

EVALUATION OF  
THE SCHOOL  
NUTRITION  
PROGRAMME

*Provincial Report:  
Eastern Cape*

May 2008



education

Department:  
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# 1

# INTRODUCTION

This report presents findings of the evaluation of the National School Nutrition Programme (NSNP) in the Eastern Cape Province. The evaluation period runs from 2004/05 to 2006/07. KPMG was awarded the tender to evaluate the implementation of the NSNP in all nine provinces. The core requirements of the evaluation are to determine the extent to which the programme is meeting its objectives and to assess whether allocated resources are utilised effectively and efficiently. The programme was evaluated at provincial, district and school levels.

# 2 BACKGROUND

The Primary School Nutrition Programme (PSNP) was introduced in the Department of Health in 1994 as one of the Presidential lead projects under the Reconstruction and Development Programme. Its aim was to enhance the educational experience of needy primary school learners through promoting punctual school attendance, alleviating short-term hunger, improving concentration and contributing to general health development. In its first ten years, the PSNP was jointly managed at the national level by the Department of Health and the Department of Education. The Department of Health was responsible for the nutritional and health aspects, and the Department of Education for the school and educational elements.

In September 2002, Cabinet resolved that school nutrition should be transferred from the Department of Health to the Department of Education, which should assume full responsibility by April 2004. The decision was based on the consideration that school feeding should be housed in the Department of Education given the important education outcomes of the intervention, as well as the fact that it is implemented in schools, which are the functional responsibility of the Department of Education. An additional consideration was that it would facilitate the inclusion of school feeding into the broader context of education development, a prerequisite for successful and sustainable school-based programmes.

The NSNP completed a cycle of three years under the management of the Department of Education in the Eastern Cape. The national guidelines (*NSNP Implementation, Monitoring and Reporting Manual, January 2004*) were adopted by the province as the official provincial guidelines for the implementation of the NSNP and provided to all stakeholders. Key elements of the guidelines include:

- Outlining provincial responsibilities in monitoring and implementing the NSNP.
- Outlining minimum requirements regarding feeding days (156 days) and time (before 10h00).
- Establishing standard menu options including cooked and non-cooked options.
- Providing the necessary utensils to schools for food preparation.
- Implementing effective procurement strategies.
- Establishing proper business planning and financial management systems.
- Giving preference to women's community-based organisations as service providers.
- Facilitating the development of food gardens.
- Supporting nutrition education through the curricular activities in life orientation.
- Implementing a monitoring system to ensure regular feeding, food quality and safety, as well as an appropriate information system.

The guidelines also stipulate that:

- Provinces may elect to supplement the NSNP conditional grant with funds from their budgets.
- Provinces must submit an annual business plan in order to access funds and fulfil all financial management requirements of the Public Financial Management Act.

According to terms of reference for the evaluation, the objectives of the NSNP are:

- To contribute to enhanced learning capacity through school feeding.
- To generate food production and economic activities in school communities in order to improve household food security.
- To strengthen nutrition education for the school community.

The following table represents the district areas as well as the number of schools and learners being serviced.

**Table 1: Number of schools and learners by district**

<i>District</i>	<i>Number of schools</i>	<i>Number of learners</i>
Bizana	200	82,514
Lusikisiki	332	121,106
Maluti	194	49,299
Mount Fletcher	178	35,925
Mount Frere	230	78,274
Sterkspruit	169	34,764
Cradock	72	10,935
Fort Beaufort	203	24,137
Graaff-Reinet	86	11,463
Grahamstown	78	10,741
Port Elizabeth	159	60,658
Uitenhage	129	33,091
Cofimvaba	277	58,782
Engcobo	210	54,667
Idutywa	342	84,896
Lady Frere	168	28,690
Libode	381	130,720
Qumbu	237	55,667
Mthatha	312	98,484
Butterworth	364	72,680
East London	199	50,392
King Williams Town	332	52,708
Queenstown	126	24,702
<i>Total</i>	<i>4,978</i>	<i>1,265,295</i>

The NSNP is located in the Special Programmes section at provincial level, where it is managed by permanent staff, and at district level where the programme is monitored by both permanent and seconded coordinators.

In compliance with Section 27(5) of the Division of Revenue Act, the National Department of Education commissioned an evaluation of the programme in June 2007. The Act requires that the receiving officer annually evaluates the performance of programmes funded or partially funded by an allocation.

# 3 METHODOLOGY

The evaluation was made up of three main components and included both qualitative and quantitative elements. First, key stakeholder interviews were carried out at provincial, district and school levels. Second, a school survey was carried out in a nationally representative sample of 271 schools. Third, 30 school visits were made across nine provinces. These components are discussed in more detail below.

**Key stakeholder interviews:** Semi-structured interviews were carried out at provincial level with the programme manager, at district level with the nutrition coordinators and liaison officers, and at school level with principals and/or nutrition coordinators in schools. The main aim of these interviews was to get a sense of programme achievements and challenges.

**School survey:** A nationally representative sample of schools was selected to form the basis of the school survey. The sample size of 271 schools is representative at a national level with a 90% confidence interval and 5% margin of error. The table below shows that the sample of 271 schools was distributed to each province according to population size (Stats SA, 2001). The school survey was based on data available in district offices responsible for monitoring the programme in schools.

