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Programme  
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Mundial  
de Alimentos

**Executive Board  
First Regular Session**

**Rome, 4 - 6 February 1998**

# **PROGRESS REPORTS ON APPROVED PROJECTS**

## **Agenda item 9**

### **PROJECT CHAD 3499.01**

#### **Assistance for the development of education and training**

Total food cost	19,852,470 dollars
Total cost to WFP	33,057,838 dollars
Number of beneficiaries	161,600
Date approved by the CFA	29 May 1992
Date plan of operations signed	17 February 1993
Date notification of readiness accepted	1 March 1993
Date of first distribution	1 March 1994
Duration of WFP assistance	Four years
Duration of project as at 30 June 1997	Three years, four months

All monetary values are expressed in United States dollars, unless otherwise stated.  
One United States dollar equalled 583 CFA francs in June 1997.



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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted for consideration to the Executive Board.**

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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## PURPOSE OF THE PROJECT AND OF WFP ASSISTANCE

1. The long-term objective of the project is to assist the Government in its strategy of providing basic education to all children of school age, and promoting education and job-training that can respond to the country's development, economic and social needs. The project originally had four immediate objectives:
  - a) contributing to the improvement of school attendance;
  - b) contributing to the reduction of absenteeism and drop-out rates;
  - c) increasing pupils' assimilation capacity; and
  - d) contributing to the functioning of boarding-schools.
2. The March 1996 technical review mission concluded that in the country's present educational context the first two objectives were not valid. The mission proposed they be replaced with an objective which better reflects the actual role of WFP assistance: "providing a nutritional supplement to schoolchildren in food-deficit areas". Sharper targeting procedures were developed in line with this objective.

## IMPLEMENTATION

3. The "National Service for School Canteens" (SNCS) of the Ministry of Education is responsible for the technical execution of the project (updating lists of schools and beneficiaries, devising distribution plans, controlling deliveries, monitoring, reporting, and training). SNCS has 46 staff members, 14 of whom serve in the provinces.
4. The National Directorate for WFP Projects (DNPP) of the Ministry of Plan is responsible for overall coordination of project activities and part of the logistics, including the management of five regional warehouses. Commodities are delivered to the schools from five extended delivery points (EDPs), each equipped with adequate warehouses run by an average of seven DNPP staff and one WFP adviser (United Nations Volunteer (UNV) or locally recruited). Delivery to schools is scheduled for three times a year and carried out by private transporters escorted by SNCS staff.
5. A retargeting exercise was undertaken in 1996 to determine the actual number of beneficiary institutions in food-deficit regions as identified with the assistance of the country's Early Warning System (SAP). The result was the confirmation of 806 primary schools out of the 1,189 assisted up to that time—a more realistic and manageable number. All the schools in the six prefectures experiencing chronic overall food deficit were retained (Kanem, Batha, Biltine, Lac, Ouaddaï and BET), while the two other prefectures (Guera and Chari-Barguini) were only partially covered among administrative subdivisions. The number of secondary schools served was maintained nationwide as in the previous years, according to the recommendations of the 1996 review mission. Among these institutions, there are boarding-schools, and half-day schools in which pupils from distant districts are hosted by families in the communities where the schools are located.
6. In the 1996/97 school year, WFP's support to the pilot project on girls' education co-financed by the World Bank and UNICEF ("Girls' Education") took off in selected schools in the prefectures of Kanem (25) and Batha (20). A total of 2,422 girls officially enrolled in



these schools and attending classes on a regular basis received monthly take-home dry rations of canned fish and vegetable oil.

