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COUNTRY PROGRAMMES

Agenda item 8

For approval

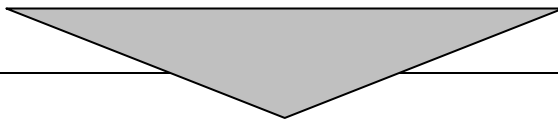
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COUNTRY PROGRAMME— MOZAMBIQUE (2002–2006)

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Note to the Executive Board



This document is submitted for approval to the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Executive Summary

Despite growth rates of around 10 percent over the past four years, Mozambique remains among the poorest countries in the world. Its per capita gross domestic product (GDP) was US\$240 in 1999. Moreover, economic progress in the country is not evenly distributed: about 68 percent of the population lives in absolute poverty and 64 percents lives in food-insecure households. The total population is 17.2 million, and the population density is only about 20 persons/km². With 80 percent of the population living in rural areas and the economy based predominantly on agriculture, Mozambique is particularly vulnerable to recurring natural disasters such as floods, droughts and pests.

The Mozambique Country Programme (CP) 2002–2006 is based on the Country Strategy Outline (CSO) that was endorsed by the Executive Board at its Second Regular Session in May 2001. (Its Executive Summary is attached as Annex I.) The overall objective of the CP is to strengthen the capacity of hungry poor households (especially of women and children) to take charge of their own development and withstand external economic shocks, drought and floods, and at the same time to address gender imbalances and HIV/AIDS.

By synchronizing the programming cycles of United Nations agencies in Mozambique, a comprehensive link has been established between the Common Country Assessment (CCA), the CSO, the United Nations Development Assistance Framework (UNDAF) and the present CP. Extensive consultation has taken place with the Government, non-governmental organizations (NGOs) and donors. UNDAF theme groups, in which WFP actively participates, ensure continuous consultation with United Nations partners. The two main priorities identified for the United Nations system in Mozambique are girls' education and HIV/AIDS. CCA and UNDAF follow a rights-based approach. Accordingly, this CP focuses on the following two main outcomes of the UNDAF, to which all activities contribute:

- progress towards the fulfilment of the right to knowledge and improved learning capacity through increased school enrolment and attendance, particularly for girls and orphans; and
- progress towards the fulfilment of the right to personal security through the increased capacity of communities to prevent and mitigate the negative effects of disasters, including HIV/AIDS.

In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focuses its development activities on five priorities. This CP addresses objectives 2, 3 and 4 of the Enabling Development policy:

- Enable poor households to invest in human capital through education and training;
- Make it possible for poor families to gain and preserve assets; and
- Mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.

The CP comprises three basic activities: (i) School Feeding; (ii) Food for Development Fund (FDF); and (iii) Community Safety Net Facility. The last is specifically designed to lend itself

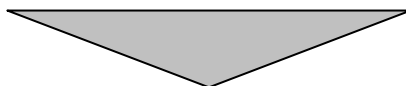


to joint programming with various agencies in the area of HIV/AIDS. Two supplementary activities concern School Feeding and Community School Construction.

WFP continues to focus its activities in the southern and central regions with the highest chronic food insecurity and the highest HIV/AIDS prevalence. The activity component that specifically promotes the common United Nations goal of fostering girls' education targets the northern region, however, since the worst gender imbalance in education occurs in this area.

For the proposed Mozambique Country Programme covering the period 2002–2006, the Executive Director requests that the Executive Board approve, subject to the availability of resources, US\$39.8 million, representing all basic direct operational costs, and endorse US\$19.7 million for supplementary activities.

Draft Decision



The Board approves the Country Programme for Mozambique (2002–2006)
(WFP/EB.3/2001/8/2).



STRATEGIC FOCUS OF THE WFP COUNTRY PROGRAMME

1. The Government of Mozambique's Plan for the Reduction of Absolute Poverty (PARPA, 2001–2005), to which all government and partnership programmes for development should subscribe, aims at substantially reducing absolute poverty levels in Mozambique through measures that increase the capacities and opportunities for all Mozambicans, in particular the poor. WFP's mission in Mozambique is to help poor, food-insecure communities reduce their chronic short-term hunger, and thereby contribute to the national goal of eliminating poverty. Accordingly, the overall objective of the CP is to strengthen the capability of hungry poor households (and especially women and children) to take charge of their own development and withstand external economic shocks, drought and floods, and at the same time to address gender imbalances and HIV/AIDS. Furthermore, the CP will contribute to the following two major outcomes set for the UNDAF:

- progress towards the fulfilment of the right to knowledge and improved learning capacity through increased enrolment and attendance, particularly for girls and orphans; and
- progress towards the fulfilment of the right to personal security through the increased capacity of communities to prevent and mitigate the negative effects of disasters, including HIV/AIDS.

An overview of the CP objectives and outcomes is contained in the logical framework in Annex II.

2. In pursuing these objectives, WFP will focus on three key areas: increased investment in education, with a particular emphasis on girls and orphans; the creation, maintenance and rehabilitation of sustainable assets to reduce disaster vulnerability; and support to the provision of basic needs to severely HIV/AIDS-affected households and marginalized groups. Guiding principles for the implementation of activities are:

- community involvement and empowerment;
- gender mainstreaming and the participation of women in all decision-making processes;
- HIV/AIDS awareness in all activities;
- disaster awareness and management;
- advocacy on hunger;
- forming partnerships with the Government and other relevant development agencies; and
- human capacity-building.

3. In community involvement and empowerment, WFP will focus particularly on women, building their skills to enable them to participate qualitatively and mandating a 50-percent participation of women on WFP committees for food management and other activities. Gender issues are mainstreamed into all activities. More than 60 percent of the beneficiaries of this CP will be girls or women. The CP addresses women's basic needs through facilitating equal access to resources, education and training, employment and markets.



4. The targeting of WFP activities is based on a chronic vulnerability assessment, which includes factors such as food insecurity, proneness to disasters, poverty, health, the percentage of girls in the school population, and HIV/AIDS prevalence. The groups targeted for WFP assistance comprise:
- in provinces with HIV/AIDS prevalence above 20 percent among the 15-to-45-year-old population, communities that have elaborated action plans with the aim of increasing their capacity to cope with the negative effects of HIV/AIDS—in particular to enable households to secure the basic needs of orphans and vulnerable children;
 - poor households in disaster-prone communities in the most chronically food insecure districts—to invest in sustainable assets in order to make those households less vulnerable to disasters;
 - poor households in communities impeded by high, chronic food insecurity—to invest in an infrastructure that will give their children access to primary education;
 - students and parents' associations at rural and peri-urban schools at the second level of primary education (grades 6 and 7), as well as at schools covering the entire primary education system (grades 1–7), where long walking distances and short-term hunger reduce children's concentration and their capacity to learn;
 - girls and their families in schools participating in the school feeding activity in provinces where girls' share of the school population is under 30 percent;
 - orphans (defined as children up to 15 years who have lost one or both parents) and their families in the schools participating in the school feeding activity in the provinces, where HIV/AIDS prevalence among adults between 15–49 exceeds 20 percent; and
 - students and staff of boarding school institutions.

The map provided in Annex IV gives an overview of the geographic targeting of activities.

PROGRAMME OF COUNTRY ACTIVITIES

Country Programme Resources and Preparation Process

5. The present CP reflects WFP and the Government's priorities while taking into account the country's absorptive capacity. WFP's basic resource level is proposed at 109,000 tons of food (i.e. about 21,800 tons per year) at an operating cost of US\$39.8 million. The total number of beneficiaries is estimated at 351,500 per year. If additional resources become available, they will be used to fund two supplementary activities: (i) an expansion of the school feeding activity (at an additional 18,000 beneficiaries per year) and (ii) community-based school construction (with 28,800 beneficiaries per year). The food required for these supplementary activities (part of which is already earmarked) would total about 44,200 tons. This is equivalent to US\$19.7 million in direct operational costs (DOC).



