Emejen Primary School
Euphabio Nakorbok	Committee member, SMPC	Emejen Primary School
Habiba Mohamed	Head Teacher	Emejen Primary School
Rael Mukiri	Chairperson, SMPC	Emejen Primary School
Eliphas Kamundi	Relationship Manager - Operations, Isiolo	Equity Bank
Rukia Guyo	Accounts Opening Clerk	Equity Bank
Abaree Duba Sigirso	Head Teacher	Gafarsa Primary School
Boru Kuno	Head Teacher	Gamachu Primary School
Booko Wako	Deputy Head Teacher /School Meals Teacher	Gamachu Primary School



Haro Kampiche	Parent	Gamachu Primary School
Nuno Hussein	Parent	Gamachu Primary School
Fatuma Wako	Parent	Gamachu Primary School
Aisha Dida	Parent	Gamachu Primary School
Hawo Adbuba	Parent	Gamachu Primary School
Duba K. Jaido	Head Teacher	Goda Primary School
Abdulahi Wako	Head Teacher	Gubatu Primary School
Ali Duba	School Meals Teacher	Gubatu Primary School
Hon. Shone	County Executive for Education	Isiolo County
Hadija	Trader	Kamakul Traders
John Ntoiti	Manager	Kamukuri traders
Barrack Ochieng	Branch Manager	KCB Isiolo
Abdi Abkula	Chairperson, SMPC	Kinna Primary School
Dabo Buke	School Meals Teacher	Kinna Primary School
Halima Wako	Committee member, SMPC	Kinna Primary School
Hassan Guyo	Committee member, SMPC	Kinna Primary School
Hussein Galgalo	Committee member, SMPC	Kinna Primary School
Maina Kiboi	Head Teacher	Kipsing Primary School
Mwenda Andrew	Secretary	Kipsing Primary School
Mutema Mutuma	Deputy Head Teacher	Kipsing Primary School

Lawrence Epeyok	Parent Rep	Kipsing Primary School
Ngimat	ECD Teacher	Kipsing Primary School
Anthony Ekadeli	Teacher	Kipsing Primary School
Lechale	Chairman SMC	Kipsing Primary School
Wario Dadacha	School Meals Teacher	Korbesa Primary School
Adan Jillo	Deputy Head Teacher	Korbesa Primary School
Galgalo Matoye	Head Teacher	Korbesa Primary School
Boru Roba	Deputy Head Teacher (outgoing)	Korbesa Primary School
Abdi Tadicha	SMC Chairperson	Korbesa Primary School
Nura Tari	ECD	Korbesa Primary School
Buke Boru	Committee member, SMPC	Kulamawe Primary School
Halima Botiaya	Committee member, SMPC	Kulamawe Primary School
Huka Kalake	Head Teacher	Kulamawe Primary School
Qali Chana Dadacha	Chairperson, SMPC	Malka Mansa Primary School
Hassan Abdi Abdkula	Head Teacher	Malka Mansa Primary School
Jillo Yacob Dida	Deputy Head Teacher	Malka Mansa Primary School
Mohamed Dera	Committee member, SMPC	Malka Mansa Primary School
Juma Mohamed	Storekeeper	Malkasa Traders
Mohamed Duba	Head Teacher	Mata Arba Primary School
Nasiba Abgudo	Parent	Mata Arba Primary School
Jamila Hassan	Parent	Mata Arba Primary School
Loko Tadichi	Parent	Mata Arba Primary School

Gollo Dida	Parent	Mata Arba Primary School
Chuki Huka	Parent	Mata Arba Primary School
Wako Kala	Trader	Merti
Ismael Huka	Deputy Head Teacher	Merti Boarding School
Sata Abdi Kadir	Deputy Head Teacher	Merti Muslim Primary School
Saja Abdi Sata	School Meals Teacher	Merti Muslim Primary School
Ali Guyo	ECD Teacher	Merti Muslim Primary School
Hussein Tache	Parent/Committee	Merti Muslim Primary School
Saidia Ali	Parent/Committee	Merti Muslim Primary School
Adan Racha	Senior Teacher	Merti Muslim Primary School
Halima Mohamed	DEO Isiolo	MoEST
Hussein Dima	School Meals Programme Officer, Isiolo	MoEST
Joel Mwendia	School Meals Programme Officer, Garbatulla	MoEST
Joel Mwendia	SMPO	MoEST
Joseph Indire	Teacher Service Commission County Director of Education	MoEST
Susan Murerwa	County Director of Education, Isiolo (former)	MoEST
Lucy Kashu	County Director of Education (current)	MoEST
Adan Falana	MoEST County officials	MoEST – DICECE
Kibet Lagat	CTS Project Coordinator, School Health, Nutrition and Meals Unit	MoEST Nairobi

