

# Contract Management, Monitoring And Evaluation Of Ghana School Feeding Programme At Atwima Kwanwoma District

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**ABSTRACT:** Ghana School Feeding Programme was introduced at Atwima Kwanwoma District and other parts of the country in 2008 to alleviate hunger and to provide good nutrition for pupils in the public basic schools. Caterers were given contract to provide food to the school pupils on every school-going day under Ghana school feeding programme. Some years have lapsed and there is the need to look back and evaluate this programme taking into consideration the award and management of those contracts. The study also examined how the programme is monitored and evaluated. Data was collected from 80 respondents comprising 29 school pupils and 51 other actors through the use of questionnaire and interview guide. It was realised that caterers who are well experience in catering services, were awarded contracts based on their past experience and financial abilities through submission of their certificates but not necessarily through bidding. The main component of managing the caterers' contract included monitoring, payment of debt, and problems solving as well as supervision through visiting the schools on quarterly basis. The programme has helped to increase enrolment and retaining pupils in school. It was found out that food giving to the pupils was not served on time, not regularly bases and was not sufficient to the pupils as well. The health component of the programme has not been successful as expected. It is recommended that fruits and variety of foods need to be introduced together with de-worming the pupils.

**KEY WORDS:** School Feeding Programme, Caterers, Contract, Food, Monitoring, Evaluation, Management

## 1.0 INTRODUCTION

### 1.1 Background to the study

A contract is an agreement between two or more parties that creates an obligation on all parties to perform (or not to perform) a particular action or set of related actions (Mack, 2011). The parties which enter into a agreement voluntarily need to be aware that there is an obligation placed on each of them to do or not do something and each party has the right to demand the performance of whatever is promised by the other parties. Once a contract is established, proper management needs to be done to ensure its total completion. Contract management is therefore a process of systematically and efficiently managing contract creation, execution and analysis for maximizing operational and official performance as well as minimizing risk (Baily et al, 2010). Monitoring performance and task completion are part of the basic management actions Ghana Poverty Reduction Strategy (GPRS) 2003-2005 proposes actions that civil society should concentrate on providing for Ghana. One of these actions suggested was the provision of school lunches in the most deprived communities in the Northern part of Ghana (GPRS, 2005) and since then the Government has made a wider commitment to school feeding program (Anderson, Moreen & Tobey, 2005). The Ghana School Feeding Programme (GSFP) has been in operation in all the districts in Ghana of which Atwima Kwanwoma District in Ashanti Region is one of them. Atwima Kwanwoma District is one of the newly created districts in 2008.

It shares borders with Kumasi Metropolitan Assembly at the north, Amansie West District at the south, Bosomtwe District at the east and Nwabiagya District at the west. The district's capital is Foase which is 20km from Kumasi, the Ashanti Regional capital. The School Feeding Programme (SFP) started in the District at the same year the district was created and it has since been running. For the caterers of the SFP to be given the go ahead to cook for the children, a contract with the district had to be signed or agreed upon as stated in section 31 (1) of the Public Procurement Act 663 (2003) that a procurement entity shall promptly publish notice of procurement contract awards. Contract involving feeding must be properly agreed upon and the parties need to ensure their commitment to the terms of the parties. The ways food is procured for the schools vary greatly between and within different districts (Fisher, 2007). According to Tanzania National Mobile Food Services Contract, the cooking requirements of all foods shall be cooked to minimize health hazards in accordance with the requirements that all ground meat, pork, poultry, lamb and fish shall be cooked well to the minimum internal temperature defined in or higher with temperature tested in the product's thickest part (Logan, 2013). He continued to state that fresh eggs cooked to order shall be cooked to heat all parts of the egg to the minimum internal temperature. Even the condition to which eggs to be cooked in Tanzania has been enshrines in the terms with contracts with the cooks for their children. In view of such issues above, there must be proper monitoring and evaluation. Monitoring, which is ongoing process provides real-time information required by management and evaluation, which is also rigorous in nature, provides more in-depth and independent assessment of programmes and projects and they should not necessarily be approached in a sequential manner but can take place at any point (Menon, Karl & Wignaraja, 2009). Programmes and projects with strong monitoring and evaluation components tend to stay on track. Monitoring helps management to collect specific data to assess development and projects (ibid). Evaluation assesses the degree to which targets

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were achieved, the factors that contributed to success or failure (UNDP, 2002), and whether the assumptions in the results chain about cause and effect were correct (Margoluis & Salafsky, 1998).