6. The activities foreseen in the CP are shown in the table below:

Activity	Quantity of commodities (tons)	Distribution by activity (%)	Number of beneficiaries (2002–2006)	Percentage of female participants (2002–2006)
Basic Activity 1: School Feeding	53 500	49.1	567 500	43
Basic Activity 2: Food for Development Fund	35 400	32.5	1 000 000	65
Basic Activity 3: Community Safety Net Facility	20 000	18.4	190 000	65
Total Basic Activities	108 900	100.0	1 757 500	52
Supplementary Activity 1: Expansion of School Feeding	20 000		90 000	
Supplementary Activity 2: Community School Construction	24 210		144 000	
Total Supplementary Activities	44 210		234 000	
Total Country Programme	153 110			

7. Synchronization of the programming cycles of the United Nations agencies in Mozambique has ensured a comprehensive link between the CCA, the CSO, the UNDAF and this CP. Extensive consultations have been held with the partners who also make up the Country Programme Committee (CPC), i.e. the Government, NGOs, concerned donors and United Nations partners. The CP reflects the two main priorities identified for the United Nations system in Mozambique, i.e. girls' education and HIV/AIDS. Logical framework exercises were carried out in September (Food for Development Fund) and December 2000 (education activities). A consultant examined WFP's disaster mitigation efforts in January 2001. This led to a more stringent focus of the Food for Development Fund and to the mainstreaming of disaster mitigation into other CP activities. In March and April 2001, pre-appraisals were carried out for the School Feeding activity and the new Community Safety Net Facility. The vulnerability analysis and mapping (VAM) unit undertook an assessment of chronic vulnerability, in conjunction with the government/donor vulnerability analysis (VA) group. WFP's participation in United Nations theme groups on education, HIV/AIDS and disaster management provided valuable orientation for the development of activities.

8. During the preparation process, new partnerships were developed with the Ministry of Agriculture and Rural Development (MADER) for the Food for Development Fund, and with the Ministry for Women and Coordination of Social Action (MMCAS) for the Community Safety Net Facility. Their implementation capacity will be reinforced through training and other capacity-building measures as identified during the activity appraisal. The number of NGOs that could become implementing partners is rapidly increasing in the area of HIV/AIDS.



THE COUNTRY PROGRAMME ACTIVITIES

Basic Activity 1: School Feeding

✦ *Strategic Focus*

9. This activity addresses Enabling Development policy priority 2 (enable households to invest in human capital through education and training) with its aim of enabling poor households to invest in human capital and their own development by supporting the Government's Education Sector Strategic Plan (ESSP) through four components: (i) boarding school feeding; (ii) primary day school feeding; (iii) take-home rations for girls; and (iv) take-home rations for orphans.

✦ *Problem Analysis*

10. The net enrolment rate drops from 53.8 percent for the first level of primary education (EP1, grades 1–5) to a mere 2 percent for the second level of primary education (EP2, grades 6–7). This considerable gap hinders the development of the human resources necessary for the requisite socio-economic development of Mozambique. Also, technical and professional education is crucial in order to provide the qualified human resources needed to sustain the current improvement in the country's socio-economic development.
11. Mozambique is a large country with a low population density, and there are not enough primary and secondary schools within walking distance of all rural communities. Strategically located boarding institutions for primary, secondary, technical and professional education are therefore a necessity. Despite a GDP of US\$240 per year, the vast majority of rural and peri-urban families have an income far below this average, and therefore are not in a position to pay the US\$32 per year it would cost (using local prices) to feed each student.
12. Children in rural and peri-urban areas must walk long distances to reach an EP2 school, of which there are currently only 626 in the country. As a result of socio-economic conditions and families' dietary habits (only one meal eaten per day, at night in most parts of the country), most children are hungry when they arrive at school, and therefore have difficulties concentrating and learning. This contributes to high drop-out rates (about 20 percent between grades 5 and 6) and high repetition rates (25 percent).
13. In primary schools covering grades 6 and 7, the percentage of girls in the school population is lowest in the northern provinces (Cabo Delgado: 30 percent; Nampula: 28 percent; Niassa: 27 percent; and Zambezia: 29 percent). There are a number of reasons for the considerable gender gap in these provinces. The main deterrent to sending girls to school is the socio-economic situation of their families. Faced with limited financial resources, and having to make a choice, parents send their sons rather than their daughters to school. From the age of ten, girls often have to stay at home in order to carry out domestic and agricultural tasks. Finally, cultural and religious habits also play an important role in girls' low participation in primary education.
14. There are presently about 504,000 orphans under 15. By 2006, that number is expected to reach 1.12 million, with the increase owing almost entirely to parents' deaths from HIV/AIDS.¹ Current estimates of HIV infection rates are almost 25 percent in the rural

¹ UNDP, National Human Development Report, p. 70.



areas of the central region for people between 15 and 45, and around 15 percent for the same age group in the other regions. Studies indicate that children in households where one or more adults are infected by AIDS or are deceased are less likely than other children to perform well in school and more likely to be absent from classes or to drop out of school entirely.

15. The recent VAM exercise confirmed that the highest and most chronic food insecurity exists in the southern and central provinces. These provinces have particularly low population densities, and children from many rural households there are denied access even to the first level of primary education. This is because of the inadequate education infrastructure and poverty. Food insecurity means that communities cannot afford to invest their work and time in the construction of schools, let alone in constructing housing for teachers that is attractive enough to encourage the teachers to stay in a village.

Objectives and Intended Outcomes

16. This activity will contribute to the achievement of one of the two objectives set for the UNDAF, namely: progress towards the fulfilment of the right to knowledge and improved learning capacity through increased enrolment and attendance at school, particularly for girls and orphans.
17. Each of the four activity components pursues a specific immediate objective:
 - to increase access for children from poor households to day schools, and improve their learning achievements (grades 1–7);
 - to increase the percentage of girls at schools for the second level of education;
 - to secure access to the second level of education for orphans; and
 - to secure access to boarding institutions for all levels of education for children from poor households.

Role and Modalities of Food Aid

18. By covering part of the costs of schooling, food aid will enable poor households to enrol and maintain their children in school (including boarding facilities). Providing two meals per day in day schools will reduce students' short-term hunger and improve the concentration of children who have walked long distances from home to school. This is expected to lead to improved performance and reduced repetition and drop-out rates.
19. Take-home rations will cover part of the costs sustained by families in sending their children to school. Take-home rations for girls provide an effective incentive to overcoming the obstacles to letting girls participate in schooling, and lead to a significant decrease in the gender gap in education. A similar logic is applied to orphans. They are usually taken care of by foster families who do not have the means to support their schooling but who depend on their labour to cover the additional costs.

Implementation Strategy

20. The cooperation between WFP and the Government in the area of education is covered by a Memorandum of Understanding (MOU), which will be reviewed in light of the approved CP. The Ministry of Education will have the overall responsibility for implementing and managing the activity. The Director of the National Directorate for Administration and Finance (NDAF) will be the national project coordinator. Eleven provincial coordination units will be responsible for planning and monitoring food



deliveries. In consultation with the Ministry of Health, a deworming programme will be implemented in all participating schools at least once a year. All MOUs and Letters of Understanding (LOUs) take into consideration the need to meet WFP's Commitments to Women.

21. Boarding school directors will be responsible for implementing the activity at their schools. The Provincial Directorates for Education (PDEs) will be responsible for managing the day school feeding component at the provincial level in cooperation with the respective district education project focal point in the District Directorate of Education.
22. At the school level, a parent-teacher association will establish the necessary infrastructure and ensure access to safe drinking-water, sufficient manpower and fuel for food preparation. The association will also organize food preparation and the distribution of meals. Finally, it will identify orphans, who will be provided with a "certificate" by local administration. Women will play a central role in these associations.
23. At the beginning of each semester, i.e. twice a year (on a day announced well in advance), mothers of enrolled girls will present themselves at the school with their daughters to receive the family take-home ration. Based on the Ministry of Education's (MINED's) criteria for sitting exams, a minimum attendance rate is the criterion for receiving take-home rations. The school will keep a register of beneficiaries and will transmit it to the provincial coordinator for monitoring. This component will take place only in schools participating in the day school feeding activity.
24. Care providers and the orphans in their care will present themselves at the school twice a year in order to receive the take-home ration. Beneficiaries with an orphan certificate will be selected and registered by the school direction.
25. The day school feeding and take-home ration components will start on a pilot basis in some districts of Maputo, Nampula, Tete and Zambézia provinces during the autumn of 2001. Upon demonstrating satisfactory performance in terms of implementation, logistics and monitoring capacities, the activities will gradually be extended to other districts and provinces. Full capacity is expected to be reached in the second semester of 2002.