**Table 2: Distribution of sample size**

<i>Province</i>	<i>Urban</i>	<i>Rural</i>	<i>Total</i>	<i>Urban (%)</i>	<i>Rural (%)</i>	<i>Total (%)</i>	<i>No of schools in categories</i>		
							<i>Total Schools</i>	<i>Urban Schools</i>	<i>Rural Schools</i>
Eastern Cape Total	2,451,452	3,985,315	6,436,767	38	62	14	39	15	24
Free State Total	2,016,016	690,764	2,706,780	74	26	6	16	12	4
Gauteng Total	8,723,381	456,684	9,180,065	95	5	20	56	53	3
KwaZulu-Natal Total	4,263,415	5,162,602	9,426,017	45	55	21	57	26	31
Mpumalanga Total	1,198,962	2,064,009	3,262,971	37	63	7	20	7	13
Northern Cape Total	689,971	210,239	900,210	77	23	2	5	4	1
Limpopo Total	540,295	4,561,262	5,101,557	11	89	11	31	3	28
North-West Total	1,285,806	1,995,278	3,281,084	39	61	7	20	8	12
Western Cape Total	4,061,229	463,104	4,524,333	90	10	10	27	24	3
<b>Grand Total</b>	<b>25,230,527</b>	<b>19,589,257</b>	<b>44,819,784</b>	<b>56</b>	<b>44</b>	<b>100</b>	<b>271</b>	<b>153</b>	<b>118</b>

As shown in the table above, the provincial sample (highlighted) was divided into rural and urban samples, proportionate to the overall rural and urban population of the province (Stats SA, 1996). Three districts were then selected per province (two in Northern Cape due to the small population) to participate in the evaluation, shown in the table below.

The rural and urban school samples were then randomly selected from a Department of Education list per province which reflected urban and rural schools, from within the three districts selected.

The selection of districts was carried out with consideration given to the rural/urban divide as well as time and cost constraints associated with school visits discussed below. Project deadlines and budget allowed a one week period for data collection per province which meant that travelling could not exceed one day per school visit. School lists provided by the Department of Education were used to randomly select the sample of schools from the three districts identified.

**School visits:** A total of 30 school visits were carried out in the nine provinces. It was decided that eight provinces should receive three school visits each and Northern Cape, two visits. Two additional visits were carried out in the Western Cape and Gauteng because of their ability to accommodate these visits at the end of the school year. Schools to be visited were randomly selected from school lists, one per each of the three districts identified above. Schools selected that required more than a day's travel were replaced with the next school on the list of randomly selected schools.

**Table 3: Sample schools**

<i>Province</i>	<i>District</i>	<i>Area</i>	<i>School visited</i>	<i>Rural/ Urban</i>
Eastern Cape	East London	Duncan Village	Makinana Primary	Urban
	King Williams Town	Pikoli Location; Peddie	Mbanyasza Primary	Rural
	Mthatha	Kwazidenge Village; Stutterheim	Isidenge/Thembelihle Primary	Rural
		Madwaleni; Mqanduli	Madwaleni Primary	Rural
Free State	Motheo	Bloemfontein	Maboloka Primary	Urban
	Lejweleputswa	Welkom	Matshediso Primary	Rural
	Xhariep	Jaegersfontein	Austinspost Primary	Rural
Gauteng	Tshwane North	Soshanguve	Shalom Primary	Urban
		Soshanguve	Entokozweni Primary	Urban
	Jo'burg South	Orange Farm	Rafelletse Primary	Rural
		Orange Farm	Laus Deos Primary	Rural
	Jo'burg North	Vlakfontein	Blair Athol Farm School	Rural
KwaZulu-Natal	Empangeni	KwaMthethwa	Thembalimbe Primary	Rural
	Ilembe	Ndwedwe	Qalimfundo Primary	Rural
	Umlazi	Durban	Avoca Primary	Urban
Mpumalanga	Gert Sibande	Highveld Ridge	Gweda Primary	Rural
	Nkangala	Delmas	Rietkol Primary	Rural
	Nkangala	Witbank	Edward Matyeka Primary	Urban
Northern Cape	Namaqua	Springbok	Carolusberg Primary	Urban
	Francis Baard	Rietrivier	Rietrivier Primary	Rural
Limpopo	Capricorn	Polokwane	Zone 8 Primary	Urban
	Capricorn	Polokwane	Bailafuri Primary	Rural
	Sekhukhune	Pokwane	Mogalatladi Primary	Rural
North-West	Klerksdorp	Mafikeng	Abontle	Urban
	Mmabatho	Mmabatho	Lokaleng Primary	Rural
	Lichtenburg	Biesiesvlei	Itekeng Primary	Rural
Western Cape	Metro South	Mitchells Plain	Cornflower Primary	Urban
	Metro South	Old Crossroads	Imbasa Primary	Urban
	Overberg	Stanford	Okkie Smuts	Urban
	West Coast/Winelands	Paarl	Joosteberg Farm School	Rural

The table above shows that a total of 18 rural and 12 urban schools were visited.

### 3.1 LIMITATIONS

The school survey used data available in district offices. Record keeping, particularly for 2004, was generally found to be poor. Many district offices across the country do not keep files on each school in their jurisdiction that is on the Nutrition Programme. This meant that in certain instances, district programme staff familiar with a school had to be interviewed in order to answer the questionnaire. In some instances, schools were contacted directly for information or submitted their records to the district office in order for the school survey to be completed. Records kept by food and beverage interns responsible for monitoring schools in certain areas were used in Gauteng.

The randomness of sampling was constrained by time deadlines and budget. As highlighted above, three districts were selected per province first, based on travel time anticipated to reach district offices. To ensure completion of fieldwork within one week per province, this needed to be within one day. The sample of schools was then randomly selected from within the three districts. Furthermore, schools identified for visits were also randomly selected, but from within the three districts identified.

# 4 OBJECTIVES

## 4.1 FINDINGS

All three levels (i.e. provincial office, district office and schools) list the following as the objectives of the programme:

- The primary objective is that learners are fed.
- The secondary objective is that of food production and nutrition education.