### 1.2 Problem statement

According to Food and Agriculture statistics, there are 870 million hunger people in the world and 98% of them are in developing countries and out of this number, 239 million are in Sub-Saharan Africa (World Food Programme, retrieved Oct., 2013). The Government of Ghana took the initiative and introduced the GSFP in 2005 (GoG, 2006). The GSFP is an initiative of the Comprehensive Africa Agricultural Development Programme (CAADP) Pillar 3 of the New Partnership for Africa's Development (NEPAD), which seeks to enhance food security and to reduce hunger in line with the United Nations (UN) Millennium Development Goals (MDGs) on hunger, poverty and malnutrition (UNDP, 2002; Jumah, 2008). People are understandably concerned about the quality of the food they buy and it is assumed that the food is perfectly safe, but at times something may go wrong and can create some risk (Waters, 2007). The GSFP is aimed at reducing hunger and malnutrition among pupils of the first cycle schools through the provision of one hot meal a day. The objectives of the programme are: to increase enrolment and retention rates in primary schools located in rural impoverished communities of Ghana; to boost food production in deprived communities. Another objective is to provide food security in Ghana and to feed basic school level in rural communities with locally prepared food that is highly nutritious. This will lead to ready market and wealth creation for the local community. The success of the SFP hinges primarily on adherence to best fiduciary practices, effective and efficient monitoring and evaluation (M&E) systems to track the achievement of the programme objectives. Marriot & Goyder (2009) explained that evaluation is a systematic and objective assessment of an ongoing or completed policy, or project. Monitoring looks at what is being done, whereas evaluation examines what has been achieved or what impact has been made (Samson, van Niekerk, & Quene, 2010). Monitoring is the routine, daily assessment of ongoing activities and progress, while evaluation is the periodic assessment of overall achievements. It is likely that competitive, fair and transparent bidding procedures are not followed systematically within all districts; empirical evidence based on primary research is needed to determine whether this is the case and to what extent (Fisher, 2007). The aspects of SFP are enormous but the researcher would like to concentrate on the selection of caterers, procurement of contract involving caterers and M&E of the meal serve to the pupils. Monitoring and evaluation systems of the district will also be assessed to find out if the caterers are being monitored and how frequently it is done. It is very important to look back and find out whether the programme has been effective considering the initial objectives of the entire SFP. In this wise the objectives set for the study are to examine how caterers' contracts of SFP are procured and managed and how GSFP is monitored and evaluated.

## 2.0 LITERATURE REVIEW

### 2.1 Educational policy reforms in Ghana and Instrument on the SFP

The GSFP is conceived within Ghana government's education policy which is captured in educational rights of the citizen of Ghana in the Article 25 of the 1992 Constitution of Ghana. It states that basic education shall be free and compulsory and available to all, secondary education in its different form including technical and vocational and shall be made generally available and accessible to all. It continued to state that higher education shall be made equally accessible to all on the basis of capacity and the development of a system of schools with adequate facilities at all levels and shall be actively pursued by the government (Ghana 1992 Constitution Article 25). The design and effective implementation of M&E becomes significantly more difficult when program objectives are not clear (Margoluis et al., 2009; Schreiber et al., 2004). According to GSFP policy document, GSFP 2006 Programme Pilot Review Report, and Programme Document 2007-2010, the basic objectives of GSFP is to provide children in public primary schools and kindergartens with one hot nutritious meal prepared from locally grown foodstuffs on every school going day. The policy has a secondary objective of improving education, health and agriculture of the country. The health component involves the fact that pupils of the beneficiary schools are to be given good, drinking water, de-wormed and fed in a good sanitary environment. In line with improvement of education, enrolment of pupils is expected to be improved. In the agriculture sub-sector, the patronage of locally produced goods and food security in the country will be achieved. Programme implementation partner organisations are to carry out training sessions for caterers and cooks to enhance their capacities (GSFP Pilot Programme Review Report, 2007-2010).

### 2.2 Contract management

Many contracts specify the provision of goods over an extended duration of time, ranging from weeks to years. Monitoring also supports cost containment: if there is a problem with quality, it can be identified and charged back to supplier. Forecasts can be constructed using historical performance data collected through supplier monitoring (Mack, 2011). The buyer may choose to directly incorporate this information into a competitive bidding process via a bid markup or some other means to send a clear signal to the supplier about the importance of performance (Ellram, 1994). The choice of a contract type is very important as it helps to specify the rights and obligations of all parties involved. Elsewhere, governments have expressly restricted the use of some particular types of contracts such as the cost-plus-a-percentage-of-cost contracts which provide for the government to reimburse contractors' costs and pay them a percentage of these costs as an allowance for profit is prohibited, and agency prime contracts must generally prohibit cost-plus-a-percentage-of-cost subcontracts. The use of any type of cost-reimbursement contract to acquire "commercial items" is prohibited (Manuel, December 29, 2014). Contracts for commercial items must instead be firm-fixed-price or fixed-price with economic price adjustment contracts or of other types (e.g.,

time-and-materials, indefinite-delivery/indefinite-quantity that price supplies or services on a firm-fixed-price or fixed-price-with-an-economic-price-adjustment basis. Contracts resulting from "sealed bidding" must be firm-fixed-price or fixed price with an economic adjustment (ibid). Public Procurement Act 663 (2003) emphasizes that the public entities should be regulated by the Public Procurement Act 663 of 2003. Contract management involves administration delivery and inspection of goods, management and approval, monitoring, variations/changes risk, impact justification, evidence of completion, payment, problems and disputes (IAPWG, Sep. 2012).

### 2.3 Procurement of contract

According to Ghana Integrity Initiative (2007), public procurement "is the acquisition of goods and services at the best possible total cost of ownership, in the right quantity and quality, at the right time, in the right place for the direct benefit or use of governments, corporations, or individuals, generally through a contract". A poor procurement system results in higher costs to government and the public. It delays project implementation which further increases costs, leads to poor project execution performance and delays the delivery of benefits to the beneficiaries (World Bank, 2003). Contracting authorities means any state, regional or local authorities, bodies governed by public law, associations formed by one or several of such authorities or one or several of such bodies governed by public law (Pan-European Public Procurement Online, 2012).