📌 *Beneficiaries and Intended Benefits*

26. The beneficiaries will be:
 - **Children at schools selected for day school feeding.** Their selection is based on criteria that include their poverty or chronic food insecurity and an average walk to school of more than 5 km. Each year, 30,000 pupils enrolled in primary schools (grades 1–7) in rural and peri-urban areas will receive two nutritious meals on each school day.
 - **6,400 girls enrolled at the selected day schools in the provinces where the percentage of girls in the school population is below 30 percent.** These girls will receive two take-home rations per school year.
 - **1,600 orphans enrolled at these schools in the provinces where HIV/AIDS prevalence among the 15-to-45-year-old population is above 20 percent.** These orphans will receive two take-home rations during each school year.
 - **Boarding school students whose families are considered so poor that the cost of food would exclude the students from access to continued education.** Both 40,000 pupils in boarding schools and 1,800 teachers and 1,700 staff will receive three daily meals throughout each school year.



27. Food support will enable boarding schools, which are the only available institutions providing secondary and technical education, to stay open, thus giving equal opportunities to poor children to continue their education. Food support will also enable the poorest and most disadvantaged children to profit from the ongoing improvement of schooling in the country, and ultimately take charge of their own development.

📌 **Support and Coordination**

28. WFP will provide the necessary non-food items (NFIs), such as kitchen utensils, to enable each day school to start its canteen activities. A package of training for the parents association—in overall management, gender issues and girls' education, food storage, cooking and sanitation—will be defined and implemented. There will be training also in project implementation for all relevant partners.
29. With the aim of promoting effective management of boarding schools, as an experimental activity WFP will carry out training of school staff, PDE staff and coordinators. The topics will include school management, food purchase, storage and handling, nutrition and monitoring, gender, income-generating activities, access and infrastructure. An important topic will be HIV/AIDS awareness and prevention. This training component is part of the phase-out strategy for food aid to boarding schools. With regard to day school feeding, an important aspect is the fact that mothers will be given special training in participation on committees.
30. The education sector receives substantial support from a large number of bilateral and multilateral organizations (UNESCO, UNICEF, the World Bank, the Danish International Development Agency and the Swedish International Development Agency). Several of these programmes complement WFP's activities (e.g. rehabilitation of boarding school infrastructure, provision of teaching materials). WFP is actively participating in the donor coordination group for the education sector, which meets periodically. The Programme is also involved in implementing the ESSP, at the level of the working groups on access and gender, financial management, quality and institutional development.

📌 **Monitoring Arrangements**

31. The monitoring of the activity will be jointly operated by the Government and WFP, although MINED will carry out most of its monitoring activities independently. Reports will be provided with gender-disaggregated quantitative data (e.g. number of schools and classrooms, school grades, total number of enrolled pupils per grade per year in primary and secondary school, number of teachers, number of enrolled orphans per school per year) as well as equally gender-disaggregated qualitative/pedagogical data (e.g. transition rate between EP1 and EP2, drop-out rate during school years, drop-out rate between school years, approval rate and repetition rate).
32. A gender unit already exists at the ministerial level. The gender focal points at the provincial level will provide advice on the implementation of the take-home ration activity for girls. A monitoring unit will be established to follow implementation of the activity. This unit will:
- regularly visit each participating school in cooperation with WFP sub-offices;
 - consolidate monitoring reports at national levels; and
 - ensure continual training of all stakeholders involved in the project.
33. The UNDAF includes explicit matrixes summarizing joint objectives and the indicators for their achievement—to a large extent the same indicators as mentioned above. These



will form the basis for continual consultations and reviews of progress through UNDAF theme groups.

34. The pilot phase of the day school feeding and take-home ration components will be the subject of an internal review after the first year. A mid-term internal evaluation will be carried out in preparation for the CP evaluation.

✦ **Cost Estimate**

35. This activity is expected to require 42,425 tons of cereals, 3,000 tons of corn-soy milk, 2,315 tons of vegetable oil, 3,845 tons of pulses and 1,915 tons of sugar, with estimated direct operational costs of US\$21.9 million. The government contribution over five years is estimated at US\$4.95 million.

Basic Activity 2: The Food for Development Fund

✦ **Strategic Focus**

36. The FDF addresses Enabling Development policy objectives 3 (make it possible for poor families to gain and preserve assets) and 4 (mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind) by enabling communities in chronically food insecure districts to create sustainable assets that will render them less vulnerable to disasters.

✦ **Problem Analysis**

37. Mozambique is prone to recurrent natural disasters such as cyclones, floods and drought, particularly in the southern and the central parts of the country. More than a million people have been severely affected over the last two decades, and more than 10,000 people have died. The devastating floods in the south in 2000 affected more than 650,000 people.
38. Vulnerability to disasters is highest where chronic food insecurity and poverty inhibit communities and households from investing in assets that would make them less disaster prone. These communities thus live under the permanent risk of disasters' further exacerbating their already precarious situation. That risk is particularly high in 20 districts in Gaza, Inhambane, Manica, Maputo, Sofala and Tete.

✦ **Objectives and Intended Outcomes**

39. This activity will contribute to the achievement of one of the two main objectives set for the UNDAF, namely: progress towards the fulfilment of the right to personal security through the increased capacity of communities to prevent and mitigate the negative effects of disasters.
40. The intended outcome of this activity is an increased ability of poor households in the most food insecure districts and communities to prepare for, react to, and avoid damage from natural disasters. These households will be equipped to invest in community infrastructure in the areas of water management, agriculture, soil erosion control and transport and in disaster mitigation skills.

✦ **Role and Modalities of Food Aid**

41. Food aid will be provided in the form of family rations for food for work, particularly in the lean season. This will enable poor and food-insecure households to participate in



community asset-creation and maintenance with the aim of reducing the risk of natural disasters, increasing food production and enabling access to markets. In a similar vein, food aid will also enable poor households to participate in training activities in order to acquire skills in the areas of agriculture, income-generation, etc.

Implementation Strategy

42. The activity builds on the ongoing administrative decentralization. The approach is participatory, which will further endow communities with the skills to analyse their situation and take charge of their development. Communities are the active agents at all stages of project identification, design, implementation and maintenance, including in the selection of beneficiaries. Women are encouraged to participate at all stages and play an active role in the identification and implementation of projects. MADER and the National Institute for Disaster Management (INGC) will be WFP's primary government counterparts at the national level. The district administration or municipality will manage the food commodities. The technical quality of all activities will be managed by the District Food for Development Committees, chaired by the District Administrator and comprising representatives of participating communities, including women's organizations, NGOs and technical ministries.
43. The implementing partners are district administrations, city councils, NGOs or community groups. WFP food monitors facilitate the link between communities, the implementing partner and the district committees, as well as assisting all players in managing the project. The cooperation between WFP and implementing partners will be managed through LOUs.
44. The activity will set standards for community-based disaster mitigation activities that will be applied in the other CP activities, e.g. disaster mitigation measures in community school construction. Teachers in schools participating in the school feeding activity will promote disaster awareness also among the adult community population.
45. Not least, the activity is closely linked with WFP's emergency contingency planning and has the flexibility needed to make an effective transition between emergency and development operations, enabling WFP to respond in a timely and efficient manner to unfolding emergencies.

Beneficiaries and Intended Benefits

46. The 20 most chronically food insecure districts, which also show a high risk to disasters, were selected through an intersectoral chronic vulnerability assessment. The assessment used data series since 1996 regarding food and non-food crop production, market diversity, household income, health, girls' education, and incidences of disasters such as floods, droughts, cyclones and pests.
47. An estimated 200,000 people per year will receive food aid distributed through food for assets and food for training over the course of five years. Approximately 40,000 people (65 percent women) will receive a family ration while working or being trained for a period of 60 days per year. In total, beneficiaries will receive an average of 7,080 mt of food aid per year.
48. The types of benefits will depend on the interest and capacity of communities, implementing partners and district authorities, but drawing on a standard package of activities that have already been developed, they are expected to include assets to help increase food production and prevent or reduce the negative effects of natural disasters, in the areas of erosion control, water management and agricultural infrastructure, community



infrastructure and improved sanitation. Another important benefit will be that communities and local authorities will be endowed with the skills to identify, plan and implement their activities and to develop systems for those activities' monitoring and evaluation. Finally, communities will benefit from increased awareness of disaster mitigation and skills for disaster management. Besides being trained to manage and maintain the assets created, they will also be sensitized in the areas of environmental conservation, the use of appropriate seeds, the storage and use of food, HIV/AIDS and sanitation issues. Certain HIV/AIDS-related activities and their benefits could be envisaged where the Community Safety Net (see below) did not reach.