The provincial office further states that its other objectives are:

- Improved working capacity of district offices.
- Decentralisation of procurement and payments. It is important to note that the Eastern Cape is forging ahead with changing their procurement model from a centralised model to a decentralised set-up.

The schools had the following as their other objectives:

- Identifying the orphaned and vulnerable children within their communities and ensuring that they are fed at all times.
- Ensuring that orphaned and vulnerable children are given the necessary support through other initiatives, e.g. Social Services, Department of Health, etc.

The following is what the interviewees concluded:

### Objective 1 – To contribute to enhanced learning capacity through school feeding

The province, district officials and schools could not agree that this objective was being met as feeding was not taking place every day. This is due to irregular deliveries of foodstuffs and the delivery of stale bread at times.

### Objective 2 – To generate food production and economic activities in school communities in order to improve household food security

This objective is difficult to achieve because of the lack of water at some schools as well as security problems at schools.

### Objective 3 – To strengthen nutrition education for the school community

This objective is being met as it is imperative in the classroom.

## 4.2 CONCLUSION

It is our conclusion that the objectives of the programme are thoroughly understood by all involved in the programme. However, whilst a lot is being done to ensure that the programme achieves its stated objectives, the following challenges limit performance:

- Late payments to service providers which frequently lead to non-delivery of foodstuffs.
- Late payments to meal servers which may lead to non-attendance by them and ultimately no feeding.
- The service level agreements that are in place between the province and the service providers are not monitored and this has resulted in the delivery of inadequate quality of foodstuffs.

# 5 SYSTEMS

## 5.1 FINANCIAL MANAGEMENT

### 5.1.1 Findings

#### *Current process*

At the beginning of each year, a budgeting process is undertaken whereby district offices determine the exact budget requirement of each school. This is done through a survey where the exact number of learners enrolled at a school is determined. The number of learners is then multiplied by a factor (R1.19 per learner) to arrive at the total daily feeding budget per school.

At the same time, the province has also determined the number of feeding days for the period. The total number of learners is also multiplied by the factor above to arrive at the total feeding budget for the year. Other costs are also calculated and the total budget for the School Nutrition Programme (SNP) is determined.

A budget allocation letter is sent to each district office. This budget allocation letter is broken down between the following:

- Food budget.
- Meal server budget.

This letter also indicates the exact feeding days per month.

#### *Systems for financial reporting/accountability*

The province utilises Basic Accounting System (BAS) and LOGIS to manage its finances. Payments are made through these after the verification of all supporting documentation. The following refers:

- Original contract.
- School details (i.e. school name, EMIS number, plus the total learners fed).
- Stamped goods received vouchers.
- Correct invoices.

#### *Budget and expenditure*

No financial information could be obtained due to the ongoing fraud investigations in the province. None of the current officials have access to the required information.

#### *Strengths*

The province has adequate financial management systems in place that enable it to compile efficient reports.

#### *Challenges*

##### **Suspension of previous officials**

All provincial officials on the programme were recently put on suspension during the fraud investigations and this means that all the current staff are new officials. The investigation has also resulted in the non-availability of the previous year's records.

### **Financial management capacity**

A backlog of payments to service providers was experienced during the 2006/07 period and this has been attributed to inadequate staff capacity in the finance office at provincial level.

### **BAS**

District office coordinators do not readily have access to BAS so as to check progress of payments to service providers.

### **Meal server payments**

Payments to meal servers are always late (i.e. in some cases as late as eight months) and this is attributed to the fact that payments are only processed once the relevant attendance registers are received from schools.

### **5.1.2 Conclusion**

The programme was recently suspended for procedural flaws and possible fraud which resulted in the suspension of a number of programme officials. This has placed a major burden on remaining staff who have been unable to manage the workload and maintain payments to service providers. This has, in turn, resulted in irregular deliveries of food to schools.

## **5.2 SUPPLY CHAIN MANAGEMENT**

### **5.2.1 Findings**

#### ***Overview***

The Eastern Cape currently uses a centralised provincial procurement model. This means that all procurement and payments are effected at provincial level. Challenges related to the fraud investigation that impact on the supply chain management (SCM) system have been discussed above.

Feeding contracts in the 2006/07 period were awarded to small, medium and micro enterprises (SMMEs) in 17 districts and cooperatives in six districts. Service level agreements are also meant to have been signed with all stakeholders that will be involved in delivering food to schools. Goods are then inspected upon receipt by schools, and the goods received vouchers are then forwarded to district offices for capturing. The service providers will, at the same time, compile their invoices and these are forwarded to the provincial office (i.e. the programme payment centre). This is where all documents are then reconciled and verified, and payments are processed through BAS/LOGIS.

#### ***Roles and responsibilities***

##### **Provincial office**

- Overall programme management.
- Appointment of suppliers.
- Placement of orders.
- Ensures that all supporting documentation is kept and filed.
- Appointment of meal servers and payment of meal servers.
- Payment of suppliers.
- Management of grant funds and budget.

##### **District office**

- Monitoring and support.

## School

- Ensures that all learners are fed.
- Regularly monitors food delivery as well as its quality.
- Encourages community and parent involvement.

## Supplier

- Supplies food to school according to the feeding calendar and according to quantity and quality specifications.

## Challenges

- Food products for cooked meals were not delivered in 2006 due to non-payment by province. As discussed above, this was due to the suspension of officials in the provincial programme office.
- The use of non-local suppliers is considered to be a major inconvenience, at times, as the bread sometimes arrives late and is stale.

### 5.2.2 Conclusion

The procurement model currently in use, although appropriate for the vastness of the province as well as the number of schools being serviced, does need to be improved so that service delivery can go back to the routine provision of cooked meals. The reported fraud and the late deliveries of stale bread are all due to a breakdown in the internal control systems.

