

(Enclosure No. 1 to DepEd Order No. 80, s. 2011)

**Department of Education
BREAKFAST FEEDING PROGRAM
Operational Guidelines
SY 2011-2012**

Description

The Breakfast Feeding Program (BFP) was initially conceptualized and launched in 1997 to address the “short-term-hunger syndrome” among public elementary school children. Short term hunger is a condition experienced by children who do not eat breakfast and/or walk long distances to reach school that result to non-attendance and/or inattentiveness in class. As the program progressed, it shifted from just addressing the short-term hunger to addressing a more serious problem of undernutrition in schools.

The BFP aims to provide hot meals to children following the developed standardized recipes using malunggay and 20 day cycle menu utilizing locally produced and/or grown foods. By following the menu, the beneficiaries are assured of additional 300 calories per day to address their nutritional deficiencies. To avoid commodity fatigue, a variety of vegetables from their garden produce may be added in the menu. This is the reason why schools are encouraged to establish vegetable gardens to serve as food basket and have a ready source of vegetables in school. Food preparation maybe handled by the homeroom PTA on rotation basis or through the home economics/feeding teachers. The feeding program is also utilized as an avenue for the development of health and nutrition values and behavior among the children.

The BFP is to be implemented at the school level in accordance with decentralization efforts introduced through RA 9155 and the policy principles of School-Based Management (SBM) of DepED. The BFP also builds on the successful experiences in Negros Oriental with the localization of the Food for School Program. It is expected that the BFP will be included as part of the School Improvement Plan (SIP).

Objectives

General:

To rehabilitate at least 70% of undernourished beneficiaries at the end of 100-120 feeding days.

Specifically, the program aims to:

1. ensure 85-100% attendance among target beneficiaries; and
2. improve the children's health and nutrition values and behavior.

Mechanics of implementation

A. *Priority target areas and schools*

1. Pilot implementation

The BFP targeted the three (3) divisions from the 21 divisions modeling the Quality Management System (QMS) following the policy principles of School Based Management (SBM). These divisions were selected on the basis of geographic coverage (Luzon, Visayas and Mindanao), readiness on submission of nutritional status data, quick response to data requested, and familiarity with the guidelines on fiscal management.

Prioritization of schools shall be based on SBM assessment result and prevalence and magnitude of undernutrition. The complete list of divisions and schools is found in Annex 1.

2. New implementers for SY 2011-2012

The new implementers for SY 2011-2012 were identified by the Regional Health and Nutrition Unit (RHNU) Staff based on the following criteria: prevalence of undernutrition, training provided to school heads on SBM, capacity of the school heads to manage, disburse and liquidate funds, and awareness on procurement rules and regulations.

B. *Priority target beneficiaries*

The target beneficiaries shall be the undernourished kindergarten and Grades 1 to 3 pupils in identified schools. These grade levels are prioritized due to the high level of dropout rate, vulnerability to illnesses and undernutrition and they are considered at the critical stage of mental and physical development.

Each school is expected to record and submit the names of the beneficiaries, with their birthdate, age, weight in kilograms, height in meters, date of weighing and nutritional status during the first month of feeding.

C. *Duration*

To achieve a significant impact on the nutritional status of the children, the feeding shall be done for 100-120 days that is expected to commence within June 2011 to March 2012. The feeding days may be shortened if the actual beneficiaries exceeded the target beneficiaries or it may be extended if the actual beneficiaries are below the target beneficiaries. The following formula shall be followed in computing for the actual number of feeding days:

$$\text{No. of feeding days} = \frac{\text{Budgetary allocation for feeding}}{(\text{actual beneficiaries} \times \text{P15.00})}$$

A DepED Memorandum to this effect shall be issued prior to the commencement of the program.

D. Creation of BFP Core Group

The school heads/principals shall create a BFP Core Group from among the school personnel (teaching and non-teaching) and parents who shall be responsible in managing and implementing the program for the whole feeding cycle, they can only be replaced for valid reasons. The BFP Core Group shall be composed of two (2) teaching personnel and one (1) parent or one (1) teaching personnel and two (2) parents. The names of the BFP Core Group shall be submitted by the School Head to the Division Office as reference in granting service credits to teachers.