📌 **Support and Coordination**

49. Non-food items that are foreseen are to be divided into two categories: those for the follow-up and monitoring of the activity (communication, vehicles, computer equipment and warehouse equipment) and those for the practical implementation of food-for-work activities (tools for infrastructure construction and rehabilitation) by the direct beneficiaries.
50. The main counterpart institution, MADER, will coordinate the activities. MADER chairs the FDF committees at the national, provincial and district levels. These committees are responsible for the consultation and coordination with other sectors such as Health, Education, Planning and Finance. Through its participation on these committees at the provincial and national levels, INGC will coordinate disaster management interventions and contingency plans and will provide policy advice on the disaster-mitigation dimension. NGOs contribute technical assistance, supervision and non-food items. Both NGOs and the extension network of MADER provide training.
51. Care will be taken that activities are integrated into district development plans and reconciled by the provincial authorities within the framework of the Provincial Poverty Reduction Plans (PPRPs) and the Technical Secretariat for Food Security and Nutrition (SETSAN).
52. Given the multi-activity nature of the FDF, WFP will use UNDAF theme groups on disaster management, food security and HIV/AIDS to support implementation of the activity.

📌 **Monitoring Arrangements**

53. Regular results-based monitoring will assess the progress made towards the stated objectives and feed relevant information back into the implementation process so that problems can be addressed. The already established monitoring and reporting system will use a standard set of gender-disaggregated indicators such as: number and kind of assets created; percentage of decrease in initial vulnerability index; percentage of assets maintained and managed by the community; food distributed; number of direct beneficiaries; and percentage of women on local decision-making committees. A United Nations Volunteer will be based at MADER as a focal point for monitoring and training until MADER can take over this task efficiently. In connection with the appraisal of the activity, the effectiveness and efficiency of the FDF to date will be reviewed. A mid-term internal evaluation will be carried out in preparation for the CP evaluation.

📌 **Cost Estimate**

54. This activity is expected to require 30,000 tons of maize, 900 tons of vegetable oil, 3,000 tons of pulses and 1,500 tons of sugar, with an estimated direct operational cost of



US\$11.6 million. The government contribution over five years is estimated at US\$1.1 million.

Basic Activity 3: Community Safety Net Facility

📌 **Strategic Focus**

55. This activity addresses Enabling Development policy priorities 2 (enable poor households to invest in human capital through education and training) and 3 (make it possible for poor families to gain and preserve assets) by increasing the capacity of poor households and communities to provide for the basic needs of HIV/AIDS-affected or otherwise marginalized persons, particularly vulnerable children and orphans.

📌 **Problem Analysis**

56. Mozambique has the seventh highest HIV infection rate in the world. HIV/AIDS reduces the amount of available labour for household agriculture and income-generation. This results in decreased food production and lower nutritional status of household members (which in turn leaves infected household members vulnerable to diseases associated with AIDS). Other effects are the loss of schooling for children, increased labour demands on children (particularly girls), the loss of property and insecure land rights, and the forced early marriage of orphan girls.² Poor households affected by HIV/AIDS thus become food insecure and have a diminished capacity to care for orphans and the sick. The indices of child vulnerability are particularly high along the transport corridors of the central provinces between the port of Beira in Mozambique, Zimbabwe and Malawi, where HIV/AIDS prevalence among the 15-to-45-year-old population is above 25 percent.³
57. Constraints on community support mechanisms to deal with the effects of AIDS will increase substantially over the next five-year period. According to the National Human Development Report, “a significant number of orphans will lose all their support structures [as] recent studies show that informal support mechanisms that previously existed for the elderly and disabled are already breaking down”.⁴
58. Existing safety nets provided by extended families are unable to cope with the effects of HIV/AIDS. Also, for other reasons, such as poverty or the disruption of social networks as a result of displacement or rural-urban migration, a number of groups, including handicapped, orphans and vulnerable children, are marginalized and denied access to care, food and education.

📌 **Objectives and Intended Outcomes**

59. This facility will contribute to the achievement of one of two main outcomes established for the UNDAF, namely: progress towards the fulfilment of the right to personal security through the increased capacity of communities to prevent and mitigate the negative effects of HIV/AIDS.

² UNICEF, 1999, *Orphan Programming in Mozambique*, p. 45, citing experience in Uganda and Malawi.

³ The “Child Vulnerability Index” is calculated on the basis of mortality, malnutrition, girls’ education, maternal education, HIV prevalence and incidence of poverty among households. UNICEF, 1999, *The Progress of Nations*.

⁴ UNDP, 1999 National Human Development Report, p. 75.



60. The intended outcome of the facility is an increased capacity of communities and families to ensure that basic needs, nutrition and education of children, especially orphans and vulnerable children, are met, and to support HIV-affected households.

➤ *Role and Modalities of Food Aid*

61. Food aid will enable food-insecure households affected by HIV/AIDS to participate in the implementation of Community Action Plans (see paragraph 63) that will aim at reducing the negative effects of HIV/AIDS, focusing especially on orphans and vulnerable children. Through food for asset or food for training, food aid will support activities such as the construction of community day care centres and houses for orphan-headed households, the creation of cooperative fields, and training in nutrition issues or similar activities. All these will be defined through the Community Action Plans.
62. Food aid will also feed orphans and vulnerable children through non-formal schools and orphanages that provide care and education for these children who have “fallen through” the community safety net. This support will be defined and harmonized in line with the MMCAS policy on non-institutionalization.
63. Family rations through home-based care will also be given to HIV/AIDS-infected and -affected households suffering from severe food insecurity in order to increase the breadwinner’s chances of surviving longer and assist the households in better preserving their assets.

➤ *Implementation Strategy*

64. The activity will be implemented in two different ways:
- For a number of years, WFP has supported a number of community-based micro-projects that provide basic care and education to marginalized groups, particularly vulnerable children and orphans. An independent evaluation of these micro-projects took place in 2000. The present facility will establish a harmonized set of results-based selection criteria, application procedures and performance and impact monitoring requirements. Partners implementing micro-projects will then be invited to re-apply directly to WFP for support under the new facility.
 - Recognizing that HIV/AIDS must be addressed with cross-cutting strategies at the community level, the second method of implementation builds on Community Action Plans in response to HIV/AIDS. This support will increase in importance continuously throughout the duration of the CP and involves close collaboration between the Government, NGOs and United Nations partners.
65. MMCAS is the government institution mandated to provide support for the most vulnerable groups, including female- or orphan-headed households and orphans. With its Provincial Directorates in the four central provinces, it is drafting Sectoral Strategic Plans to combat HIV/AIDS. These plans include a Community Capacity Development (CCD) programme supported by UNICEF. The CCD aims to enable communities to develop responses to increase their weakened capacity to cope with the effects of HIV/AIDS, focusing particularly on the basic rights of orphans and vulnerable children.
66. MMCAS provincial teams and district activists will assist communities in designing their own responses in the form of Community Action Plans, with the explicit involvement of women and respect for their needs always taken into account. These plans include the establishment of care structures for orphans, preventive sensitization campaigns, the creation of community fields, home-based care for AIDS-infected persons, micro-credits



and training. Particular attention will be given to health, nutrition and income-generating activities, etc. WFP will support the implementation of such Community Action Plans where food aid has a comparative advantage.

67. Community Action Plans will be supported by MMCAS and, where additional needs are defined, reviewed by provincial CCD committees chaired by MMCAS, in which WFP will participate. These committees will identify the potential use of food aid as part of a support package for the respective plan, and thus ensure that food aid will be integrated with support from other partners. The proposed facility will enable WFP to contribute, as part of a joint response of United Nations agencies and other actors, in the area of HIV/AIDS.