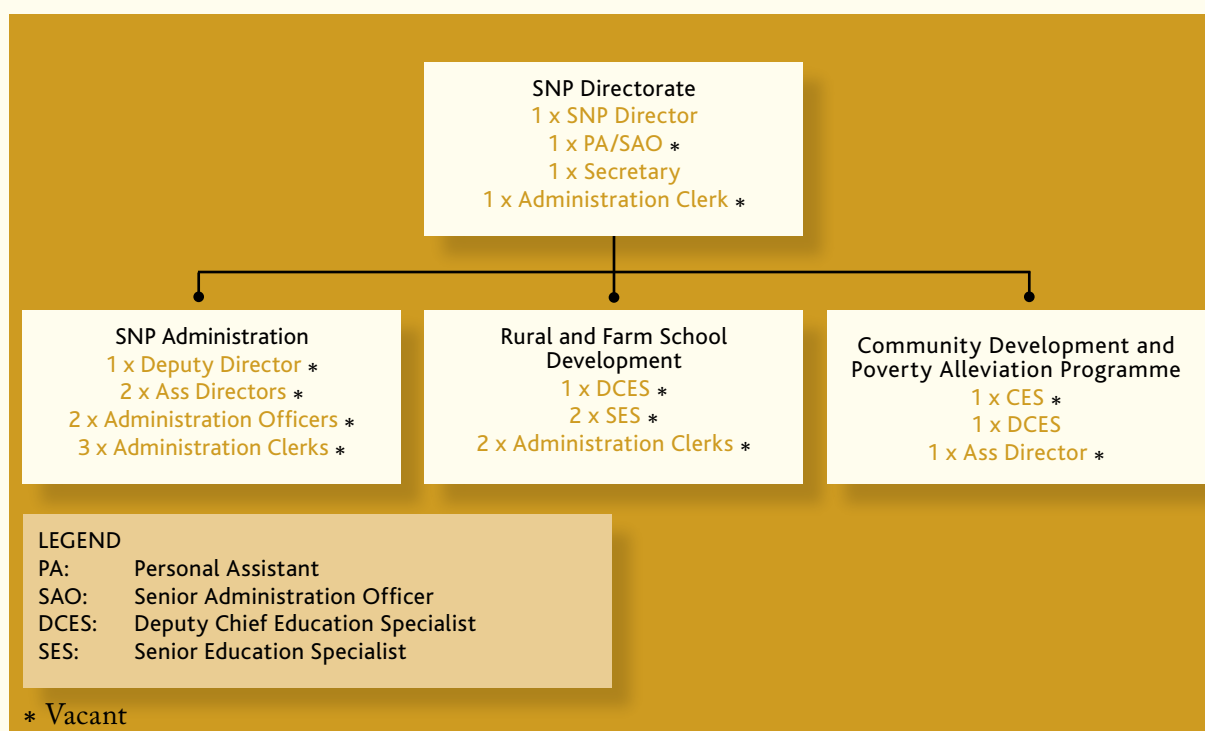
## 5.3 ADMINISTRATIVE SYSTEMS

### 5.3.1 Human resources

#### Findings

##### Current structure

The provincial School Nutrition Programme (SNP) is a stand-alone directorate. The provincial office structure is as follows:



The diagram shows that there are a high number of vacancies in the programme. The province has been reluctant to make new appointments whilst the fraud investigations are under way.

The following represents filled posts in the district offices:

- 23 x senior education specialists.
- 23 x senior administration officers.
- 23 x administration officers.

We were unable to determine the exact approved organogram as the people currently employed in the programme are all new (i.e. all old officials were suspended during the fraud investigations).

#### **Roles and functions**

The NSNP staff members at provincial level are responsible for the facilitation and coordination of the programme outlined below. As reflected in the organogram above, only the director post is filled.

- The director is responsible for overall programme management; planning framework; and policy formulation.
- The deputy director is responsible for mobilising community and stakeholder participation; ensuring function of administrative structures; risk management; and monitoring of service delivery.
- The assistant directors are responsible for implementing procurement policies and strategies; ensuring monthly preparation of financial and operational reports; and monitoring service delivery.

#### **Training and development**

Staff members at provincial as well as district level indicated that they have the appropriate skills to implement the programme. Competencies required at provincial and district levels are project management financial management, report writing, computer literacy, monitoring and evaluation, and facilitation skills.

The province has access to training and development programmes in the following:

- Sustainable food production.
- Nutrition education.

#### ***Conclusion***

The following represents our conclusion on human resources in the Eastern Cape:

- The province has 4,978 schools to feed and monitor, which means that each district has an average of 216.4 schools each. Considering the distances that have to be covered by the district coordinators in visiting these schools, it is concluded that the current structure is grossly under-resourced.
- The number of vacancies at provincial office is also seriously hampering progress in managing and implementing the programme. Delays in the payment of service providers and meal servers are a likely result of this problem. Although a training budget existed for the 2007/08 period, it is considered to be seriously inadequate for any meaningful staff development. Reference has been made to the current financial period as a base since we could not obtain figures for the previous financial periods.

### ***5.3.2 Planning***

#### ***Findings***

##### **Current system**

The provincial office is responsible for the compilation of the yearly business plan which includes:

- Programme objectives.
- Feeding schedule and menu options.
- Procurement of services and goods.
- Programme management team.

- Monitoring and reporting.
- Communication strategy.
- Budget and cash flow.

Once compiled, the business plan is forwarded to the national office for collation and approval.

At district level, coordinators are required to compile their own weekly activity plans in line with the business plan. They are also required to visit all schools within their respective district areas. It was noted, however, that none of the districts made use of weekly activity plans and therefore many of the schools do not receive visits.