### 2.4 Monitoring and Evaluation

Bartle (2007) defines monitoring as a regular observation and recording of activities taking place in a project or programme. It is a process of routinely gathering information on all aspects of the project. Monitoring is concerned primarily with the ongoing collection and review of information on project implementation, coverage and use (Levinson et al., 1999). Marriott & Goyder (2009) explained that evaluation is a systematic and objective assessment of an ongoing or completed policy, or project, it is designed, implemented and results oriented. The body of social science known as evaluative research is the systematic collection of information on the design, implementation and effect of projects on targeted populations (Rossi and Freeman, 1993). Ideally, the process is divided into an ongoing monitoring system and periodic evaluations with some special studies designed to answer specific questions about the project. Monitoring and evaluation are distinct, though related efforts, with different overall objectives, and therefore, require differently designed systems (Levinson et al., 1999). Evaluation provides information on the changes in the behaviour and conditions of targeted communities and individuals (Rossi and Freeman, 1993) by assessing the effectiveness of the project in attaining its originally stated intermediate and overall objectives.

### 2.5 Supplier Evaluation and Monitoring

Supplier evaluation (appraisal) is one of the fundamental steps to evaluate a supplier on the adaptability towards one's organisation (Arnold, 2004). Supplier evaluation is the process by which the buyer rank orders the suppliers (Hedderich, Giesecke & Ohmsen, 2006). Monitoring is important as it helps the buyer to make more informed

supplier selections in the future (Beil and Wan, 2009). The supplier evaluation framework is a generic framework to achieve the objective of a customer's organisation in establishing a supplier's credentials and capabilities in supplying specific goods/services to the customer's organisation (de Boer, Labro & Morlacchi, 2001). For a company to select a supplier, there are processes that the company must go through. Once suitable dimensions are identified, the ability to rank order suppliers is crucial for reaching an informed supplier selection decision. Rank ordering is simple when supplier bids are differentiated by a sole dimension such as price (Hedderich et al., 2006; Thanarakasakul & Phruksaphanrat, 2009). Monitoring supplier performance during the life of the contract has several aims (Beil & Wan, 2009). For example, it supports quality if the buyer inspects incoming goods to ensure they conform to quality specifications.

### 2.6 Benefits of Monitoring and Evaluation

People who use unstructured interview believe that, to make sense of a study participant's world, researchers must approach it through the participant's own perspective and in the participant's own terms (Denzin, 1989; Robertson & Boyle, 1984). Field visits are frequently used as a monitoring mechanism. It is a common policy to conduct regular field visits. Consideration should be given to the timing of the visit, its purpose in terms of monitoring, and what to look for in order to measure progress (UNDP, 2002). The aims of both M&E are very similar: to provide information that can help inform decisions, improve performance and achieve planned results (Menon et al, 2009). Rodriguez-Garcia and Kusek (2007) believe that M&E helps to determine the extent to which a programme or project is on track and to make any needed corrections accordingly, make informed decisions regarding operations management and service delivery and ensure the most effective and efficient use of resources. It again helps to evaluate the extent to which the programme or project is having or has had the desired impact. Kusek and Rist (2004) think that M&E reports can play many different roles such as to demonstrate accountability, to educate, to be documented for future references, assist involvement of stakeholders, gain support and to promote understanding.

## 3.0 METHODOLOGY

### 3.1 Research Design

The research employed mixed method for the study to determine the main issues under study. Questionnaire and interview guide used were appropriate in view of the number of stakeholders involved in the GSFP. The observation method was also ideal since it helped the researcher to inspect the facilities, cooking utensils, kitchens and environment in the implementation of the programme. This design was used for the study since it helped in discovering the main issues concerning the SFP on procurement of contract of the caterers and the M&E of the programme. The study was also quantitative in nature.

### 3.2 Population for the study

Atwima Kwanwoma District is in Ashanti Region of Ghana and has 52 Basic Schools, 52 Junior High Schools and only two (2) Senior High Schools. The SFP started in the District



in 2008 and all the 52 Basic Schools are part of the SFP. The target population consisted of all the stakeholders involved in the GSFP at Atwima Kwanwoma District, namely staff of Ghana Education Service, Health and Agriculture Directorates, the caterers, head teachers, pupils, farmers, the District Assembly Directorate, Member of Parliament, Presiding Member, assemblymen, supervisors as well as food suppliers. The stakeholders of the GSFP are many and for that matter it was decided that six (6) schools were selected using stratified method. Since the population in each of the six (6) schools selected was also different, systematic sampling method was applied to select 30 pupils for the study as sample. For instance, Foase D/A Primary has the enrolment figure of 395 pupils and with simple division of five (5), an equal interval of 79 was used to select the five (5) respondents. It simply shows that out of 79 pupils, one of them was selected. Similar technique was applied in all the other five (5) beneficiary schools to obtain 5 pupils each as respondents. Purposive sampling was also adopted to obtain data from all the other respondents who were not pupils. In all 97 respondents were used for the study as classified in Table 1.