Beneficiaries and Intended Benefits

68. Communities and the beneficiaries will be selected on the basis of criteria to be established jointly by MMCAS, WFP and UNICEF. These will include the HIV/AIDS prevalence rate, population density, number of orphans, poverty level, accessibility (pilot phase) and the presence of service providers. The activity will gradually expand throughout the duration of the CP. On average it is estimated that about 60,000 orphans and vulnerable children will receive food through community-based institutions that provide education or care for children. About 15,000 persons will receive food for work, food for assets or food for training, where assets are created and training is provided to implement the Community Action Plans. About 12,000 severely food insecure households will receive food through home-based care.
69. The benefits of food aid include: education and nutritional support for marginalized children, who would otherwise have been denied access to care and education; an increase in communities' capacity (through gained assets) to provide care to orphans; an increase in the skills of caretakers and breadwinners concerning health, nutrition and income-generating activities; and an improvement in the chances of HIV/AIDS-infected persons to preserve assets for their families.

Support and Coordination

70. In each province, WFP will support the CCD with one food monitor, who will work in the provincial office of MMCAS. Food monitors, the District Directorate for Women and Coordination of Social Action staff and implementing agents will receive training from WFP with respect to food handling, storage, distribution and monitoring.
71. To complement the food, other partners (MMCAS, UNICEF, potentially United Nations Capital Development Fund/United Nations Development Programme [UNDP] or NGOs with micro-finance and training, etc.) and the communities themselves will provide the remaining non-food inputs needed for the implementation of Community Action Plans.
72. The proposed activity has been developed within the context of the UNDAF, which considers HIV/AIDS a critical cross-cutting issue of direct concern to all United Nations agencies active in Mozambique. The activity has a strong link with UNICEF's initiative to support MMCAS' CCD programme. Other agencies and donors are envisaged to link up to the CP. Implementing partners will be NGOs, religious organizations or community-based organizations, and district teams under MMCAS. These will provide the necessary non-food items, technical assistance and training. The United Nations Theme Group on HIV/AIDS, in which WFP actively participates, holds continual consultations supported by UNAIDS. Its work is harmonized with the policies and strategies promoted by the National AIDS Council.



📌 **Monitoring Arrangements**

73. The activity is to be implemented through a rather large and complex number of diverse partnerships (NGOs, local government structures and UNICEF). An effective and flexible results-based monitoring system that incorporates and processes data from various partners is essential for the success of the activity and the quality of its implementation. The establishment of a joint monitoring system is envisaged, with shared responsibilities between MMCAS, WFP and UNICEF. Indicators to be monitored will include the number and kind of community assets created, the number of small children and other persons who received food through community-based institutions, the number of persons trained, the amount of food produced locally and income generated. A common information system will be placed in each Provincial Directorate of MMCAS and will also assist in the monitoring of impact indicators established by the UNDAF. A mid-term internal evaluation will be carried out in preparation for the CP evaluation.

📌 **Cost Estimate**

74. This activity is expected to require 16,960 tons of maize, 505 tons of vegetable oil, 1,695 tons of pulses and 840 tons of sugar, with estimated direct operational costs of US\$6.3 million. The government contribution over five years is estimated at US\$970,000.

WFP Operations in Emergency Operation, Protracted Relief and Recovery Operation (PRRO) and Special Operation Programme Categories

75. Mozambique is a disaster-prone country. Contingency planning is undertaken every year, jointly with the Government and partners and provides a link for an effective transition between emergency and development operations. WFP responds to emergencies when necessary. Every year about 200,000 persons in Mozambique will need emergency assistance. Food resources in the country act as a reserve for quick response in case of emergencies.

Support Activities

76. The following support activities are planned during the CP:
- training of staff and relevant government and implementing partners and monitors in best practices for gender- and HIV/AIDS-sensitive activity, and the involvement of women in decision-making processes;
 - continual updating and refining of chronic vulnerability assessment, with WFP supporting MADER and SETSAN to increase the capacity for regular vulnerability analysis, in particular at the district level, with a view to following-up and preparing a resource allocation map in conjunction with the issuing of the food aid policy under preparation;
 - contingency planning supporting the Government and WFP, in order to foresee and react swiftly to unfolding emergencies; and
 - advocacy on hunger, with the aim of increasing food resources and NFIs to match WFP's food support.

Key Issues, Assumptions and Risks

77. Important assumptions are the following:



- The general upward trend of the Mozambican economy will continue more or less as in the past five years. This will allow the Government to increase its investment in education.
- Exceptionally devastating disasters, such as the 2000 floods, will not take place more than once during the CP period, otherwise implementation activities will be seriously impeded.
- The political process of decentralization and community empowerment will be implemented quickly, such that it allows the transition of responsibility to the local governments for the implementation of food-aided activities and the coordination of the development packages, which are central to community-based development support.
- The Government and donors secure matching resources and NFIs to complement WFP's food support.

78. A major risk is that:

- the prevalence of HIV/AIDS and its negative effects will further accelerate, thus jeopardizing any achievements made in the areas of community and human capacity-building.

PROGRAMME MANAGEMENT PROCESS

Appraisal

79. Appraisals will be carried out for each CP activity to assess its technical, social, economic and logistical feasibility and to prepare the activity summaries. Technical assistance will be sought from specialized United Nations agencies. As a new activity being developed with a specific view to potential joint programming, the Community Safety Net Facility will be appraised in cooperation with UNICEF. All appraisals will pay particular attention to the question of counterparts' capacity for implementation and monitoring.
80. Activity summaries will be submitted to the National Country Programme Committee, co-chaired by the Ministry of Foreign Affairs and Cooperation (MINEC) and WFP, and with the participation of members drawn from the eight resident United Nations agencies, donors, line ministries and selected NGOs.

Programme Implementation

81. For CP management, the country office will rely on a strong field presence through sub-offices, which are indispensable owing to the size of the country, its low population density and highly dispersed pattern of human settlement, and its extremely high internal travel costs. The increasing emphasis on community-based development requires significant WFP staff resources in intervention design and implementation, and in logistics, transport, monitoring and evaluation.
82. The Food for Development Fund will be implemented in 20 districts. One food monitor will be based in each district, with the task of monitoring the activity and building the capacity of community and district authorities. This has proven to be sufficient in the past. These monitors will be gradually phased out as counterparts' capacity increases.



83. The need for a strengthened field presence for the implementation of the School Feeding activity will be examined during the appraisal of that activity.
84. MINEC will remain the government coordinating authority. Government counterparts will be MINED (School Feeding and Community School Construction), MADER and INGC (Food for Development Fund), and MMCAS (Community Safety Net Facility). These entities will ensure that all activities are integrated into Community Development Plans and PPRPs. Important partners for both development activities and emergency operations are international and, increasingly, national NGOs.
85. WFP is required to procure food commodities of the highest quality on a competitive basis in a transparent manner and by international tender. Domestic suppliers still have difficulties meeting these conditions owing to poor grading, storage and handling and high internal transport costs. In the meantime, agricultural output is increasing, particularly in the most populated provinces of Nampula and Zambezia. The performance of farmers' and traders' associations is being supported by other development partners, in particular the Food and Agriculture Organization (FAO) and the European Union (EU). WFP will increase its efforts to embark on regular local procurement contracts with such associations, provided that sufficient food quality and quantities can be ensured at a competitive price.
86. Participants' involvement, particularly that of the Food for Development Fund and the Community Safety Net Facility, will be based on the communities' own request and identifications of interventions. The day school feeding and take-home ration activity component will be carried out only in schools where parents' associations are formed and committed to participating in the implementation work. WFP will request and advocate that women be adequately involved on the relevant decision-making committees. The active participation of boarding school managers will be strengthened through the planned annual provincial training seminars and their follow-up.
87. The CP provides for a high degree of flexibility. The community-based approach facilitates the use of resources in the most appropriate way for each targeted community given its own specific situation. WFP and its partners can reallocate resources to be responsive to changing needs. Any potential reallocation of resources to other activities or activity components will be decided jointly by the National Programme Review Committee.
88. WFP, jointly with the Government and partners, will continue to prepare yearly contingency plans. These are vital for efficient mitigation and response to emergencies, and as links ensuring a continuum between emergency and development operations.

Exit Strategy

89. A gradual reduction in the boarding school feeding will be achieved by building the capacity of boarding school managers in food management and the creation of school production units to increase income and food availability. An increase in the boarding school budget is also required. The day school feeding aims first at schools covering primary grades 6 and 7. Such schools will gradually disappear, to be replaced by schools covering all primary grades (grades 1–7).
90. The Food for Development Fund is targeted to a limited number of districts. The disaster-mitigating capacity of communities and district authorities of these areas will be strengthened. The FDF will thus cease its operations where community plans are carried out and the intended capacity has been created. While the exit logic is the same for the Community Safety Net Facility, the number and location of communities to be supported



by this activity will change depending on the increase of HIV/AIDS prevalence and the severity of its effects. It is therefore envisaged that this activity will continue for a considerable period of time.