The BFP Core Group shall be responsible for the following:

1. Finalize the cycle menu for the whole duration of feeding;
2. Identify the target beneficiaries based on the set criteria;
3. Together with the school head, identify parents/volunteers who shall help in the whole duration of the program (these parents/volunteers should be in a good health condition);
3. Prepare the schedule of parents/volunteers who shall prepare the foods, cook the menu for the day, prepare the feeding area, supervise the daily feeding and wash the dishes;
4. Train the parents who shall help in the program on food pre
5. Do the recording and reporting using BFP Forms, and
6. Submit the terminal report at the end of feeding to the Division Office through the District Office.

E. Commodities

The school heads/principals shall have the authority to choose which food items to feed the targeted children based on the suggested recipes (Annex 2). In choosing the food commodity, special consideration should be given on the availability and sustainability of the supply in the area, reasonability of the prices and nutritional value that will help address the nutritional deficiencies among the children. A one-month or two-months cycle menu consisting of rice and a viand shall be prepared and followed.

From the Cycle Menu, the school head shall prepare o Work and Financial Plan (WFP) and a Project Procurement Management Plan (PPMP) for submission to the Division Office.

F. Procurement and delivery

1. The procurement of the food commodities shall follow the provisions of Republic Act 9184, otherwise known as Government Procurement Reform Act, and its revised implementing rules and regulations (Rule 1, Sec. 4.3 of the IRR). The existing school's Bids and Awards Committee (BAC) shall be responsible for the procurement of supplies and materials eligible for funding. In the absence of a committee, the School Head shall create one through a memorandum. The school's BAC shall be composed of five members consisting of school personnel. In the interest of check and balance, the school head shall not be a chairperson or member of the school's BAC. School BAC's recommendations for award shall be subject to school head's approval. Purchase orders shall be signed by the school head. Inspection and acceptance of goods shall be performed by the school's authorized representative.
2. All procurement shall be done through competitive bidding, except as provided in Rule XVI of the IRR of R.A. 9184.
3. Subject to the approval of the Head of Procuring Entity, and whenever justified by the conditions provided in R.A. 9184, the procuring entity may, in order to promote economy and efficiency, resort to any alternative methods of procurement, provided the most advantageous price for the Government is obtained. For this Program the Guidelines for Shopping and Small Value Procurement issued by the Government Procurement Policy Board (GPPB) shall be followed (Appendix 18 of the IRR).
4. For the procurement of food commodities, Negotiated Procurement particularly, Small Value Procurement (Section 53.9 of the IRR) may be used, provided, the threshold is not more than P500,000.00 as prescribed in Annex H of the IRR. At least three (3) suppliers will be invited to submit proposals.
5. The Request for Quotation (RFQ), indicating the specification, quantity, Approved Budget for the Contract (ABC), packaging, delivery and payment terms and quality/conditions of the item to be procured, shall be prepared by the School BAC and signed by the Chairperson.
6. In planning for procurement, the end-user should consider the most economical and efficient means of procuring food items, considering that quality of product and "freshness" should be guaranteed. Hence, ingredients needed in preparation for daily menu should be identified and summarized using the RFQ/Market form (Annex 3). For example, no. of kilograms rice/ "malagkit", kg. of chicken, garlic, onions, etc. for each menu per day.
7. The RFQ must also prescribe the manner by which price quotations shall be submitted i.e., by sealed or open quotation, and the deadline for their submission. In all instances, however, information relating to the examination, evaluation, and comparison of price quotations shall be kept

238

confidential and should not be disclosed to any other party except to those officially concerned until award of contract.