**Table 1: Sample Size Distribution**

Respondents	Frequency	Percentage (%)
Health Workers	6	6.20
Pupils	30	30.93
Farmers	5	5.15
Teachers	18	18.56
Caterers	6	6.20
District Assembly Staff	5	5.15
Supervisors	5	5.15
Agriculture Officers	10	10.31
GES staff	8	8.23
Politicians	4	4.12
<b>Total</b>	<b>97</b>	<b>100</b>

*Source: Field work, July 2014*

### 3.3 Source of Data Collection and Research instrument

One method used for M&E is the mini-survey structure questionnaire with a limited number of close-ended questions that is administered to few selected people (Kumar, Stern and Anderson, 1993). Primary source of data was used extensively for the data collection and the main tool was the questionnaire. There were four main types of questionnaires designed for Supervisors, Caterers, School Pupils, and Opinion Leaders and other Stakeholders. Questionnaires, interview guides and observations were used since part of the population was illiterate. The questionnaires were divided into two parts. Part one covered the background of the respondents with respect to their ages, sex, marital status, educational level, and profession. Such demographic descriptions were necessary since they influenced responses of respondents. Part two of the questionnaire was designed to solicit information from respondents through close and open-ended questions. The respondents were interviewed on issues related to preparation of the food, kitchen arrangement, sanitation, water storage and many more. Some respondents answered questions in Akan language whilst others were assisted by research assistants used.

### 3.4 Data analysis

For the purpose of the study, the data gathered from the questionnaires and interview were coded, grouped into categories, analyzed and presented in graphical form. Frequency tables, percentages, and figures were used to illustrate the findings. Statistical package for social sciences (SPSS) for windows version 20 was used for the analysis of the data.

## 4.0 DISCUSSIONS AND ANALYSIS

### 4.1 Demographic Background information about the Respondents

Out of 97 questionnaire items distributed to the respondents, 29 out of 30 responses were received from the pupils showing a 97% response rate. Also 51 out of 67 responses were received from other respondents showing a 76% response rate. Together, the response rate for the entire questionnaire items was 86%. The background information of the respondents was examined to assess the kind of responses they gave. Age, sex, marital status, educational levels and class were the background information solicited as shown in Table 2 and Table 3. Table 2 depicts that 44.8% boys (less) of the pupils responded to the questionnaire against 55.2% girls. Majority of the pupils representing 44.8% were 12 years old while 31.0% of them were older than 12 years. It was also asserted that most of the pupils (96.6%) were in classes 4, 5 and 6. By this result, it implies that the pupils were in the upper classes and it was believed that they could read and write.

**Table 2: Background information of Pupils**

		Frequency	%
<b>Sex</b>	Boy	13	44.8
	Girls	16	55.2
	<b>Total</b>	<b>29</b>	<b>100</b>
<b>Age (years)</b>	10	4	13.8
	11	3	10.4
	12	13	44.8
	> 12	9	31.0
	<b>Total</b>	<b>29</b>	<b>100</b>
<b>Class</b>	Classes 1,2,3	1	3.4
	Classes 4,5,6	28	96.6
	<b>Total</b>	<b>29</b>	<b>100</b>

*Source: Field work, July 2014*

Table 3 represents the background information of other actors of GSFP apart from the pupils. Again, less (35.3%) respondents were males while majority (64.7%) of them were females. Age distribution shows that 35.3% each of the respondents were in the ages 26-35 years and 36-50 years respectively while 25.5% of them were over 50 years. This is an indication that all the respondents were in the productive age cohort. Concerning marital status, 29.4% of the respondents were singles while 70.6% (majority) of them were married. On education, only 5.9% of the respondents have had no formal education, 15.7% of them have had basic education, 17.6% have had secondary or vocational education and 60.8% have had tertiary education. This implies that majority of the respondents were females and their age groups were spread from 18

years through 50 years and above. Majority of the respondents were married while only few of them have had either basic education or no formal education at all. It shows that majority of the respondents have had formal education and therefore could read and write.

**Table 3: Background information of Other Actors of GSFP**

		Frequency	%
<b>Sex</b>	Male	18	35.3
	Female	33	64.7
	<b>Total</b>	<b>51</b>	<b>100</b>
<b>Age(years)</b>	18-25	2	3.9
	26-35	18	35.3
	36-50	18	35.3
	> 50	13	25.5
	<b>Total</b>	<b>51</b>	<b>100</b>
<b>Marital Status</b>	Single	15	29.4
	Married	36	70.6
	Separated/Widowed	0	0
	<b>Total</b>	<b>51</b>	<b>100</b>
<b>Education</b>	No formal education	3	5.9
	Basic education	8	15.7
	Secondary/Vocational	9	17.6
	Tertiary	31	60.8
	<b>Total</b>	<b>51</b>	<b>100</b>

*Source: Field work, July 2014*

**4.2 The caterers' contracts**

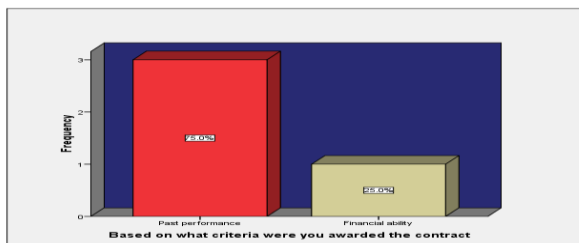
To assess the competence of the caterers, they were asked to indicate the number of years they have been in the catering service. Table 4 shows that most of the caterers (75.0%) have been in the service for at least five (5) years. This depicts the kind of caterers involved in the GSFP at the district who are well experienced.