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## FOOD MANAGEMENT

7. Out of 30,961 tons of food committed, 26,454 has been supplied (85 percent) and 17,489 (56 percent) distributed in three years and four months. The achievement rate of planned distribution targets averaged 66 percent. This may be explained by: the closure of roads to duty trucks four months during the rainy season; repeated teachers' strikes to protest against delays in salary payments; teachers' involvement in extracurricular activities such as electoral campaigns and agricultural activities during the growing season when children do not attend school; the late start of the school year; late delivery of some commodities; and occasional problems related to security. The strict targeting criteria applied during the 1996/97 school year further reduced the number of schools, and consequently of beneficiaries assisted.
8. At the Government's request and as suggested by the World Health Organization (WHO), 335 tons of the total 2,870 of sugar was exchanged for 411 tons of iodized salt in order to rectify the high incidence of iodine deficiency among the beneficiary population.
9. Recorded post-c.i.f. losses stood at 183 tons, (0.69 percent). These were due to multiple and poor handling of commodities, weak packaging (vegetable oil), long storage and the warm climate.
10. Some project commodities were seen in local markets, probably the result of unauthorized sales. While not being able to calculate the exact amount lost in this way, the country office has identified three possible causes to the problem. Firstly, the irregularity and long delays in the payment of teachers' salaries may have tempted them to sell WFP food. Secondly, the parents are not always able to contribute as foreseen, which may have induced teachers to sell some food to purchase fuelwood, condiments and other items required for the functioning of the canteens. Thirdly, dishonest warehouse staff may have gone into business. However, the problem seems to be on the decline following a sensitization campaign on the proper use of commodities and training workshops for canteen managers arranged by the country office.

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## GOVERNMENT'S CONTRIBUTION

11. The Government of Chad's overall financial situation has been critical in recent years; consequently, counterpart support to the project has been close to nil. Except for the cost of some of the staff directly involved in the project, the Government budgeted an initial financial contribution to the project (10,000 dollars) only last year. This amount was disbursed in the form of some office equipment and supplies to SNCS. There has been a complete lack of other important inputs, such as vehicles and daily subsistence allowance (DSA) for monitoring. SNCS continues to depend entirely on the WFP-allocated monitoring and evaluation (M&E) budget (195,000 dollars), a fact which truly limits its efficiency and mobility.
12. As proposed by the review mission in 1996, a few trucks remaining from a WFP emergency fleet were sold, and two new 4x4 pick-up trucks and five all-terrain motorcycles were purchased from generated funds for SNCS staff to monitor the project.



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## EXTERNAL ASSISTANCE

13. As mentioned in paragraph 6, WFP assistance is linked to substantial external support to the education sector in general. Furthermore, over the period 1994-96 loans were provided mainly for construction projects by the African Development Bank (12.8 million dollars) and International Development Assistance (IDA) (6.8 million dollars); the European Union granted assistance worth 2.7 million dollars.

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## ASSESSMENT

14. Distribution was planned to start on 1 March 1993, but because of a general teachers' strike, all schools were closed between that date and 1 March 1994. By the end of the 1995/96 school year, the targeted number of beneficiaries had been almost fully reached, with the exception of community teachers, whose number was over-estimated when the project was designed, and trainee teachers whose programme was never fully implemented. Yet, the number of schools served was far beyond what had been planned. This apparent contradiction is explained by the fact that the project authorities found it appropriate to provide food only to part of the pupils enrolled in each school and use the savings thus accrued to cover a larger number of schools. The review mission strongly recommended returning to the number of beneficiary institutions originally agreed upon.
15. The mission also concluded that the project was unlikely to have any measurable impact on school attendance and absenteeism. Factors such as frequent teachers' strikes and population movements caused by the economic crisis would make it impossible to isolate the effects of food aid alone.
16. However, the project's assistance contributed to alleviating food insecurity among the poorest families and reducing the effects of famine and malnutrition among children, particularly during lean periods. Food has also represented a source of income for community teachers and volunteer cooks, many of whom have no other employment opportunities. In addition, it has motivated the children to attend school. This was clearly demonstrated when the interruption of WFP assistance to primary schools in non-targeted regions resulted in the closure of a high percentage of schools. Since the project had played a major role in enhancing food security in food-insecure areas, it was recommended that it be restricted to these and that the immediate objectives be revised immediately.
17. The 1996/97 school year was more stable, but, as usual, a slow start shortened the period children actually spent at school. As a result, only two deliveries were carried out instead of the three planned.