Margaret Okemo	Director of Basic Education	MoEST Nairobi
Paul Mungai	Coordinator, School Health, Nutrition and Meals Unit	MoEST Nairobi
Hussein Dima	MoEST County Officials	MoEST SMPO
Godana Guyo	Parent/Committee	Muchuro Primary School
Hassan Diba	Parent/Committee	Muchuro Primary School
Galgalo Wario	Parent/Committee	Muchuro Primary School
Gollo Balla	Parent/Committee	Muchuro Primary School
Wako Kiyoye	Parent/Committee	Muchuro Primary School
Mahad Golo	School Meals Teacher	Muchuro Primary School
	Head Teacher	Muchuro Primary School
Anne Chumo	Head Teacher	Ndugu Zangu Primary School
Naomi Ethangatha	Deputy Head Teacher	Pepo La Tumaini Primary School
Mohamud M. Musa	Head Teacher	Pepo La Tumaini Primary School
Adano Abdi	Head Teacher	Rapsu Primary School
Asha Gollo	Committee member, SMPC	Rapsu Primary School
Jaro Farole	Chairperson, SMPC	Rapsu Primary School
Lucia Wachu	Committee member, SMPC	Rapsu Primary School
Sadia Soro	Committee member, SMPC	Rapsu Primary School
Abdi Hedi Mohammed	Director	Shukran General Stores
Muhktar Ibrahim	Co-director	Shukran General Stores

Priscilla Maboyi	ECD Teacher	St.Kizito Primary School
Susan Kinanu	School Meals Teacher	St.Kizito Primary School
Jane Mwendwa	Committee member, SMPC	St.Kizito Primary School
Mohammed Fugitcha	Deputy Head Teacher	St.Kizito Primary School
Naftali Macharia	Head Teacher	St.Kizito Primary School
Hussein Ali Hassan	School Meals Teacher	Wabera Primary School
Ibrahim Gudana	Deputy Head Teacher	Wabera Primary School
Isaac Kara Boru	Head Teacher	Wabera Primary School
Ibrahim Bulle	Deputy Head Teacher	Wako Wario Primary School
Mohamed Abduba	Head Teacher	Wako Wario Primary School
Alex Muindi,	CTS Project Coordinator, Country Programme	WFP
Beatrice Mwongela	Monitoring and Evaluation Officer	WFP
Bernadette Kavita	CTS Field Monitor Assistant	WFP
Charles Njeru	National Programme Officer	WFP
Cheryl Harrison	Head of Innovations Unit	WFP
Dorcas Ekalale	CTS Field Monitor Assistant	WFP
Elizabeth Nabutola	Deputy Head of Field Office, Isiolo	WFP
Ernesto Gonzales	Regional Cash and Voucher Advisor	WFP
Eva Runyora	Finance Assistant	WFP

Josephine Muli	Head of Field Office, Isiolo	WFP
Lara Fossi	Head of Country Programme	WFP
Margaret Keah	Logistics	WFP
Michael Wainaina	Finance Office	WFP
Olive Wahome	National Logistics Officer	WFP
Peter Kimotho	Project Office – Market Access Team	WFP
Ronald Odhiambo	Cash Transfer Module developer	WFP
Ronald Sibanda	WFP Representative & Country Director	WFP
Ruth Musili	Monitoring, Evaluation & Reports Officer	WFP
Samuel Kiarie	CTS Field Monitor Assistant	WFP
Tiina Honkanen	Programme Officer	WFP
Timothy Koskei	Field Monitor Assistant	WFP
Zippy Mbat	Coordinator of Market Access Team, Country Programme	WFP

**Annex 4: Selected schools for evaluation visits**

SUB-COUNTY	DIVISION NAME	ZONE NAME	SCHOOL NAME	Primary Enrolment		Total Primary Enrolment	Pre-Primary Enrolment		Total Pre-primary Enrolment	TOTAL ENROLMENT
				Girls	Boys		Girls	Boys		
ISIOLO	CENTRAL	WEST	Bulla Mpya Primary School	272	253	525	90	100	190	715
			Attan Primary School	104	96	200	79	88	167	367
			Pepo La Tumaini Primary School	195	212	407	22	28	50	457
			Waso Primary School	385	368	753	36	29	65	818
			Emegen Primary School	110	104	214	47	42	89	303
	CENTRAL	EAST	Wabera Primary School	420	393	813	29	32	61	874
			Daaba Primary School	101	88	189	45	38	83	272
			Mwangaza Primary School	295	296	591	17	16	33	624
			ST. Kizito Primary School	659	610	1269	43	47	90	1359
	OLDONYIRO	OLDONYIRO	Ndugu Zangu Primary School	79	98	177	24	31	55	232
Kipsing Primary School			160	298	458	53	72	125	583	