**Table 4: Years of Experience of Caterers**

Years of experience	Frequency	%
Less than five (5) years	1	25.0
Five (5) years and above	3	75.0
<b>Total</b>	<b>4</b>	<b>100</b>

*Source: Field work, July 2014*

In trying to find out the criteria upon which the caterers were awarded the contract, Figure 1 illustrates that 75% of the caterers chose past performance as the criteria through which they were awarded the contract while 25% of them chose financial ability. This is an indication that officials of GSFP considered past performance of caterers and sometimes their financial abilities before awarding contract. This affirms that contracts are awarded without tender procedures.



*Source: Field work, July 2014*

**Figure 1: Contract Criteria**

The caterers were asked how they were awarded the GSFP contract. Majority (75.0%) of them said that they were awarded the GSFP contract by officials of GSFP while 25.0% indicated that they got the contract through relatives. In fact, none of the caterers said that their contracts were through tender process. When the caterers were asked whether they sent in their application in the form tender or bidding, all of them responded in the negative. This is an indication that though most of the caterers got their contracts through officials of the SFP, their contracts did not pass through the tender process.

**Table 5: Number of years Caterers have been cooking for Pupils**

	Frequency	%
Two (2) years	1	25.0
Five (5) years	3	75.0
<b>Total</b>	<b>4</b>	<b>100</b>

*Source: Field work, July 2014*

When asked whether the contract is renewable after its expiration, all the caterers answered affirmatively. This shows that the contract is renewable after expiration. This also indicates that contracts are awarded based on past performance. All the caterers said that officials of GSFP requested for certificate before they enrolled into the GSFP. This is enshrined in the policy implementation of the GSFP and supports that of Tanzanian SFP as stated by Logan, (2013) in the literature that caterers should cook to minimize health hazard as stated in their requirement. The policy states that the recruitment of caterers and cooks is based on an academic qualification and standard for hygiene. There was the need to test the caterers' awareness on the Public Procurement Act 663 of 2003. It was shocking to find out that 50% of them indicated that they were aware of such law while the other 50% were not aware. Those who were even aware did not know any content of the law just that it is enacted to regulate purchases.

**4.3 Contract management**

In finding out how the contracts with the caterers were managed, Table 6 shows the responses received from the respondents. Out of the 51 respondents who were not pupils, 72.5% indicated that the caterers' contract was affected by administrative issues such as delivery and inspection of the meal. This implies that their contract can be terminated or renewed due to administrative issues. Only 9.8% of them indicated that management's approval has influence on their contracts. The low response confirmed their explanation that management has already approved their contracts and therefore no further approval would have any influence on their contracts. Again, 82.4% each of the respondents indicated that monitoring and payment are major parts of their contract management. This result confirms what was stated by IAPWG (Sep. 2012) that managing the contract with the caterers involved monitoring, payment of debt, administrative issues as well as problems solving.

**Table 6: Factors that influence Contract Management of caterers**

Years of experience	Frequency	%
Administration	37	72.5
Management and approval	5	9.8
Monitoring	42	82.4
Evidence of completion	10	19.6
Payment	42	82.4
Problems and disputes	19	37.5

Source: Field work, July 2014

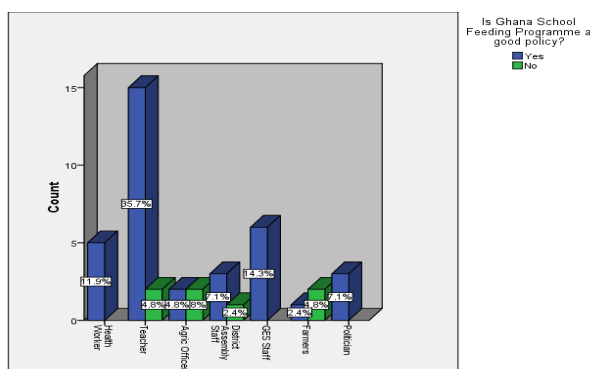
**Table 7: Reasons why the Policy is good**

Reasons	Frequency	%
Improvement of education	17	33.3
Reduction of burden on parents	14	27.5
Reduce malnutrition among pupils	12	28.6
Boosting school enrolment	28	54.9
Enhancing teaching and learning	14	27.5
Increasing retention in school	28	54.9
Agric will be boosted	14	27.5
Employment creation	18	38.3
Improving health of pupils	11	21.6

Source: Field work, July 2014

**4.4 Evaluation of the GSFP**

The opinions of other actors (farmers, teachers, GES staff, Assembly officers, Agriculture officers, Health workers and Politicians) were needed to extensively evaluate the GSFP in the district. The respondents were asked to indicate through which means they heard about the policy and they said through the radio, newspapers and television. It was decided to find out whether the GSFP is a good policy and Figure 2 depicts the outcome from the respondents.