8. RFQs shall also be posted for a period of seven (7) calendar days in the Philippine Government Electronic Procurement System (PhilG-EPS) website, website of the procuring entity, if available, and at any conspicuous place reserved for this purpose in the premises of the procuring entity (e.g. school bulletin board), or other conspicuous place in the community (e.g. market, brgy. Hall, daycare center). However, in the following instances, this posting requirement shall not be applicable: (i) when there is an unforeseen contingency requiring immediate purchase under Section 52.1(a) of the IRR; or (ii) RFQs with ABCs equal to Fifty Thousand Pesos (Php 50,000.00) and below. The School BAC may seek assistance from the Division BAC if not the Procurement Service with regard to posting in the PhilG-EPS.
9. After the deadline for submission of price quotations, an Abstract of Quotations shall be prepared setting forth the names of those who responded to the RFQ, their corresponding price quotations, and the lowest quotation submitted. The school head shall approve the abstract of quotation if in accordance with the procurement process as provided by law.
10. Award of contract/Purchase Order shall be made to the lowest calculated and responsive quotation which complies with the specifications and other terms and conditions stated in the RFQ. The procuring entity must validate whether it is entering into a contract with a technically, legally and financially capable supplier by requiring the submission of relevant documents or through other means, e.g. business licenses, tax account number, availability of official receipts for payments received (and other accounting and auditing requirements).
11. For information purposes, all awards shall be posted in the PhilG-EPS website, website of the procuring entity, if available, and at any conspicuous place reserved for this purpose in the premises of the procuring entity except for those with ABCs equal to Fifty Thousand Pesos (Php 50,000.00) and below.
12. The terms for delivery and payment maybe made on a regular basis; e.g. daily, weekly every two (2) weeks provided it is indicated in the Contract/P.O.
13. The commodities should be delivered directly to the school. There shall be no additional charges for packaging and delivery of food commodities.

An authorized representative if not the principal/school head shall be responsible for receiving the deliveries of the food commodities.

- a. He/She shall randomly check the deliveries to determine quality and quantity as well as check for expiration date if applicable.

b. In case the principal or school head is not available at the time of delivery, he/she shall designate an authorized representative to receive the commodities as confirmed in an authorization letter.

14. The authorized person of the school to receive food commodities shall use Form No. 2 in recording the deliveries of food commodities.

G. *Nutritional assessment of beneficiaries*

Height and weight of beneficiaries in targeted schools will be taken by the school nurse or the teacher using BFP Form 1. This data shall be the basis for assessing the improvement on the nutritional status of the children at the end of the program.

1. The new WHO Child Growth Standards shall be used as the basis for the computation of the nutritional status.
2. Baseline data shall be taken at the start of the feeding, every three months and end-line data at the end of the program.
3. A calibrated weighing scale, preferably beam balance, shall be used to take the weight and steel tape for the height.

H. *Feeding proper*

Feeding shall be done in the morning preferably before the start of classes. If and when feeding is conducted in between class sessions, children must be fed at the school feeding center/area or separate room to avoid disruption of classes.

1. Mechanics:
 - a. The food commodities shall be served and consumed inside the feeding area. Food commodities shall not be brought outside the school.
 - b. The parents of the children beneficiaries shall provide the feeding utensils such as plates, spoon and fork, placemats, table napkins/towels, and other feeding paraphernalia. They shall likewise be responsible for the washing of used utensils.
 - c. The principal or school head or his/her authorized representative shall be responsible for supervising the daily feeding.
 - d. Feeding shall commence as soon as food stocks are received.
 - e. Highest standard of hygiene for the preparation and serving of food must be practiced and observed.

- f. Aside from feeding, the children should be taught proper hygiene such as washing of hands before and after eating, table manners, prayers before and after meals, simple concepts on health care, and importance of nutrition for their health and development, among others.
- g. In order to facilitate the feeding and not to over-burden teachers, the PTAs, and other volunteer workers shall be mobilized and tapped to assist in the conduct of the feeding.
- h. Children who participated in daily feeding shall be recorded in BFP Form 2.
- i. In cases of any interruption i.e., school is used as temporary evacuation center, the principal or school head shall ensure that the feeding activity shall be for the targeted children only.

2. Adherence to Food Safety

Food safety standards shall be strictly enforced and adhered to at all times by complying with the following:

- a. Availability of potable water and hand washing facilities;
- b. Well-maintained, clean, well-ventilated and pest-free environment;
- c. Proper selection of foods and ensuring they are fresh and in good quality;
- d. Washing/cleaning food items before storing;
- e. Storing dry goods dry storage area and perishable foods in cold storage area;
- f. Preparing/Cooking of foods on the day it will be served;
- g. Availability of food covers and containers for safekeeping;
- h. Hygienic practices on food preparation, cooking display, serving and storage;
- i. Ensuring that non-food items are not in the kitchen area, or if it cannot be avoided, they should be properly labeled and segregated from food items;
- j. Observing the expiry dates of food commodities; and
- k. A first-in first-out (FIFO) policy shall be observed in withdrawing stocks for the storeroom.