### *Conclusion*

It is our belief that the business plan can never be complete and accurate without proper input from district offices. It is thus our conclusion that the business plan, as it stands currently, is incomplete as it is insufficiently informed by district reports. Planning for the effective monitoring of the programme at school level needs to be improved.

### *5.3.3 Monitoring and evaluation*

#### *Findings*

##### **Schools**

Eastern Cape schools have Section 20 status which means that all procurement and payments are done centrally, at provincial level. The following represents procedures carried out by schools when it comes to monitoring and evaluation:

- Inspect all deliveries and check that quantities received agree with orders.
- Check that all food delivered is of good quality (e.g. ensure that food items are not expired).
- Check food being served to learners and ensure compliance to approved menu.
- Taste all food being served and ensure that it is edible.

##### **District offices**

District coordinators are responsible for all monitoring and evaluation work at schools. This is done through the following:

- Visits to monitor feeding implementation.
- Telephone calls to all other schools not visited during that quarter to determine if the schools are coping.

##### **Province**

On a monthly basis, the province is supposed to visit the districts and do the following:

- Check that files are kept for all schools and that all monitoring and evaluation information is kept on file.
- Visit schools and complete the same monitoring and evaluation tool as is completed by district coordinators.

#### *School visits*

Four schools were visited as part of the evaluation and the following represents our observations. Although the programme is currently experiencing some challenges (i.e. procurement model not working and there are investigations of fraud), feeding still takes place daily. Food provided is uncooked due to these disruptions. Table 4 summarises findings from school visits.

**Table 4: Findings from school visits**

<i>School</i>	<i>Required</i>	<i>Actual</i>	<i>Comment</i>
Madwaleni	Menu – bread	One large slice of bread spread with margarine and jam, i.e. all bread is cut by hand and all portions are large and are not the same size.	<ul style="list-style-type: none"> <li>• The food was tasty and looked fresh.</li> <li>• School complained of the following: non-deliveries (i.e. sometimes for weeks on end), stale bread, incomplete deliveries, as well as late deliveries.</li> </ul>
Makinana	Menu – bread	One large slice of bread spread with margarine and jam, i.e. all bread is cut by hand and all portions are large and are not the same size.	<ul style="list-style-type: none"> <li>• The food was tasty and looked fresh.</li> <li>• School complained of the following: non-deliveries (i.e. sometimes for weeks on end), stale bread, incomplete deliveries, as well as late deliveries.</li> </ul>
Isidenge	Menu – bread	One large slice of bread spread with margarine and jam, i.e. all bread is cut by hand and all portions are large and are not the same size.	<ul style="list-style-type: none"> <li>• The food was tasty and looked fresh.</li> <li>• School complained of the following: non-deliveries (i.e. sometimes for weeks on end), stale bread, incomplete deliveries, as well as late deliveries.</li> </ul>
Mbanyaza	Menu – bread	One large slice of bread spread with margarine and jam, i.e. all bread is cut by hand and all portions are large and are not the same size.	<ul style="list-style-type: none"> <li>• The food was tasty and looked fresh.</li> <li>• School complained of the following: non-deliveries (i.e. sometimes for weeks on end), stale bread, incomplete deliveries, as well as late deliveries.</li> </ul>

### Feeding

All learners interviewed confirmed that they received food on most days. They further confirmed that they would “not go to school” if the programme was terminated because some of them were hungry when they got to school in the mornings. It was noted that none of the schools visited and surveyed completed feeding before 10h00. The officials responsible said that they were unaware of the rule that all feeding must be complete by 10h00.

Table 5 summarises findings from school visits related to food preparation and storage facilities.

**Table 5: Storage facilities and preparation and serving of food**

<i>School</i>	<i>Storage facilities</i>	<i>Toilet facilities</i>	<i>General facilities</i>	<i>Food preparation area</i>
Madwaleni	<ul style="list-style-type: none"> <li>• Wendy house.</li> <li>• Floor not cemented.</li> <li>• Clean with good ventilation.</li> <li>• Food items have valid expiry dates.</li> </ul>	<ul style="list-style-type: none"> <li>• 200m away.</li> <li>• Open-pit toilet.</li> </ul>	<ul style="list-style-type: none"> <li>• School is generally very neat and tidy.</li> <li>• Garbage is disposed of by burning papers and stuffing everything else in a pit.</li> </ul>	<ul style="list-style-type: none"> <li>• Preparation takes place in a disused classroom that is very soiled.</li> <li>• Only rain water in use.</li> </ul>
Makinana	<ul style="list-style-type: none"> <li>• Strong room.</li> <li>• Tidy facilities.</li> <li>• Food items have valid expiry dates.</li> </ul>	<ul style="list-style-type: none"> <li>• Toilets are 70m away from the storage area.</li> <li>• Smelly blocked toilets.</li> <li>• Insufficient ventilation.</li> </ul>	<ul style="list-style-type: none"> <li>• School is generally very neat and tidy.</li> <li>• Garbage is disposed of by burning papers and stuffing everything else in a pit</li> </ul>	<ul style="list-style-type: none"> <li>• Preparation takes place in a clean and tidy dedicated kitchen.</li> <li>• Kitchen is very tidy and clean.</li> <li>• Toilets are 30m away but very clean.</li> <li>• Washing facilities with fresh running water (i.e. basin and tap).</li> </ul>