MERTI	CHARI	Bulesa Primary School	234	212	446	17	15	32	478
		Merti Boarding Primary School	502	0	502	50	48	98	600
		Goda Primary School	105	116	221	53	58	111	332
		Kom Primary School	57	71	128	38	36	74	202
	CHERAB	Mataarba Primary School	81	57	138	37	41	78	216
		Merti Muslim Primary School	0	384	384	24	30	54	438
		Korbasa Primary School	173	146	319	35	47	82	401
		Gamachu Primary School	201	104	305	20	28	48	353
GARBATULA	GARBATULLA	Mogore Primary School	10	17	27	20	18	38	65
		Daawa Primary School	278	354	632	45	34	79	711
		Gafarsa Primary School	281	280	561	64	63	127	688
	KINNA	Kulamawe Primary School	199	173	372	90	96	186	558
		Galma Dido Primary School	237	406	643	58	63	121	764
		Kinna Primary School	188	331	519	48	69	117	636



		Rapsu Primary School	108	104	212	46	43	89	301
		Algani Primary School	455	0	455	150	100	250	705
		Wako Wario Primary School	56	66	122	28	21	49	171
	SERICHO	Muchuro Primary School	83	70	153	23	21	44	197
		Malka Mansa Primary School	40	39	79	25	53	78	157
		Gubatu Primary School	132	111	243	28	35	63	306

## Annex 5: Evaluation work plan

Activities	FEBRUARY													MARCH											
	16	17	18	19	20	21	22	23	24	25	26	27	28	1	2	3	4	5	6	7	8	9	10	11	
SD travel to Nairobi																									
Briefing with WFP Nairobi			1																						
Stakeholder interviews Nairobi				2	3																				
Travel to Isiolo																									
Meeting with WFP Isiolo team							4																		
Field work								5	6	7	8	9													
Analysis													1	2											
Field work															10	11	12	13							
Travel back to Nairobi																									
Finalize analysis before presentation																					3				
Preparation of presentations																					1	2			
Presentations																							1	2	
Complete analysis & reporting	To be completed by 31st March																								

## Annex 6: Evaluation schedule

Day/ Date	Time	Activity	Persons to meet	Address/contact persons	Venue	Status (Confirmed /not)	Team Member involved
Tuesday, February 2015	17 5.00 pm	Arrival at Nairobi					Sophia
Wednesday, February 2015	18 8.00-09.00	Meeting with Head of Programmes	Lara Fossi	WFP Office	WFP office		Sophia & Warue
	10.00-11.30	Meeting with DFATD- CIDA	Gregory Naulikha and Kimani Mungai	Gregory's offices	CFC Stanbic Building; Museum Hill. Nairobi	Confirmed	Sophia & Warue
	12 -12.30	Security briefing	Mary Crawford	Mary's office	A120	Confirmed	Sophia & Warue
	14.00-16.00	Inception meeting with WFP (M&E and Country Programme)	Yvonne/Lara/Beatrice/Charles/Ruth/Zippy /Margaret/Alex/Tiina/Mary/Kim otho/Julius	WFP Conference room	B 119	Confirmed	Sophia & Warue
Thursday, February 2015	19 09.00-13.00	Meeting CTS programme staff	Alex, Tiina and Charles	WFP Conference room	A 128	Confirmed	Sophia & Warue

	13.00-13.30	Travel to MOEST offices	Sophia & Warue				Sophia & Warue
	14.00-15.00	Meeting with Director of Basic Education	Margaret Okemo	MOEST Offices	Jogoo House	Confirmed	Sophia
	14.00-17.00	Interviewing National School Meals and Health Team	Paul Mungai & Kibet Lagat	MOEST Offices	Jogoo House	Confirmed	Warue & Sophia <i>(Sophia to join in after meeting with Director of Basic Education)</i>
Friday, 20 February 2015	8.30-9.00	Meeting with WFP County Director	Ronald Sibanda	WFP	WFP	Confirmed	Sophia & Warue
	09.00-11.00	Meeting market access team	Zippy and Peter	WFP Conference room	A 128	Confirmed	Sophia
	12.00-13.00	Interview at AGMARK -Country Director	James Mutonyi	AGMARK Offices		Confirmed	Warue
	12.00 – 1.00	Meeting with logistics and finance	Michael, Eva, Olive, Ron	WFP	A128	Confirmed	Sophia