Sustainability

91. The increasing emphasis on community-based development and capacity-building ensures that the communities and people in charge of managing and maintaining the assets created with food support are the genuine authors and owners of those assets, and that they possess the skills and means necessary to preserve them. The achievements expected from take-home rations for girls and orphans in terms of increased enrolment, attendance and success rates will be sustainable only if the activity is carried out long enough for an entire generation of women to have participated in schooling. Educated women will ensure their daughters' equal participation in education, even when food support is not received.

Programme Monitoring and Audit

92. WFP Mozambique applies results-based management principles and methods for monitoring and evaluating its activities. Work targets will be defined in line with annual UNDAF targets.
93. The existing complete logical framework matrixes, including indicators for progress, outputs and impact, will be updated for all activities and newly developed for the Community Safety Net Facility, as part of the activities' appraisal. Comprehensive monitoring plans include targets for each year of CP implementation. Monitoring and reporting routines already exist for several components of School Feeding and for the Food for Development Fund. They will be established also for the new Community Safety Net Facility. Where necessary, the entities/persons responsible for monitoring and reporting will be trained. Accordingly, project monitoring, reports and evaluations will reflect what impact the activities have on individuals, communities and national government structures to reduce the vulnerability of food-insecure communities.
94. Annual CP reports are prepared for review by the CPC. The CPC also visits activity implementation sites to follow the progress of the CP. Furthermore, the CP will be part and parcel of a mid-term review of the UNDAF.

Supplementary Activities

95. If further resources become available, the CP activities will be supplemented by additional school feeding and a Community School Construction activity.
96. The expansion of School Feeding (Supplementary Activity 1) would provide two meals daily to an additional 40,000 children in primary schools and two annual take-home rations to 10,000 families of girls or orphans. This is estimated to require 13,750 tons of cereals, 4,000 tons of corn-soy milk, 930 tons of vegetable oil, 875 tons of pulses and 430 tons of sugar, with estimated direct operational costs of US\$11.7 million. The government contribution over five years is estimated at US\$3.3 million.
97. In the most food insecure provinces (Maputo, Gaza, Inhambane, Sofala, Manica and Tete), Supplementary Activity 2 would enable 300 poor and food-insecure communities to invest in education through food for assets by building complete primary schools, including housing for teachers, and providing safe water and sanitation. Around 22,800 community members and their families (50 percent women) would be direct beneficiaries of this support, while 126,000 children would be indirect beneficiaries by gaining a place in school, and 1,800 teachers who would gain proper housing.



Requirements for this activity are estimated at 20,520 tons of maize, 2,050 tons of pulses, 615 tons of vegetable oil and 1,025 tons of sugar, with direct operational costs of US\$7.9 million. The government contribution over five years is estimated at US\$3.8 million.

98. The implementation of supplementary activities will be subject to the availability of bilateral or additional directed multilateral funding. All WFP resources depend on voluntary donor contributions.

Evaluation

99. The individual activities will be reviewed and evaluated as indicated in paragraph 72 above. The CP as such will be evaluated around two years before the presentation of its succeeding Country Programme, i.e. in late 2004. This will allow for evaluation recommendations to be taken into account in the next CSO. The evaluation will determine if CP objectives were realistic and to what degree they were attained. In particular, it will examine key subjects such as targeting, food consumption, sustainable asset-creation, gender and coordination with the Government and other donors or agencies. The evaluation will also analyse the process of CP formulation in the context of its integration with the UNDAF, and ensure accountability to the Executive Board. All efforts should be undertaken to carry out a joint UNDG evaluation.

RECOMMENDATION

100. Subject to the availability of resources, the Executive Director requests that the Executive Board approve US\$39.8 million for the proposed Mozambique Country Programme for the period 2002–2006. This covers all basic operational costs. A further US\$19.7 million is requested for supplementary activities (as per Annex III).



ANNEX I

EXECUTIVE SUMMARY OF THE MOZAMBIQUE CSO (WFP/EB.2/2001/4/1)

Mozambique is one of the world's poorest countries, with a per capita gross domestic product (GDP) of US\$240 in 1999. It has a low population density (about 20/km²), a mainly rural population (80 percent) and a predominantly agricultural economy (30 percent of the GDP and 80 percent of exports) that is particularly vulnerable to the recurring natural disasters (cyclones, floods and drought) to which the country is prone. Sixty-four percent of all Mozambicans live in food-insecure households. The level of food insecurity is somewhat higher in urban (67 percent) than in rural areas (63 percent). The current concentration of WFP's efforts in the central and southern regions is justified by the fact that these are areas of chronic short-term hunger, where food assistance has a strong comparative advantage; they also happen to be the areas having the greatest vulnerability to floods and drought and the highest rates of HIV/AIDS.

The main thrust of the strategic long-term goals will remain largely unaltered from the current Country Programme (CP), but with a change of emphasis in CP activities towards greater support to the education sector (with emphasis on girls and HIV/AIDS orphans and on adult functional literacy) and to programmes aimed at helping communities and households reconstitute their asset base and regain sustainable livelihoods that are resilient to natural disasters.

WFP's mission in Mozambique will be to help poor food-insecure communities reduce their chronic short-term hunger and thereby contribute to the national goal of eliminating poverty. Within the framework of the Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF), WFP will contribute to the fulfilment of the right to a sustainable livelihood; personal security; full participation, protection and equality; knowledge; and a long and healthy life by focusing on four strategic areas: investment in human capital; the creation, maintenance and rehabilitation of sustainable assets; improvement of the nutritional status of the HIV/AIDS-affected hungry poor; and disaster preparedness, mitigation and management. In this context, high priority will be given to reducing the gender, rural-urban and regional imbalances within these areas of intervention. Thus, in accordance with WFP's Enabling Development policy (decision 1999/EB.A/2), WFP resources will be used to pursue the following strategic objectives:

- Enable poor households to invest in human capital through education and training;
- Make it possible for poor families to gain and preserve assets; and
- Mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.

Future activities will focus exclusively on the poorest districts characterized by chronic food insecurity, high female illiteracy, urban poverty and HIV/AIDS infection. The activities will be channelled increasingly through schools and the Food Fund (renamed the Food for Development Fund). In addition, WFP will provide support, through its vulnerability analysis and mapping (VAM) unit, to the Ministry of Agriculture and Rural Development.

This Country Strategy Outline (CSO), based on the CCA, will provide the basis for the preparation of the Mozambique CP for 2002–2006. It has been developed through a consultative process involving a large number of representatives from government institutions, United Nations agencies, non-governmental organizations (NGOs) and donors. The process has been synchronized and harmonized with that of the forthcoming UNDAF for



Mozambique and with the plans of other development partners. Joint programming opportunities are still at the design stage. Internal planning and budgeting exercises by partners interested in education and rural development are not yet finalized. It will thus be necessary to develop a flexible approach to programming WFP's assistance in order to be ready to take advantage of emerging opportunities.

HIGHLIGHTS OF THE DISCUSSION HELD DURING THE EXECUTIVE BOARD ON THE CSO FOR MOZAMBIQUE

The Board endorsed the CSO and pointed out that it reflected the priorities of the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF). The Board also drew attention to the close contact between WFP, the Government and donors in drafting it.

Although a number of representatives praised the fact that the local purchase of food was being promoted, they also referred to the difficulties pertaining to purchasing standards regarding classification, quality control and cost. The Secretariat added that the difficulties relating to transport costs and the tax on local purchases were being resolved in ongoing discussions with the Government.

Concerning the absence of a national food aid policy, the Board was informed that WFP was collaborating in drawing up a legal framework that linked the different aspects of food aid with local production, and that purchasing guidelines were being drawn up to guide farmers' associations in relation to the food aid programme.

Some representatives pointed out that the country offices had to be more active in establishing partnerships, especially for development activities. One representative referred to the need for additional inputs for the Food for Development Fund (FDF). The Secretariat explained that the Government and donors were working more actively in identifying the non-food resources needed for the FDF and for activities related to school feeding.