Source: Field work, July 2014

**Figure 2: Respondents views on whether GSFP is a good policy**

It could be noted that, in general, 19.2% of the respondents answered in the negative while 80.8% of them answered in the positive to the issue of whether GSFP is a good policy. The distribution according to the actors of the GSFP shows that all health workers, GES staff and politicians (11.9%, 14.3% and 7.1% of other respondents respectively) answered yes. Again, 88.2% of the teachers, representing 35.7% of other actors, answered yes while the rest, 11.8%, (representing 4.8% of the entire respondents) answered no. Equal percentage (50%) of the Agricultural Officers representing 4.8% each answered yes and no respectively. Majority (75.0%) of the District Assembly staff representing 7.1% of the respondents answered yes while 25.0% of them representing 2.4% answered no. Conversely, 66.7% of the farmers representing 4.8% of the respondents answered no and 33.3% (representing 2.4%) answered yes. This implies that most of the actors agreed that the policy is a good one. They were asked to give reasons for choosing yes and Table 7 depicts their responses.

Almost 33.3% of the other actors said that GSFP has improved education in the District. Also 27.5% each of the other actors went for “reduction of burden on parents”, “enhancing teaching and learning” and “Agriculture will be boosted” as the reasons for saying the policy is good. Again, 28.6% of other actors opted for “reduces malnutrition among pupils” while a greater percentage of 59.4% each of other actors went for “boosting school enrolment” and “increasing retention in schools” as the reason for the GSFP policy to be a good one. Also 38.3% said the policy has created employment and 21.6% of other actors said the policy has improved health of pupils. This analysis affirms that the policy is a good one and among other things has brought about a whole lot of improvement to the schools and other departments of the GSFP such as boosting school enrolment, improving education, increasing retention in school and creation of employment in the district. Farmers were the only group of respondents of which majority (66.7%) said that GSFP is not good. On the part of incentive, the respondents were asked to indicate whether farmers had been offered incentives and motivation to help contribute to the policy implementation or not.

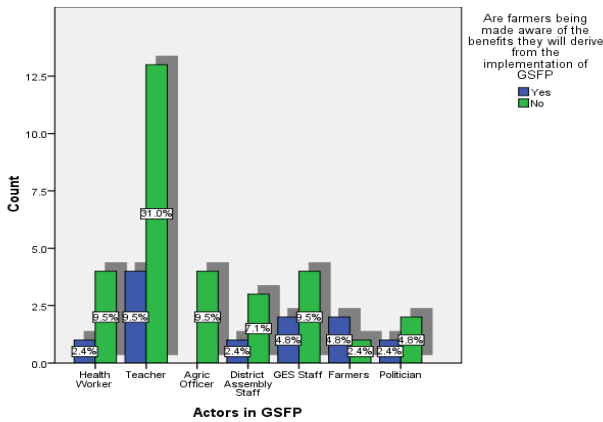
**Table 8: Response on farmer’s incentives**

	Frequency	%
Yes	11	26.2
No	31	73.8
<b>Total</b>	<b>42</b>	<b>100</b>

Source: Field work, July 2014

From Table 8, 26.2% of other actors answered yes while 73.8% answered no to the question on whether farmers had been offered with incentives and motivation or not. This indicates that majority of other actors thought that farmers have not been offered any incentives and motivation. However, those who answered yes said that the farmers’ incentive is basically the supply of some fertilizers. They were then asked to indicate whether the farmers are aware of the benefits they derive from the policy. Personal observation showed that even if fertilizers were been given to the farmers, it was not purposely for the GSFP. Calculating from Figure 3, 26.3% of the respondents said the farmers were aware of the benefits they would derive from the GSFP programme. However, majority (73.7%) of them strongly disagreed that the farmers were not aware of the benefits they would derive from the programme. Nevertheless, few respondents who said they were aware stated that the main benefit for the farmers is only ‘ready market’ for their produce. However, majority of the farmers

themselves representing 4.8% of the actors said they were aware of the benefits while 2.4% were not aware of any benefit. If the only benefit for the farmers is ready market then virtually there is no benefit for them.



Source: Field work, July 2014

Figure 3: Response on the awareness of benefits to farmers

The health component of the programme involves the fact that pupils of the beneficiary schools are to be given good drinking water, de-wormed and fed under good sanitary environment. Observing from Table 9, all the farmers, 80.0% of the health worker and 66.7% of GES staff all answered that the health component of the programme has been successful. By computation, 42.9% of the actors said that the health component of the programme has been successful. However, 57.1% of the actors comprising all the Agricultural Officers, District Assembly staff, 66.7% of the Politicians and 64.7% of Teachers answered no to the same question. It can be emphasized that the health component of the programme has not been successful.