Saturday, February 2015	21	9am TBC	WFP Regional Programme Officer – Cash & Vouchers	Ernest Gonzales	Comfort Gardens		Confirmed	Sophia
Sunday, February 2015	22	09.00- 16.00	Travel from Nairobi to Isiolo					Sophia & Warue
Monday, February 2015	23	08.30- 10.00	Meeting with WFP, Head of Field office (Isiolo)	Josephine Muli	WFP Field Office	Isiolo Office	Confirmed	Sophia & Warue
		10.30- 13.00	Meeting CTS Field Monitors	Samuel, Dorcas, Bernadette	WFP Field Office	Isiolo Office	Confirmed	Warue
		10.00- 11.00	Meeting Isiolo County Governor		County Offices		TBC	Sophia
		11.00- 12.30	Meeting Isiolo Teachers Service Commission County Director				TBC	Sophia
		14.00- 15.30	Meeting Isiolo County Executive for Education	Ali Dima and County Principal Secretary			TBC	Sophia
		14.00- 15.30	Meeting Isiolo County Director of Education	Ahmed Boru Shone			TBC	Warue
		15.30-	Meeting with School Meals	Hussein Dima			TBC	Sophia

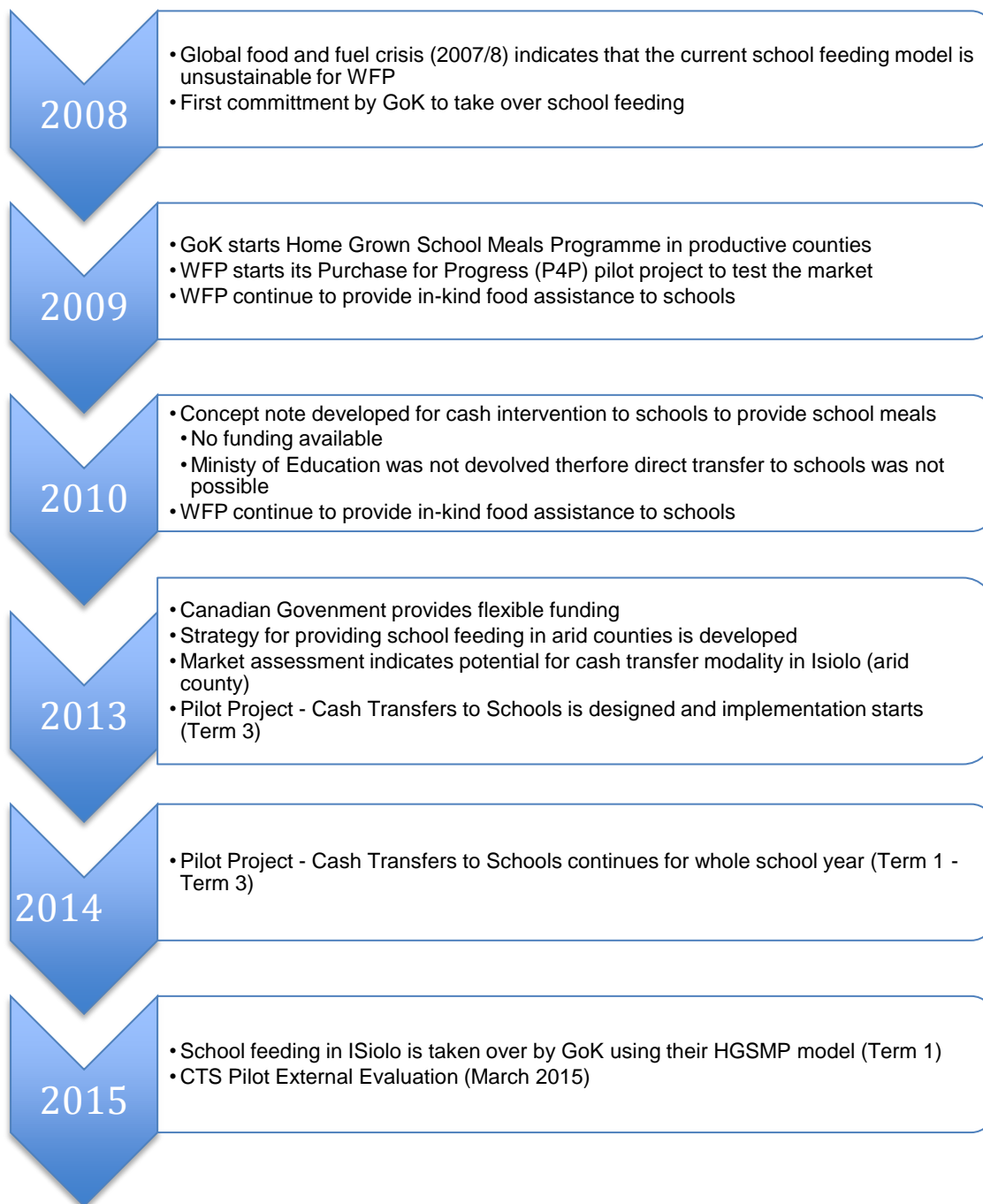
	17.00	Programme Officers						
	15.30-17.00	Meeting with County DICECE Officer-	Adan Happy Falana			TBC	Warue	
	17.00 – 18.00	Trader interviews				TBC	Sophia	
Tuesday, 24 February to Friday 6 March 2015		Field Work- Interviewing schools & traders	Separate detailed field itinerary (Annex 5)					Sophia & Warue
Saturday 7 March 2015	09.00-16.00	Travel from Isiolo to Nairobi.					Sophia & Warue	
Monday 9 March	Finalize analysis from fieldwork and prepare presentations							
Tuesday 10 March	2-4 pm	Debriefing on field visits and preliminary findings	Paul/Yvonne/Lara/Beatrice/Charles/Ruth/Zippy/Margaret/Alex/Tina/ Mary/Kimotho/Julius/cheryl	WFP Conference room	B119		Sophia & Warue	
Wednesday 11 March	10-11am	Debriefing on field visits and preliminary findings	External stakeholders	TBC	TBC		Sophia & Warue	
	4pm	Travel back to Australia					Sophia	