18. The number of beneficiaries and schools per year, achieved as at 30 June 1997, is as follows:

Category	Target	Achieved	%
Primary schoolchildren	125 000	93 871	75
Primary schools	777	738	95
Secondary schoolchildren	24 000	23 346	97
Secondary schools	88	148	168
Community teachers	2 000	1 032	52
Volunteer cooks	1 600	1 380	86
Girl primary students	2 422	2 422	100

19. Following the retargeting exercise, the number of primary schools served (806) came closer to the target, while concentrated within selected food-deficit regions. During the second half of the 1996/97 school year, the number of schools served decreased to 738 because of the lack of minimum facilities for commodity storage and meal preparation in several schools. Instructions were also given and efforts made to feed all pupils enrolled in all assisted schools. However, their number will always remain below the target, which had been clearly overestimated in relation to the number of schools that had been agreed upon.
20. A series of training seminars for canteen managers jointly organized by SNCS and WFP, together with interventions of technicians from the Ministry, have helped to curb the rapid turnover of trained staff, and to improve food management and reporting at all levels.
21. Thirty-two percent of the beneficiaries in primary and 19 percent in secondary schools are girls; only three percent of the community teachers, but 98 percent of the volunteer cooks are women. Out of a total of 1,060 canteen managers trained by the project, only 198 are women (19 percent). As mentioned previously, since the 1996/97 school year WFP has been providing additional food assistance to 20 primary schools and 2,422 girls covered by UNICEF/World Bank pilot project. The take-home rations, together with sensitization campaigns by UNICEF and the provision of school supplies financed by the World Bank, are having positive results in terms of supporting girls' attendance and school performance. During field visits made on the spot (without any statistical purpose) at the end of the 1996/97 school year, data were compared between schools targeted by the pilot project and others which had received only traditional food aid. According to the results of this exercise, which need to be confirmed at the end of the 1997/98 school year, girls' attendance and academic results were better in the first group than in the second.

## CONCLUSIONS AND RECOMMENDATIONS

22. In order to achieve the revised objectives and restore the project to manageable dimensions, the recommendations of the 1996 technical review mission were implemented in the 1996/97 school year. A thorough geographical retargeting of the schools was the key measure adopted. Food assistance was limited to schools in the food-insecure areas.
23. To have a better impact on girls' education, WFP assistance will continue to be linked to the World Bank-UNICEF pilot project, "Girls' Education". It is proposed that during the



1997/98 school year WFP assistance be extended to cover a higher number of schools and girl students.

24. Unutilized rations will be used as an incentive for volunteer trainers in women's adult literacy programmes in the food-insecure prefectures of Kanem and Guera. Women's adult literacy centres operational in these two areas will receive WFP support during the next session, starting in December 1997.
25. The Government needs to meet its obligations by transferring trained teachers to the BET prefecture and ensuring that salaries are paid. In the meantime, the results of the verification missions suggest the suspension of WFP food aid to schools in at least part of this prefecture (Tibesti) for the remaining period of the project.
26. SNCS and the country office will intensify their monitoring of food management to make sure that school meals are served at an appropriate time, in order to effectively alleviate short-term hunger. Canteen managers will need more supervision and training in record keeping and reporting. In order to further reduce post-c.i.f. losses, efforts will be undertaken to improve food handling and storage.
27. Beneficiaries were not notified of the suspension of WFP assistance to schools in non-targeted areas. Moreover, various administrative authorities and parents were not informed that food assistance to secondary schools would be terminated with the end of the current phase. In both cases, the Government will need to inform all concerned about these changes.
28. Project operations will be extended (without additional commitments) up to the end of the next school year (June 1998). At the same time, a request for an extension of the project for one additional year (with a budgetary revision) will be prepared, so as to cover the 1998/99 school year and allow time for assessing the feasibility of a new phase, within the framework of a global WFP strategy. The submission of a Country Strategy Outline (CSO) for Chad is scheduled for October 1998 and that of a Country Programme for the Executive Board's Second Regular Session of 1999.