Table 9: Response on the Success of the Health Component of GSFP

	Yes Freq.(%)	No Freq.(%)	Total Freq.(%)
Farmers	3(100)	0(0)	3(7.1)
Health workers	4(80.0)	1(20.0)	5(11.9)
Teachers	6(35.3)	11(64.7)	17(40.5)
Agriculture officers	0(0)	4(100)	4(9.5)
District Assembly Staff	0(0)	4(100)	4(9.5)
GES Staff	4(66.7)	2(33.3)	6(14.3)
Politicians	1(33.3)	2(66.7)	3(7.1)
<b>Total</b>	<b>18(42.9)</b>	<b>24(57.1)</b>	<b>42(100)</b>

Source: Field work, July 2014\*\*\* 0.023

A test of significance was conducted to assess whether the responses are associated with the actors in the programme. The chi-square test of significance value of 0.023 which is less than 5% is showing that there is an association between the actors and their responses. This is an indication that the differences are not occurring by chance, but it is statistically significant. Table 10 depicts the reasons why 42.9% of the respondents said GSFP has been successful.

Table 10: Reasons why the Health component has been successful

Reasons	Frequency	%
Less complains of pupils illness	2	4.8
De-worming supplied	2	4.8
Improved child development	6	14.3
Pupils look healthy	5	11.9
Pupils are punctual to school	17	40.5

Source: Field work, July 2014

Observing the responses from Table 10, those who said that health component of the programme has been successful, 40.5% attributed their “pupils are punctual to school” as their reason and 11.9% also gave “improvement of child development” as their reason. However, those who answered no gave “small quantity” (50.0%), “irregular supply of de-wormer” (35.7%), “pupils are served on the floor” (47.6%) and “some schools do not prepare the food under hygienic places” (47.6) as some reasons for their answers as illustrated in Table 11. Again the researcher was able to visit two of the caterers unannounced to observe the condition under which food was prepared and it was observed that food was prepared under good condition and proper environment.

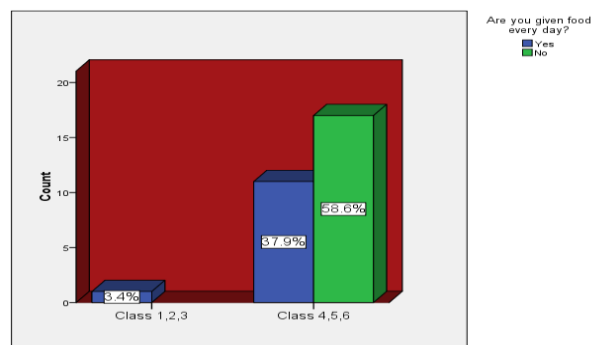
Table 11: Reasons why the Health component have not been successful

Reasons	Frequency	%
No water & few polytanks supplied	17	40.5
Small quantity of food given	21	50.0
Irregular supply of de-wormer	15	35.7
Pupils are served on the floor	20	47.6
Some schools do not prepare the food under hygienic places	20	47.6

Source: Field work, July 2014

4.5 Monitoring the GSFP

For a successful implementation of the policy, constant monitoring is needed. In view of this the pupils were asked to indicate whether they were given food every day. From Figure 4, one (1) pupil (3.4%) who was in class 1-3 said that food was given to them every day similar to response of 37.9% from the pupils in classes 4, 5, 6, while 58.6% of the pupils reported otherwise. This implies that majority of the pupils were of the view that food was not given to them every day.



Source: Field work, July 2014

Figure 4: Response on whether the pupils are given food daily



**Table 12:** Responses on time the food is serve

	Yes Freq. (%)	No Freq. (%)	Total Freq. (%)
Pupils	6(20.7)	23(79.3)	29(100)
Supervisors	2(40.0)	3(60.0)	5(100)
<b>Total</b>	<b>8(23.5)</b>	<b>26(76.5)</b>	<b>34(100)</b>

*Source: Field work, July 2014*

The supervisors and the pupils were asked to indicate whether the food was served on time. Table 12 depicts their responses. It could be observed that majority (79.3%) of the pupils reported that the food was not served on time and that was confirmed by 60.0% of the supervisors. As part of the monitoring, the pupils and the supervisors were asked to indicate whether the food served was sufficient to satisfy the pupils.

**Table 13:** Responses on whether the food served is sufficient to Pupils

	Yes Freq. (%)	No Freq. (%)	Total Freq. (%)
Pupils	12(41.4)	17(58.6)	29(100)
Supervisors	0(0)	5(100)	5(100)
<b>Total</b>	<b>12(35.0)</b>	<b>22(74.7)</b>	<b>34(100)</b>

*Source: Field work, July 2014*

From Table 13, 41.4% of the pupils reported that the food served them was sufficient to satisfy them while 58.6% of them said the food was not sufficient. All the supervisors also reported that the food do not satisfy the pupils. This means that the food served by the caterers was not sufficient. The caterers were asked whether they considered the taste of the pupils before they prepared the food. Half of the caterers said yes while half said no. They were then asked whether they considered the preferences of the pupils and all of them said no. This is an indication that sometimes the taste of the pupils is taken into consideration before the food is prepared but not their preferences. When the pupils were asked whether they like the food serve by the caterers, 41.4% of them answered yes while majority (58.6%) answered no. This indicates that most of the pupils did not like the food served them. In relation to payment to the caterers, all the caterers reported that mostly it took three months before they were paid. This was supported by all the supervisors when they were asked whether monies are released to the beneficiaries on time. The supervisors confirmed that for proper implementation of the programme, the policy supervisors needed to facilitate the implementation of the school implementation committees (SICs) and district implementation committees (DICs) and also to pay the caterers on time. On the supervision of the caterers, all the caterers and the supervision indicated that it takes place but mostly of quarterly bases. The supervisors said they monitored and supervised the caterers by visiting the beneficiary schools to interview the head teachers on the programme and also observed the food being served by the caterers. They also visited the kitchens of the caterers to check whether the food was prepared under hygienic environment. All the caterers reported that the supervisors assessed the taste of the food prepared, expected them to ensure that they met the set standard, met the hygienic conditions, quality and

quantity of food and also expected meals to be served on time. This affirms that monitoring of the programme was going on.