I. Storage and control system

A system on storing and control of food items in schools should be in place to ensure a smooth program implementation. School heads must allocate a space in school for storing foods. If no space is available, the principal may coordinate with the PTA or barangay officials for the provision of storage areas. To avoid the demand for large storage spaces, a staggered delivery system of food commodities maybe arranged with the supplier.

J. Attendance of pupils

Daily attendance of pupils and conduct of feeding shall be accomplished by the BFP Core Group using BFP Form 1. This will be used to monitor as to whether there was improvement on the attendance of the pupils and in their nutritional status.

K. Financial operations

1. The DepED Central Office, through the Budget Division, shall prepare Sub-ARO based on the approved listing provided by the Health and Nutrition Center. Sub-ARO shall be released to Division Offices concerned with copy furnished to Regional Offices.
2. Upon receipt of SARO, Division Offices shall request their corresponding Notice of Cash Allocation (NCAs) to their respective Regional DBM copy attached Sub-ARO and listings of recipient schools. NCAs shall be requested in accordance with the program of Division Offices relative to implementation of school feeding program.
3. Upon receipt of NCAs, a check shall be prepared and issued in favor of the School Principal/Head. The remaining allocation of the recipient schools shall be released upon submission of liquidation reports pertaining to the previous releases.
4. The manual on the Simplified Accounting Guidelines and Procedures for the use of Non-Implementing Units/Schools shall be adopted to account the receipts, utilization and liquidation of funds of non-implementing units.
5. Division Accountants are reminded of the necessary bond of the School Principals/Heads. Additional bond shall be sourced from the MOOEs of Division Office.
6. Immediately upon release of check to recipient schools, Division Accountants shall prepare and submit the Statement of Expenditures (SOEs) to their Regional Accountants for consolidation and the latter shall submit the consolidated reports to the Central Office-Accounting Division. It is encouraged however, that advance copy from the

Division Offices may be sent directly to the Central Office-Accounting Division.

7. Expenses allowed under this program shall be food items only. Other expenditures necessary to implement the program such as transportation expenses, water, LPG, charcoal, firewood and kerosene are chargeable to HNC program funds allocated for the purpose.
8. The school heads shall be responsible in ensuring prompt liquidation of funds every three (3) months.

L. *Monitoring and Evaluation*

The program shall be monitored periodically to assess efficiency and effectiveness as follows:

National Level - semi-annual
Regional Level - quarterly
Division Level - bi-monthly
District Level - monthly

M. *Submission of Reports*

All school heads shall be responsible in the submission of a terminal report to include the following: program accomplishments; list of names of beneficiaries; issues encountered and actions taken; good practices or lessons learned and pictorials.

All terminal reports shall be submitted to the Division Office through the District Office, then to the Regional Office, and to the DepED Health and Nutrition Center. The Region and Division Offices are expected to consolidate all reports before submission to the Central Office.

N. *AWARDS AND INCENTIVES*

1. Granting of service credits to teachers

The services rendered by the teachers who are members of the BFP Core Group are eligible for service credits in accordance to the provisions of DepED Order No. 53., s. 2003 "Updated Guidelines on Grant of Vacation Service Credits to Teachers". The school heads are responsible for granting such incentives.

2. Search for Outstanding School Implementer of BFP

The best school implementer of BFP shall be recognized and awarded accordingly at the end of the feeding period based on the following criteria:

- a. percentage of beneficiaries rehabilitated to normal status;

- b. compliance to guidelines;
- c. prompt submission of liquidation reports;
- d. establishment of vegetable garden;
- e. good practices developed and lessons learned;
- f. involvement/support of parents and community;
- g. advocacy and social/resource mobilization activities

A best school implementer of BFP shall be identified from each region and the Most Outstanding BFP Implementer shall be awarded from among the seventeen (17) regional winners.

COMPLEMENTARY ACTIVITIES FOR EFFECTIVENESS AND SUSTAINABILITY

1. Deworming

- a. Beneficiaries shall be dewormed before the start of the feeding so that the child will get the full benefit of the nutrients of the food.
- b. The DOH shall provide the deworming medicines to schools through the regional health and nutrition unit that will be distributed to division offices and to schools.
- c. The school nurse/feeding coordinator, teacher-in-charge, barangay health workers shall obtain parental approval before administering the deworming medicines and should be under the supervision of the medical officer.