<i>School</i>	<i>Storage facilities</i>	<i>Toilet facilities</i>	<i>General facilities</i>	<i>Food preparation area</i>
Isidenge	<ul style="list-style-type: none"> <li>• Food stored in a dilapidated shed.</li> <li>• Floor not cemented.</li> <li>• Food items have valid expiry dates.</li> </ul>	<ul style="list-style-type: none"> <li>• Toilets are 100m away.</li> <li>• Smelly blocked toilets.</li> </ul>	<ul style="list-style-type: none"> <li>• School is generally very neat and tidy.</li> <li>• Garbage is disposed of by burning papers and stuffing everything else in a pit.</li> </ul>	<ul style="list-style-type: none"> <li>• Preparation takes place in a garden shed.</li> <li>• There is dirt behind the shed.</li> <li>• Smell of urine behind the shed.</li> <li>• Shed full of flies.</li> <li>• No table for food preparation.</li> <li>• Water point is about 70m away.</li> </ul>
Mbanyaza	<ul style="list-style-type: none"> <li>• Lockable office.</li> <li>• Tidy and clean facilities.</li> <li>• Food items have valid expiry dates.</li> </ul>	<ul style="list-style-type: none"> <li>• Toilets are far away.</li> </ul>	<ul style="list-style-type: none"> <li>• School is generally very neat and tidy.</li> <li>• Garbage is disposed of by burning papers and stuffing everything else in a pit.</li> </ul>	<ul style="list-style-type: none"> <li>• Preparation takes place in a clean dedicated kitchen.</li> <li>• Kitchen is very hygienic and secure.</li> <li>• Only rain water in use.</li> </ul>

All bread is cut by hand by the food preparers. None of the servings were measured by the meal servers.

### **Food gardens**

- Of the four schools visited, only Isidenge had a food garden.
- Makinana has had a garden in the past which was discontinued after theft and vandalism was experienced.
- Mbanyaza and Madwaleni have no water sources and thus no food gardens.

### **Garbage disposal**

It was noted that all the schools visited had inadequate garbage disposal facilities, i.e. these consisted of open pits where all litter (including paper and plastics) would be burnt once the pits were full. The problem with this facility is that paper and plastic blow about in the wind and then litter the area around the pit. All schools visited disposed of biodegradable material from the kitchen in gardens.

### **Reporting**

Very minimal reporting takes place in that the districts appear to visit the schools only when delivery problems are experienced. This appears to be due to the limited availability of vehicles and staff who do not have drivers licenses.

### **Conclusion**

The following represents our conclusions:

- There is insufficient monitoring and evaluation taking place both at district and school levels, by district coordinators and provincial staff. This is due to uncertainties being experienced by the current staff (i.e. these are all new staff) as well as the limited availability of staff (please refer to section on human resources).
- The pending fraud investigations have caused fear among new office bearers and thus it takes time to make crucial decisions.
- Staff has not been given adequate training in monitoring, evaluation and support practices.
- The challenges currently being experienced in relation to bread deliveries mean that learners are not always fed and sometimes not on time.
- It is our conclusion that none of the schools visited completed feeding before 10h00, as required per the national guidelines.
- Schools have insufficient facilities and this may result in unintended incidents, e.g. outbreaks of diseases.
- Food gardens are still going to take a long time to be implemented as most schools do not have access to water and adequate security.

### *5.3.4 Targeting*

#### *Findings*

In line with national guidelines, the Eastern Cape focuses its feeding at all qualifying primary schools, i.e. those primary schools classified as quintiles 1 to 3 and from grades R to 4. Grades 5 to 7 are excluded. It is important to note that although all qualifying learners (i.e. grades R to 4) at the above classified schools are targeted, the final approval is based on availability of funds. Should there still be funds available after this process has been completed, schools classified as quintiles 4 or 5 are also included in the programme.

It should also be noted that National Department of Education gives provinces the autonomy to decide how widely to target within each quintile. This is the case since provinces are encouraged to seek other sources of funding to augment their programme funding.

It is the feeling of all those interviewed that the programme needs to be available to all learners, especially those specifically in primary school (i.e. grades R to 7). It is believed that the current scenario is highly demoralising to the older children who possibly have to “watch younger children eat daily without any food in their stomachs”.

#### *Conclusion*

The status quo is that primary schools consist of learners from grades R to 7 and as such, the current system of targeting is unfair to primary school learners in grades 5 to 7. This leads to a great deal of unhappiness among the grades 5 to 7 learners who may also be from the same families as the younger learners.

It is evident that the conditional grant is the only source of funding for the programme in the Eastern Cape.

### *5.3.5 Institutional arrangements*

#### *Findings*

The programme has its own Directorate in the Eastern Cape. This means that it is headed by its own director who reports to a chief director. It should be noted, however, that there is no chief director at the moment as the current official has been suspended in regard to pending fraud investigations. The programme is housed under the Special Services Unit in the districts and incorporates other programmes like sport, HIV and AIDS, etc.

The district coordinators at district office level are meant to report to the manager of Special Services, who in turn reports to the district director. The number of coordinators is meant to be dependant on the size of the district (i.e. the number of schools) as well as the distances that need to be covered for monitoring and support. This is however, currently not the case (please refer to the section on human resources).

At school level, a delegated educator is assigned the responsibility of coordinating nutrition and this official reports to the principal. Food preparers are appointed for the preparation of all the required meals.

#### *Conclusion*

Although there are serious staff shortages, there is adequate integration of the programme into the provincial and district office structures. At provincial level, the establishment of a Directorate for the programme is considered appropriate given the size of the population and province.

### *5.3.6 Communication*

#### *Findings*

The province facilitates between six and seven inter-district meetings per year. These meetings are intended to convey crucial messages to the district coordinators, as well as identify challenges that may be experienced at the time. Although district coordinators did confirm that such meetings do take place, we are of the opinion that much was lacking by way of training on procedures and policies, e.g. some of the district coordinators were unaware that schools had to complete feeding by 10h00 every morning.

We were informed that meetings with schools and suppliers are only organised when there are challenges to be discussed. It is also important to note that information sessions are held with suppliers at the beginning of the financial period, to ensure that all service providers have a uniform understanding of their requirements.