## 5.0 CONCLUSION

The pupils gave concrete information to depict what has been happening on the ground. The other categories of the respondents also assisted in helping to find out how the GSFP has been running up till now. The analysis has been done extensively by using both figures and tables to illustrate the evidence of the responses from the field. Most often, various analyses were done by using other variables to support others. The respondents gave responses which supported the entire analysis of the study.

### 5.1 Demography of respondents

It was found out that most of the pupils were in the ages of 10 to 12 years and few of them were above 12 years and the minimum age of other respondents who were not pupils was 26 years up and a few of them a little above 50 years which proved that all the respondents were in the productive age cohort. Concerning marital status, few of the respondents apart from the pupils, were singles and majority of them have had their tertiary education.

### 5.2 The award and management of contract to the caterers

It was asserted that contracts for the caterer did not pass through the tender process and they were appointed directly by the appointment committee without going through advertisement to give other caterers the chance to submit their bids. However, each of them had to submit a certificate and their selection was also based on working experience. The caterers were awarded contract through relatives and officials of the GSFP and was renewable after expiration. This also indicates that contracts were re-awarded based on past performance. The caterers have been cooking for the pupils for at least five (5) years. The resultant effect of this procedure is awarding contract to the caterers who might not have enough nutritional knowledge on the SFP. Contract management with the caterers involved monitoring, payment of debt, administrative issues as well as problems solving.

### 5.3 Evaluation of the GSFP

It was found out that GSFP has improved education in the district by boosting school enrolment, increasing retention in school, reduced malnutrition among pupils and reduced burden of parents. In relation to benefits to other actors apart from the direct beneficiaries (pupils) on GSFP, no physical benefit was identified, and the health and agriculture aspect of the SFP have not been successful as de-worming of pupils and other important things have not been done. Educational objectives of the GSFP had not been totally achieved as issues such as serving drinking water had not been regular. The reason why agricultural component of the SFP had not been met among others issues was that, the local food items were not patronised and the farmers had not been given incentives apart from supply of few bags of fertilizers.



## 5.4 Monitoring the GSFP

The main method used for the monitoring the caterers was by visiting the beneficiary schools to interview the head teachers on the programme as well as observing the food being served by the caterers. In terms of the time for monitoring, it was found out that supervision was done on quarterly bases and when done it was on the taste of the food, hygienic conditions, quality and quantity of food. It was released that food was not given to the pupils everyday and even when served it was not sufficient and not served on time as well. The preferences of the pupils were not considered in the choice of the menu rather on some occasions their taste was considered. It took three months or more for the caterers to be paid. It can be concluded that food was prepared under good hygienic environment. As revealed by the study, it was worthy to note that the various recommendations be examined and given attention to salvage the collapse of this important programme that will eventually improve Ghana's educational system. The research revealed that a lot of factors that should be taken into proper consideration have not been taken good care of such as proper procurement criteria for the award of contract to the caterers through bidding, daily service of the meals to the pupils have not been done, health consideration of the pupils has also been poor. If care is not taken, the idea behind the programme cannot be maintained and therefore a total collapse of the programme. The study was based solely on management, monitoring and evaluation of the contract with the providers of the food at Atwima Kwanwoma District and could not expand to cover a wider area of scope. It therefore cannot be generalised as the condition of GSFP for other places.

## 5.5 Recommendations

The GSFP at Atwima Kwanwoma District has been monitoring and evaluated but it is suggested that the farmers need to be given incentives for assuring them that their produce would be purchased. There should be the provision of polytanks to regularise water supply to the schools. Meat, egg and fish should be added to the meals of the pupils for nutritional purposes. Moreover, the selection and award of contract with the caterers should be done on a competitive manner to avoid any possibility of convenient supervision. Children's taste, preference, hygienic issues on quality and quantity of food; all need to be taken into consideration for the choice of food to be served. Variety of food and fruits should be introduced in the feeding programme (Wairire, Nyambura and McNiff, 2013). Furthermore, the financiers of the GSFP need to pay the caterers and the payments should be made on time. This should not be treated as any other government's programme where payments are done anyhow. It is also important to assign the head teachers of the schools to monitor the food on issues such as pupils' taste, preferences, and other on daily bases as well as the health workers to check the nutritional value of the food.

## 5.6 Further research

Study of this nature could have been considered issues such as the challenges faced by some of the actors that might have negative influence on the programme and therefore it is recommended that a further study could be

done by looking specifically at the challenges the actors face in the SFP.

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