One representative suggested that WFP examine the financing of multiple donations managed by the Government. The Secretariat pointed out that the Government was administering a set of funds to strengthen institutional capacity and that it could, within the framework of the FDF, administer support activities financed by various donors.

Many representatives expressed their satisfaction with the inclusion of activities in the fight against HIV/AIDS in the next Country Programme. The Board noted that WFP was drafting policy guidelines on food aid and HIV/AIDS, and that it had set up a working group to formulate that policy and examine operational and resource questions.



COUNTRY PROGRAMME MOZAMBIQUE (2002–2006)—LOGICAL FRAMEWORK SUMMARY

Results hierarchy		Performance indicators	Assumptions and risks
Goal at national level The central objective of Government's PARPA is "a substantial reduction in levels of absolute poverty in Mozambique through measures that increase the capacities and opportunities for all Mozambicans, particularly the poor."		A reduction in the incidence of absolute poverty from a level of 70 percent in 1997 to below 60 percent in 2005, and to below 50 percent until the end of the first decade of the 21 st century	The general upward trend of the Mozambican economy will continue more or less as in the past five years, allowing the Government to increase investment in education, social services and infrastructure. Good governance and the rule of law will continue to be strengthened.
Goal of Country Programme Strengthened capability of hungry poor households (especially women and children) to take charge of their own development and withstand external economic shocks, drought and floods, while addressing gender imbalances and HIV/AIDS		Impact indicators Incidence of absolute poverty reduced from a level of 70 percent in 1997 to below 60 percent in 2005; chronic dependence on food aid reduced in the most disaster prone districts	The effects of natural disasters do not disrupt programme activities for more than a cumulative period of one year.
Purpose of the Country Programme		CP outcome indicators	Assumptions and risks
1.	Contribute to the UNDAF strategic objective of progress towards the fulfillment of the right to knowledge through increased enrolment and attendance, and increased learning capacity, particularly of girls and orphans	Number of children who successfully finished primary and secondary school increased	The general upward trend of the Mozambican economy will continue more or less as in the past five years, allowing the Government to increase investment in education.
2.	Contribute to the UNDAF strategic objective of progress towards the fulfillment of the right to personal security through the increased capacity of communities to prevent and mitigate the negative effects of disasters, including HIV/AIDS	Gender-sensitive community disaster-mitigation activities carried out in disaster-prone areas; percentage of orphans attending school increased; percentage of PLWHA in home-based care increased	The process of decentralization and community empowerment will be implemented fast enough to allow the transition of responsibility to local governments to implement food-aided activities and to coordinate development packages that are central to community-based development support.
Purpose of each CP activity		Activity outcome indicators*	Assumptions and risks
1.1**	Improved access for poor households to the learning effect of day schools at the second level of primary education (grades 1–7)	Gross and net enrolment rates as well as approval rates in grades 6–7 increased by 2 (4) percent per year	The ESSP implementation continues.



COUNTRY PROGRAMME MOZAMBIQUE (2002–2006)—LOGICAL FRAMEWORK SUMMARY

Purpose of each CP activity		Activity outcome indicators*	Assumptions and risks
1.2**	Increased percentage of girls at the secondary level of primary education	Girl's enrolment rate in grades 6–7 increased by 7 percent and by 30 percent in the northern provinces	The ESSP implementation continues
1.3**	Secured access for orphans to the second level of primary education	Increased percentage of orphans attending grades 6–7	The ESSP implementation continues.
1.4	Secured access to boarding school institutions for all levels of education for children from poor households	Approval rate in boarding schools risen by 4 percent per year Number of annual graduates increased by 20 percent Girls' share in boarding schools increased from 25 percent to 33 percent	The ESSP implementation continues.
1.5***	Improved access for poor families in rural areas to basic education; reduced distances between children and schools in order to allow families to invest in human capital, through an increased number of complete primary schools in areas with food insecurity	Enrolment and retention rates increased by 10 percent Newly created infrastructures maintained by the schools and the communities	The ESSP implementation continues. The process of decentralization and community empowerment will be implemented fast enough to allow the transition of responsibility to local governments to implement food-aided activities and to coordinate development packages that are central to community-based development support.
2.1	Increased ability of poor households and communities in the most food insecure districts to prepare for, react to and avoid damage from natural disasters, by enabling them to invest in community infrastructure in the area of water management, agriculture, soil erosion and transport as well as in mitigation skills	Number and kind of assets created 50 percent of the created assets are managed and maintained by the community Number of persons trained by subject and gender	The process of decentralization and community empowerment will be implemented fast enough to allow the transition of responsibility to local governments to implement food-aided activities and coordinate development packages are central to community-based development support.



COUNTRY PROGRAMME MOZAMBIQUE (2002–2006)—LOGICAL FRAMEWORK SUMMARY

Purpose of each CP activity		Activity outcome indicators*	Assumptions and risks
2.2	Increased capacity of communities and families to ensure that basic needs and rights—care, nutrition, education—of children, especially orphans and the vulnerable are met, and also to support HIV-affected households	Percentage of orphans attending school increased Drop-out rate decreased Percentage of people living with HIV/AIDS in home-based care increased	Risk: The prevalence of HIV/AIDS and its negative effects will further accelerate, thus jeopardizing any achievements made in the areas of community and human capacity-building.
Major outputs		Output indicators*	Assumptions and risks
1.1.1	30,000 (+ 40,000) pupils per year receive two nutritious meals on each school day****	Approval rate increased by more than 10 percent per year; at least 50 percent women in parent-teacher association	The ESSP implementation continues.
1.2.1	6,400 (+ 8,000) girls receive two take-home rations per school year****	Quantities of food rations handed over to entitled families	
1.3.1	1,600 (+ 2,000) orphans receive two take-home rations per school year****	Quantities of food rations handed over to entitled families	
1.4.1	Up to 40,000 pupils in boarding schools, 1,800 teachers and 1,700 staff receive three daily meals throughout each school year	Quantity of meals per year provided with WFP food support in boarding schools	
1.5.1	300 schools constructed and furnished according to the standard plan of MINED for constructions, with five classrooms and one office each***	Number of schools actually constructed and furnished	Government and donors secure matching resources and NFI to complement WFP's support.
1.5.2	900 two-bedroom houses for teachers constructed***	Number of teachers' homes actually constructed	
1.5.3	2,100 sanitary installations constructed (1,200 latrines for students and 900 for staff), as well as 300 wells***	Number of sanitary installations and wells actually constructed	
1.5.4	22,800 persons receive food-for-assets for their families in areas with food insecurity***	Quantity of food distributed to entitled participants	



COUNTRY PROGRAMME MOZAMBIQUE (2002–2006)—LOGICAL FRAMEWORK SUMMARY

Major outputs		Output indicators*	Assumptions and risks
2.1.1	Assets to prevent natural disasters are created in the fields of agriculture, community public works, education and health	75 percent of approved infrastructure projects in the intervention area completed within the CP period	The process of decentralization and community empowerment will be implemented fast enough to allow the transition of responsibility to local governments to implement food-aided activities and coordinate development packages are central to community-based development support.
2.1.2	Targeted communities are sensitized in the areas of disaster mitigation, environmental conservation, the use of appropriate seeds, storage and food, HIV/AIDS and sanitation issues	In each target community, at least one sensitization event implemented in one of the mentioned areas, with at least 50-percent female participants	
2.1.3	Communities and district authorities take responsibility for the sustainable management/maintenance of assets	For 80 percent of the created assets a management and maintenance agreement is in place	Communities adhere to and make use of acquired awareness, knowledge and skills.
2.1.4	Access to food is guaranteed for about 40,000 households per year during the duration of the project	Quantity of food distributed to entitled participants	
2.2.1	60,000 orphans or vulnerable children per year receive food through community-based institutions	Quantity of food distributed to entitled participants	
2.2.2	Community assets are created that increase the capacity to provide care and education	Number and kind of assets actually created At least 50 percent of women participated in asset creation	The process of decentralization and community empowerment will be implemented fast enough to allow the transition of responsibility to local governments to implement food-aided activities and coordinate development packages are central to community-based development support.
2.2.3	Participants have increased awareness, knowledge and skills in areas such as HIV/AIDS, nutrition and health, and alternative income-generation	Preservation of assets by HIV/AIDS-affected households increased	



COUNTRY PROGRAMME MOZAMBIQUE (2002–2006)—LOGICAL FRAMEWORK SUMMARY			
2.2.4	15,000 persons per year receive family rations for food for work or food for assets	Quantity of food distributed to entitled participants	Communities adhere to and make use of acquired awareness, knowledge and skills.
Major outputs		Output indicators*	Assumptions and risks
2.2.5	12,000 severely food-insecure households receive food through home-based care	Quantity of food distributed to entitled participants	Risk: The prevalence of HIV/AIDS and its negative effects will further accelerate, thus jeopardizing any achievements made in the areas of community and human capacity-building.