## Annex 7: Field visit schedule

Team 1: WARUE		
Day/ Date		Schools to visit
Tuesday, 24 February 2015		Daaba, Bula Mpya and meet Isiolo Traders. (Spend in Isiolo)
Wednesday, 25 February 2015		Waso (depart for Oldonyiro) Ndugu Zangu, Kipsing (Spend in Oldonyiro)
Thursday, 26 February 2015		Travel to Garbatulla(Spend in Garbatulla)
Friday, 27 February 2015		Gafarsa, Muchuro (Spend in Garbatulla)
<b>Saturday, 28 February 2015(Travel to Isiolo)</b>		
<b>Sunday, 1 March 2015 (Spend in Isiolo)</b>		
Monday, 2 March 2015		Kom, Bulesa, Goda (Spend in Merti)
Tuesday, 3 March 2015		Gamachu, Merti Boarding, Merti Muslim (Spend in Merti)
Wednesday, 4 March 2015		Mataarba, Korbesa (Spend in Merti)
Thursday, 5 March 2015		Travel to Isiolo/Finalize any pending activity/ school/ suppliers
Friday, 6 March 2015		Travel from Isiolo to Nairobi.

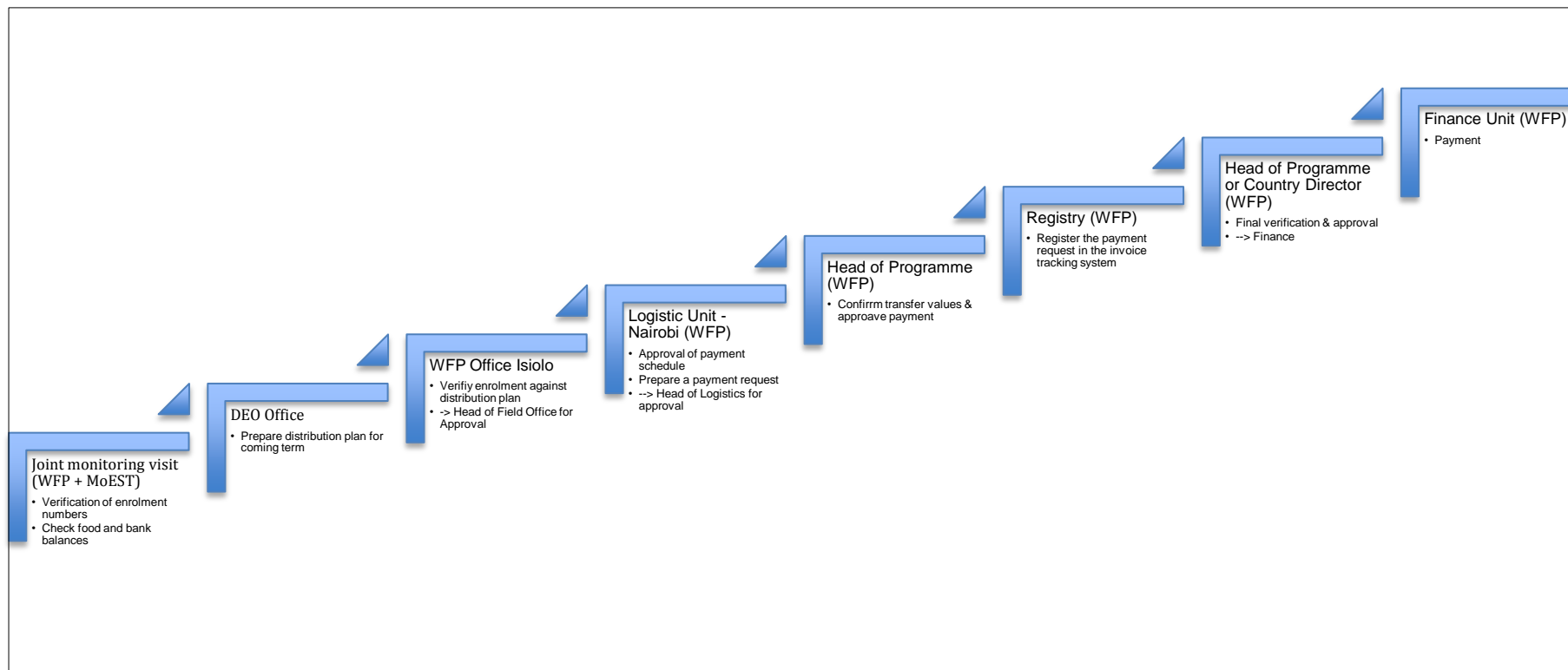
Team 2: SOPHIA		
Day/ Date		Schools to visit
Tuesday, 24 February 2015		Attan, Pepo la Tumaini, Emegen and meet Isiolo Traders.(Spend in Isiolo)
Wednesday, 25 February 2015		Wabera, Mwangaza, St. Kizito. (Spend in Isiolo)
Thursday, 26 February 2015		Galma Dido, Kinna, Algani (Spend in Kinna)
Friday, 27 February 2015		Rapsu, Wako Wario (Spend in Kinna)
<b>Saturday, 28 February 2015(Travel to Isiolo)</b>		
<b>Sunday, 1 March 2015 (Spend in Isiolo)</b>		
Monday, 2 March 2015		Kulamawe, Daawa (Spend in Modogashe)
Tuesday, 3 March 2015		Malkamansa, Gubatu, Mogore (Spend in Garbatulla)
Wednesday, 4 March 2015		Meeting with non-supplying traders (who received training)
Thursday, 5 March 2015		Meeting with bank managers re cash management
Friday, 6 March 2015		Travel from Isiolo to Nairobi.