2. Integration of the Essential Health Care Program (EHCP)

The Essential Health Care Program (EHCP) is a school-based health program of the DepED in partnership with the Local Government Units (LGUs), Fit for School Inc., and other stakeholders like UNICEF, Procter and Gamble, GMA Kapuso Foundation, Lamoian Corporation and Philippine Dental Association (PDA). The program advocates simple, doable and cost-effective health interventions that will promote cleanliness and prevent sickness among our school children. EHCP is taught in schools and daycare centers as venues for health promotion and behavior change as they are the most appropriate places to reach children in a structured and organized way.

The package consists of daily handwashing with soap, toothbrushing with fluoride toothpaste and bi-annual deworming of children. Particular attention should be given to the importance of handwashing with soap and water as the simplest, most cost-effective way of improving sanitation and hygiene; reducing incidents of diarrhea by 44%; reducing acute respiratory infection by 25%; and preventing skin and eye infections and intestinal worms; thereby, increasing school attendance by 20% and improving academic performance.

Under EHCP, each child gets one toothbrush and has access to toothpaste, soap and deworming tablets. The amount needed for these materials is only P25 per child for the entire school year.

3. Orientation of Program Implementers

- a. An orientation shall be held among school principals or school heads, teachers, day care workers, barangay officials, organizations of community and parents (i.e. PTAs, DCSPGs) and other stakeholders before program implementation to ensure effectiveness, common understanding of the program and the roles and responsibilities of implementers and stakeholders. It is also a good opportunity to seek the support of the community members (i.e., school alumni, affluent families, private corporations) in providing weighing scales (beam balance), storage facilities (refrigerators or freezers) and cooking and feeding paraphernalia.
- b. DepED in coordination with the local TWGs, shall conduct the orientation for each level.
- c. Topics for orientation shall include:
 - i. Overview of the program
 - ii. Background/rationale
 - iii. Operational guidelines
 - iv. Roles of PTA and other stakeholders in program implementation
 - v. Training/Cooking demonstrations for teachers and parents
 - vi. Food preparation and food safety concepts

4. Food Production in Schools/ School based Alay Tanim Program

- a. *Gulayan sa Paaralan* Project (GPP) of DepED.
- b. In compliance to DepED Memo No. 234, all schools should plant at least 50 malunggay trees within the school premises. An area in the school shall be allotted for production of nutrient-rich fruits and vegetables like: legumes, root crops, leafy green and yellow fruits and vegetables for feeding of underweight school children as well as to provide planting materials for home gardens. In urban areas, schools may adopt an urban gardening technology.
- c. Initial planting materials shall be provided to the schools by the local agriculture office for the malunggay trees within the school premises.
- d. The barangay council shall be encouraged to designate an area in the community where the parents of the beneficiaries could establish a communal vegetable garden as primary source of vegetables for the supplementary feeding. Initial planting materials may be provided to

the households by the local agriculture office or the barangay council upon request.

- e. Retention of good seeds and planting materials shall be encouraged as a regular source of replanting materials for sustainability.

5. Productivity, Life and Values Development Training

- a. LGUs, in collaboration with NGOs and other government agencies are encouraged to conduct trainings on the following areas for parents in order to sustain family food security, increase school retention and improve the nutritional status of children in the long term.
 - i. Values formation
 - ii. Sustainable food production/gardening technologies
 - Bio-intensive gardening (BIG)
 - Food Always In The Home (FAITH) approach
 - Gulayan sa Paaralan Project
 - Fish culture using cement tank/drum
 - Urban gardening
 - iii. Livelihood/income generating projects
- b. Nutrition education
 - i. Nutrition education in schools aims to create positive attitudes, skills and promote life-long healthy eating and lifestyle behaviors. Thus, nutrition concepts consistent with the Nutritional Guidelines for Filipinos should be integrated in class discussions.
 - ii. Information education and communication materials provided by the NNC, i.e. posters on the Daily Nutritional Guide for Children 7-12 years, vegetables, eggs; *Pagkaing Sapat at Abot Kaya* exhibit materials; billboard on *Gabay sa Wastong Nutrisyon*, vegetable and egg; and *Pabasa sa Nutrisyon* kit could be used.