* To be refined at activity appraisal.

** Including purposes of Supplementary Activity 1.

*** If Supplementary Activity 2 can be carried out.

**** Numbers in parenthesis if also Supplementary Activity 1 can be carried out.

Target beneficiaries: Children from poor, hungry households in rural and peri-urban districts; households and communities most vulnerable to natural disasters and HIV/AIDS; women, girls and vulnerable children, in particular orphans.



ANNEX III

BUDGET PLAN FOR MOZAMBIQUE COUNTRY PROGRAMME (2002–2006)

Basic Activities

	Activity 1	Activity 2	Activity 3	Total
Food commodities (mt)	53 500.00	35 400.00	20 000.00	108 900.00
Food commodities (value)	10 108 076.80	5 619 000.00	2 969 729.80	18 696 806.60
External transport	3 177 360.00	769 020.00	433 424.00	4 379 804.00
LTSH (total)	7 276 000.00	4 389 600.00	2 540 000.00	14 205 600.00
LTSH (cost per mt)	136.00	124.00	127.00	129.00
ODOC	1 349 000.00	801 500.00	424 550.00	2 575 050.00
Total Direct Operational Costs	21 963 936.80	11 614 520.00	6 387 703.80	39 857 260.60
DSC ¹				4 644 500.50
ISC ²				3 471 137.33
Total WFP costs				47 972 897.93
Government contribution	4 950 000.00	1 100 000.00	970 000.00	7 020 000.00

¹ The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

² The ISC rate may be amended by the Executive Board during the period covered by the Country Programme.

BUDGET PLAN FOR MOZAMBIQUE COUNTRY PROGRAMME (2002–2006)

Supplementary Activities

	Activity 1	Activity 2	Total
Food commodities (mt)	19 985	24 210	44 195.00
Food commodities (value)	5 488 575	3 841 950	9 330 525.00
External transport	2 992 874	525 598	3 518 472.00
LTSH (total)	2 717 960	3 002 040	5 720 000.00
LTSH (cost per mt)	136	124	260.00
ODOC	575 000	551 100	1 126 100.00
Total Direct Operational Costs	11 794 394	7 944 898	19 739 292.00
DSC ¹			1 990 500.00
ISC ²			1 694 923.78
Total WFP costs			23 424 715.78
Government contribution	3 300 000	3 800 000	7 100 000.00

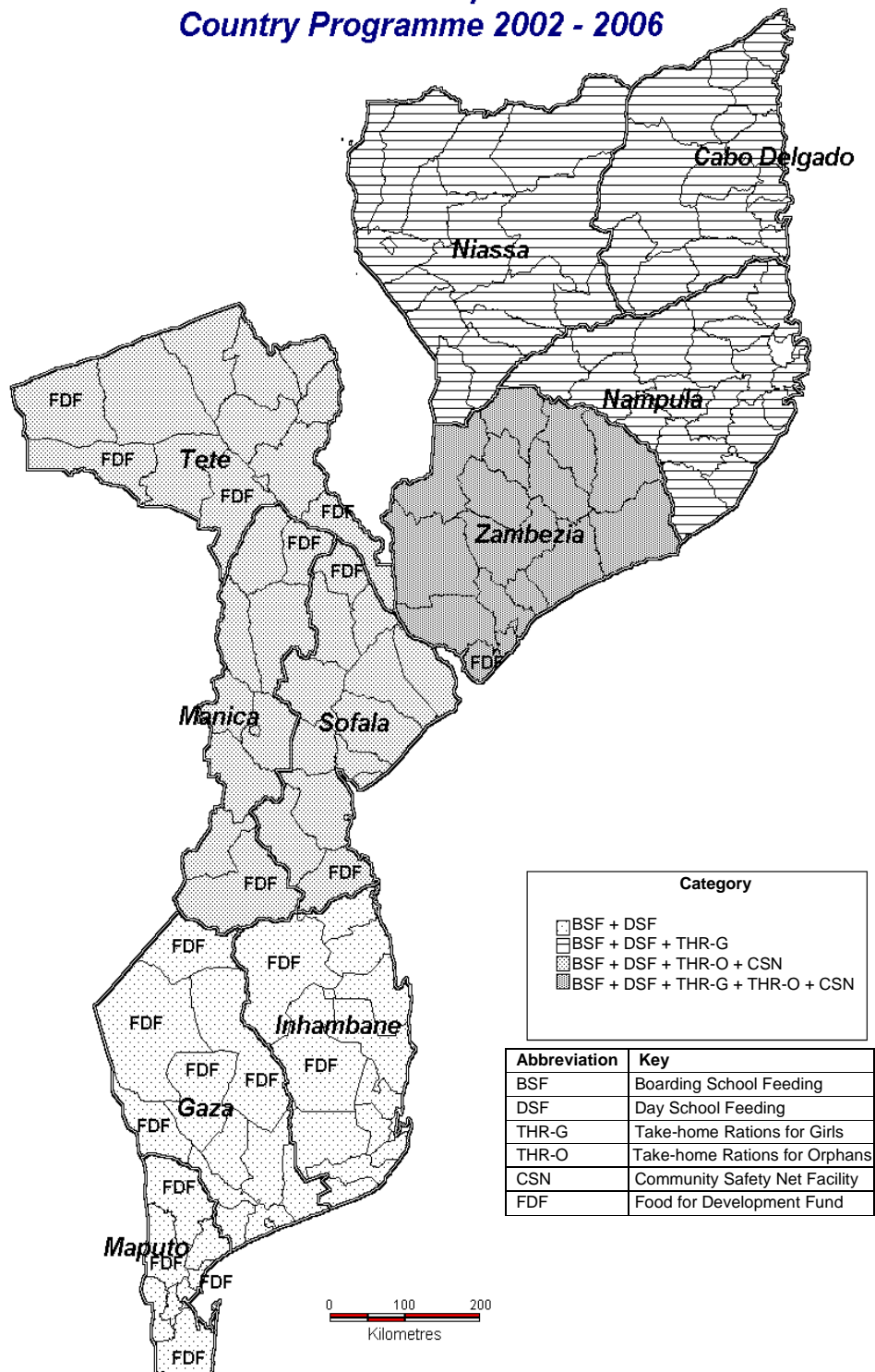
¹ The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

² The ISC rate may be amended by the Executive Board during the period covered by the Country Programme.



ANNEX IV

**Mozambique
Country Programme 2002 - 2006**



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries



ACRONYMS USED IN THE DOCUMENT

CCA	Common Country Assessment
CCD	Community Capacity Development
CP	Country Programme
CPC	Country Programme Committee
CSO	Country Strategy Outline
PDE	Provincial Directorate for Education
EP 1	<i>Educação Primária 1</i> (first level of primary education, grades 1–5)
EP 2	<i>Educação Primária 2</i> (second level of primary education, grades 6–7)
ESSP	Education Sector Strategy Plan
FAO	Food and Agriculture Organization
FDF	Food for Development Fund
GDP	Gross domestic product
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immuno-Deficiency Syndrome
INGC	National Institute for Disaster Management
LTSH	Landside transport, shipping and handling
MADER	Ministry of Agriculture and Rural Development
MINEC	Ministry of Foreign Affairs and Cooperation
MINED	Ministry of Education
MMCAS	Ministry for Women and Coordination of Social Action
NFI	Non-food item
NGO	Non-governmental organization
PARPA	Plan of Action for the Reduction of Absolute Poverty
PPRP	Provincial Poverty Reduction Plan
PRRO	Protracted relief and recovery operation
SETSAN	Technical Secretariat for Food Security and Nutrition
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Science and Communication Organisation
UNICEF	United Nations Children's Fund
VAM	Vulnerability analysis and mapping