#### *Conclusion*

It is our conclusion that although the province facilitates inter-district meetings, their effectiveness could not be ascertained. It is evident that there are important gaps in information and training provided to districts.

# 6 OUTPUTS

For the purposes of this evaluation, outputs of the programme were defined as achievements of the programme that impact indirectly on learning. Outcomes of the programme, discussed in the next section, were regarded as achievements of the programme that impact more directly on learning, namely the percentage of targeted learners fed and compliance with minimum feeding days. Outputs of the programme were identified as:

- The presence of active food gardens in school.
- Economic activity related to food gardens.
- Community participation in the running of the programme in the school.

Assessments of all of these achievements were included in the school survey, the findings of which are presented below along with other sources of information.

## 6.1 FINDINGS

### 6.1.1 *Active food gardens*

The establishment of active food gardens at schools and immediate communities is seen as an important indicator of performance of the programme because it ensures sustainability of the programme in the long term and also improves food security of school communities.

The table below shows the percentage of schools in the Eastern Cape with food gardens active during the evaluation period.

**Table 6: Percentage of schools with active food gardens**

<i>Calendar year</i>	<i>Complies</i>	<i>No record</i>	<i>Does not comply</i>
2004	15.4%	0.0%	84.6%
2005	25.6%	0.0%	74.4%
2006	48.7%	0.0%	51.3%

It is evident from the above table that while a little less than half of schools in the province have active food gardens, there are still many schools that do not. The percentage of schools that have active food gardens has been increasing from the 2004 period to the 2006/07 period. The following represents challenges being experienced by schools and therefore hindrances to starting and maintaining active food gardens in more schools:

- The Eastern Cape experiences poor water reticulation and thus unavailability of water at schools.
- Inadequate security leads to theft and vandalism.

### 6.1.2 *Schools with economic activity related to food gardens*

Table 7 shows the percentage of schools with economic activity related to food gardens.

**Table 7: Percentage of schools with economic activity related to food gardens**

<i>Calendar year</i>	<i>Complies</i>	<i>No record</i>	<i>Does not comply</i>
2004	0.0%	0.0%	100.0%
2005	0.0%	0.0%	100.0%
2006	0.0%	0.0%	100.0%

*Source: School survey*

It is evident from the above table that no economic activity relating to food gardens exists. Whilst this is a concern since schools are encouraged to be self-sufficient, it is also noted that there are a number of challenges that prevent schools from achieving this.

### **6.1.3 Schools where community participates in programme**

The table below shows the percentage of schools with community participation.

**Table 8: Percentage of schools with community participation**

<i>Calendar year</i>	<i>Complies</i>	<i>No record</i>	<i>Does not comply</i>
2004	100.0%	0.0%	0.0%
2005	100.0%	0.0%	0.0%
2006	100.0%	0.0%	0.0%

*Source: School survey*

It is evident from the above table that all schools surveyed and visited have had some form of community participation. This finding is based on the fact that all meal servers are parents of learners at the relevant schools and also reside in the immediate communities. Community participation over and above food handling for an honorarium is uncommon.

## **6.2 CONCLUSION**

Although a good number of schools do participate in food production activities, it is our conclusion that there is still a long way to go before we can confidently say that the programme has achieved its goal of implementing sustainable food production at schools as well as in its immediate communities.

It is also our conclusion that economic activity emanating from food production initiatives is still far from being realised due to the prevailing circumstances facing the province and the communities.

# 7 OUTCOMES

For the purposes of the evaluation, outcomes were defined as programme achievements that have a direct impact on learning. These include: whether the targeted number of learners was reached by the programme in the evaluation period; whether feeding took place on the minimum required number of days; whether feeding took place before 10h00 daily; and whether meals provided complied with the prescribed menu. Given that these are key indicators of whether the objectives of the programme are being met, they were central to the school survey. The findings of the survey along with other sources of information on these indicators are reported below.

## 7.1 FINDINGS

### 7.1.1 Targeted learners fed

The Eastern Cape provincial policy is to feed all qualifying primary school learners (i.e. those primary schools residing in areas falling within quintiles 1 to 3) but only limited to grades R to 7.

The table below shows the percentage of targeted learners that were reached by the programme during the evaluation period.

**Table 9: Percentage of targeted learners fed**

<i>Calendar year</i>	<i>100% and above</i>	<i>90% to 100%</i>	<i>No record</i>
2004	0.0%	0.0%	100.0%
2005	0.0%	0.0%	100.0%
2006	79.5.0%	20.5%	0.0%

*Source: School survey*

It is apparent from the table above that there was a dramatic improvement in the reporting of learners fed (i.e. from 2004 to 2006). This is largely due to the fact that no information could be obtained for the previous periods in the limited time we had at our disposal to complete the evaluation.

### 7.1.2 Compliance with number of feeding days

The table below presents the percentage of schools that complied with the provincial targets for feeding days for the evaluation period.

**Table 10: Percentage of schools complying with feeding days**

<i>Calendar year</i>	<i>100% and above</i>	<i>No record</i>
2004	0.0%	100.0%
2005	100.0%	0.0%
2006	100.0%	0.0%

*Source: School survey*

Between 2005 and 2006, the feeding days required were 156 for both years. The table above thus shows that 100% of schools fed on all required feeding days and more. Observations at three of the four schools visited, however, reflected that food was not delivered and that the bread was stale on some days (refer to the section on Targeting). This then resulted in non-feeding during those days.

### 7.1.3 Compliance with the required time of feeding

The table below provides the results of the school survey with regard to the percentage of schools complying with the prescribed time of feeding.