## Annex 8: Timeline showing milestones in the lead up to the CTS Pilot Project

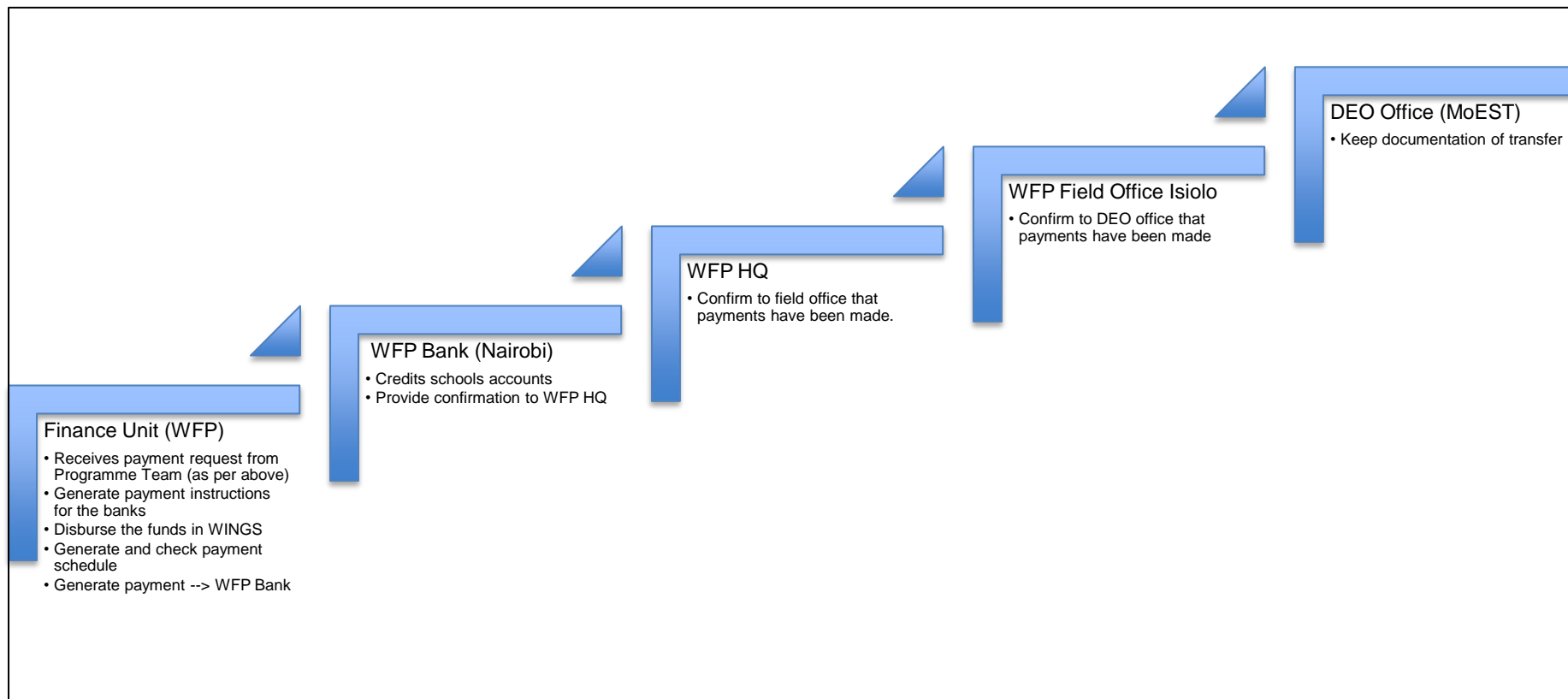




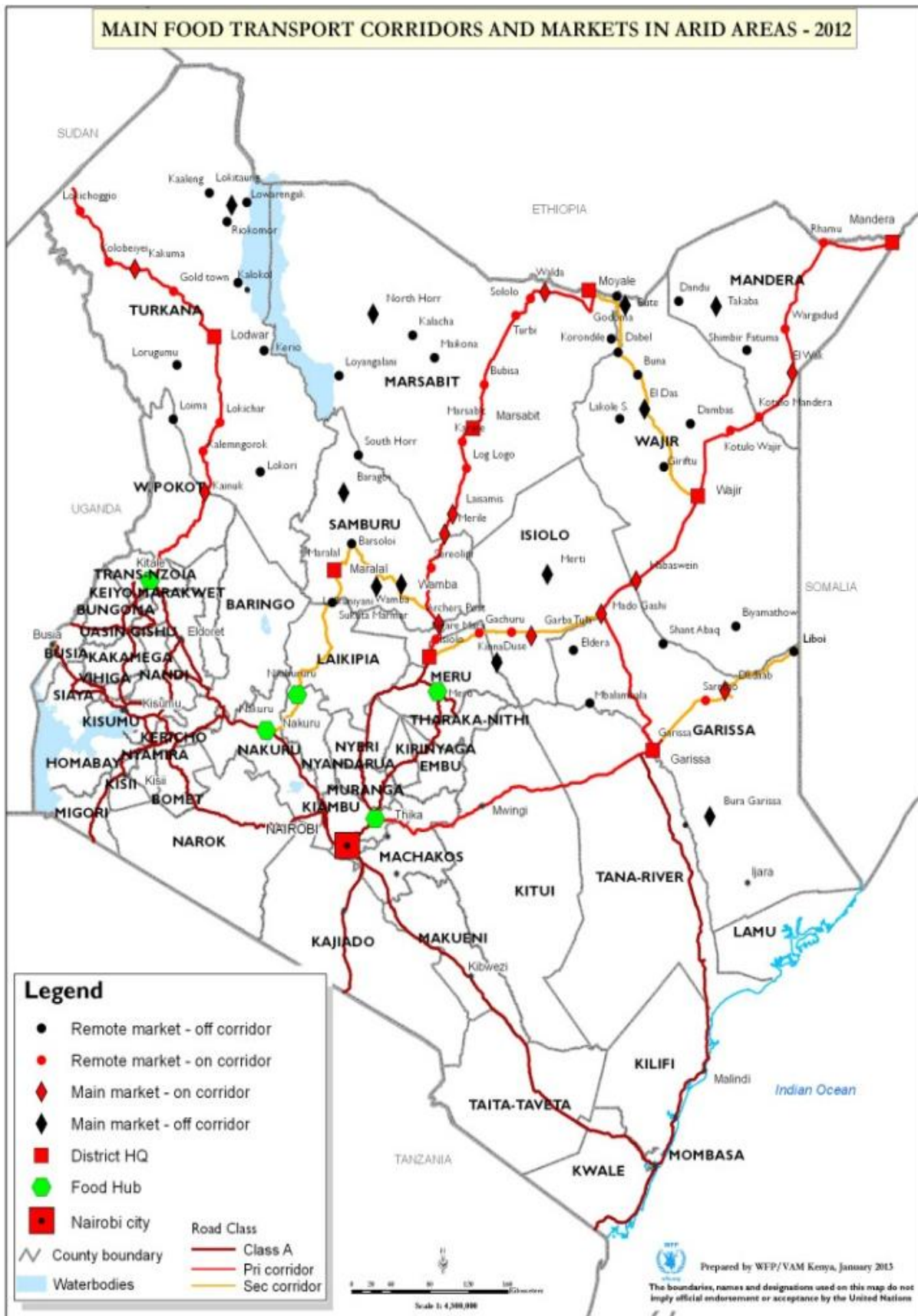
## Annex 9: Stage 1 of payment process: Approval