**Table 11: Percentage of schools complying with required time of feeding**

<i>Calendar year</i>	<i>Complies</i>	<i>No record</i>	<i>Does not comply</i>
2004	0.0%	100.0%	0.0%
2005	33.3%	66.7%	0.0%
2006	30.8%	69.2%	0.0%

*Source: School survey*

It is evident from the above information that there is minimal compliance with feeding learners by 10h00. All schools interviewed said that they were unaware that all feeding should be completed before 10h00.

### 7.1.4 Compliance with prescribed menus

The table below provides the results of the school survey with regard to the percentage of schools complying with the prescribed time of feeding.

**Table 12: Percentage of schools complying with the prescribed menu**

<i>Calendar year</i>	<i>Complies</i>	<i>No record</i>	<i>Does not comply</i>
2004	100.0%	0.0%	0.0%
2005	100.0%	0.0%	0.0%
2006	0.0%	0.0%	100.0%

*Source: School survey*

The table above reflects non-compliance with the cooked (prescribed) menus during the 2006 period. The reason, simply, is that since the start of the fraud investigations (i.e. during which time provincial staff and the programme were suspended), the programme has been re-introduced but has been limited to the bread menu, as per provincial directive. It is important to note that all schools are currently feeding bread, margarine, jam and milk/juice as per this directive. Some farm schools only feed a certain type of biscuit.

## 7.2 CONCLUSION

It would appear from the above analysis that the programme is struggling to achieve its primary objectives of contributing to enhanced learning through feeding. While feeding takes place on all required days, the nutritional content of bread provided five days a week is not considered optimal. The time of feeding also does not meet provincial requirements. Challenges with the overall management of the programme are considered to be a key contributor to the current status quo.

# 8 CONCLUSION

## Objective 1 – To contribute to enhanced learning capacity through school feeding.

It is our conclusion that this objective is not being adequately met due to the following:

- There are mixed reports regarding feeding during 100% of the allocated feeding days, i.e. some of the schools visited experienced non-deliveries, sometimes for weeks on end.
- Schools have insufficient facilities and this may result in unintended incidents, e.g. outbreaks of diseases.
- Feeding was not completed by 10h00 as required per the national guidelines.
- The schools did not comply with the menu as only the bread menu is being followed.
- Monitoring reports currently being issued do not add value to the efficient functioning of the programme.

## Objective 2 – To generate food production and economic activities in school communities in order to improve household food security.

It is our conclusion that this objective is partially met due to the number of schools that are still not implementing food gardens. Water, security and lack of human resource capacity contribute to the problem.

## Objective 3 – To strengthen nutrition education for the school community.

It is our conclusion this objective is being met as it is incorporated into the school curriculum.

It is also our conclusion that whilst a lot of work is being done to ensure that the three stated objectives are met, the following may ultimately undermine sustainability:

- Late payments of service providers and meal servers.
- There are a lot of unfilled posts at provincial level, as well as at district office level.
- The business planning process is largely a repetitive process as the document is not informed by what goes on in the districts.
- Planning is quite a challenge as districts are unable to draw up workplans.
- Monitoring and evaluation at district level are challenges due to unfilled posts, limited number of staff and access to vehicles.
- The fraud investigations have resulted in fear in the new office bearers; consequently it takes ages to make crucial decisions.
- Staff have not been given adequate training in monitoring, evaluation and support practices.
- Food gardens are still going to take a long time to be implemented as most schools do not have access to water and adequate security.

# 9 RECOMMENDATIONS

## To contribute to enhanced learning capacity through school feeding

To improve performance against this objective, the province is urged to carry out the following:

- Upgrading of current facilities, i.e. proper cooking areas and availability of water.
- Training of all district coordinators on the programme objectives and requirements, and making them aware of the importance of feeding being completed by 10h00.
- The cooked menu comes with good nutritional advantages and the province is urged to ensure that the revised procurement strategy results in four cooked meals per week.
- The province should provide training to all district coordinators to ensure that all staff are trained on monitoring and evaluation guidelines, as well as programme implementation guidelines.

## To generate food production and economic activities in school communities in order to improve household food security

A more focused approach needs to be adopted in getting more schools to implement food gardens.

This may include the following:

- Upgrading of current infrastructure to ensure the availability of water and adequate security.
- Training and support to be sought from the Department of Agriculture.
- Introduction of garden competitions.

## To strengthen nutrition education for the school community

System currently in place is effective and efficient and no further recommendations are made.

## Financial management

The following need to be rectified as a matter of urgency if the current challenges are to be overcome:

- Payment of all service providers to be made 30 days from receipt of invoice.
- Meal servers to be paid on a set date on a monthly basis and reconciliations to be performed every month to take into account the previous month's attendance records.

These will require the filling of provincial posts or the use of contract staff in the interim until the fraud investigation has been completed.

## Supply chain management

It our recommendation that the current procurement model not be changed but strengthened through the following:

- Suppliers to be appointed at strategic areas that will be close to most of the schools.
- The capacity and financial standing of each supplier to be determined before a contract is awarded.

## Human resources

All vacant posts should be filled with immediate effect. Staff should receive adequate training pertaining to all facets of the programme, including all tools that are in use.

## Monitoring and evaluation

The vacancies that currently exist at both the provincial and district offices are undermining the monitoring and evaluation process and need to be resolved immediately.

### Planning

The province needs to empower districts through training on compiling work plans that address all monitoring and evaluation issues. The work plans need to include all stated key performance indicators and prioritise visits and support to non-compliant schools. This will ensure that overall monitoring and evaluation of the programme is sustained whilst specific attention is paid to schools that are experiencing particular difficulties.

Districts should also be trained on report writing which will ensure that adequate information is collected, which will also aid in the development of a “good” business plan.

### Targeting

The province is encouraged to feed all learners in both primary as well as combined schools.

### Communication

System functioning well and no further recommendations are made.

### Institutional arrangements

System functioning well and no further recommendations are made.