## Annex 10: Stage 2 of payment process: Payment to schools

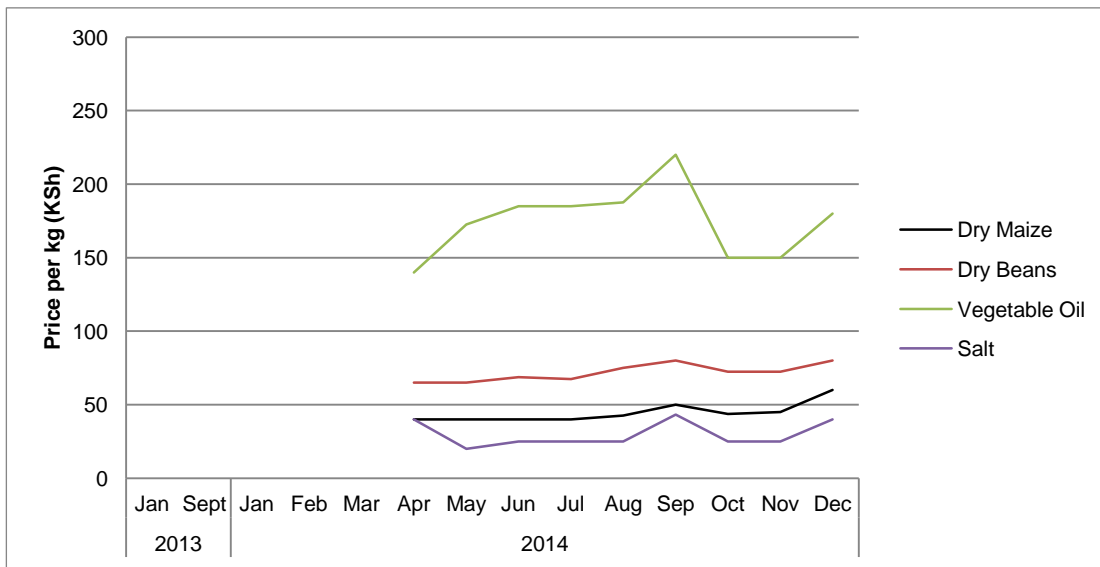


**Annex 11: Main food transport corridors and markets in the arid areas (2012)**



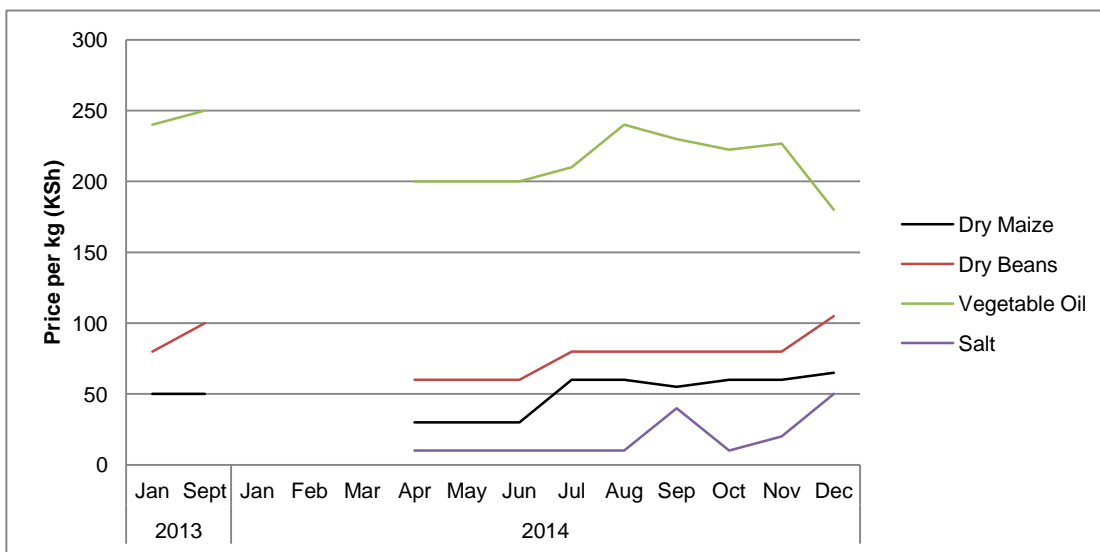
Source: WFP Kenya, VAM unit

## Annex 12: Market prices in Isiolo sub-county



Source: WFP market price monitoring data (VAM Unit)

## Annex 13: Market price data, Merti sub-county



Source: WFP market price monitoring data (VAM Unit)