



WFP

World Food  
Programme

# A Report from the Office of Evaluation



*Full Report of the Evaluation of the  
Mozambique Country Programme  
10446.0 (2007- 2009)*

*Rome, March 2009*

*Ref. OEDE2009/005*

## Acknowledgement

The evaluation team visited Mozambique in October 2008. This document was prepared by the mission team leader on the basis of the mission's work in the field.

On behalf of the team, the author wishes to extend thanks to all those who facilitated the team's work in the field and in Headquarters.

Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

## Mission Composition

### **Team Composition**

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## Fact Sheet

<b>Title of Evaluation</b>	<b>Evaluation of WFP Mozambique Country Programme 10446.0 (2008)</b>				
Number and Title of the Operation	Mozambique Country Programme 10446.0 (2007-2009)				
Approval Date	13-Nov-06				
Objectives	<ul style="list-style-type: none"> <li>• Support access to education and reduce gender disparity in access to education and skills training</li> <li>• Strengthen countries and regions capacities to establish and manage food-assistance and hunger-reduction programmes</li> <li>• Support the improved nutrition and health status of children, mothers and other vulnerable people (later transferred to PRRO 10600.0)</li> </ul>				
Operation specs	Start date	End date	Beneficiaries	Metric tons	USD
Approved design	01-Jan-07	31-Dec-09	381,400	66,684	41,955,863
At the time of evaluation			316,500	58,407	44,309,737
Activities			Beneficiaries	Metric tons	% of MT
School Feeding			316,500	58,407	100%
Community safety net			Transferred to PRRO		
Main Partners	Government of Mozambique – Ministry of Education (CP), Ministry of Health (PRRO), Ministry of Planning and Development.				
Government	UN organisations: FAO, UNICEF, UNFPA and UNESCO				
	Donors in the Sector Wide coordinating group (including CIDA, Danida, DFID, WB, etc.).				
	INGOs: Health Alliance International, Help Age International, International Relief and Development, Lutheran World Federation, Save the Children US, World Relief International, World Vision International (all under the PRRO)				
	National NGOs: more than 25 (all under the PRRO).				
Concurrent WFP Operations	PRRO 10600.0 Food Support for Protection and Promotion of Lives and Livelihoods of the Most Vulnerable People				
	SO 107630 Common ICT Activities to Support "Delivering as One" Initiative in Mozambique				

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## Acronyms

CO	Country Office (Mozambique)
CP	Country Programme
CPAP	Country Programme Action Plan
EP1	Primary Education Cycle One (Portuguese acronyms)
EQAS	Evaluation Quality Assurance System
ESSP	Education Sector Strategic Plan (1999-2005)
FAO	Food and Agricultural Organization
FASE	Support Fund for Education Sector (for its Portuguese acronyms)
FFE	Food for Education
FRELIMO	The Liberation Front of Mozambique (Portuguese acronym: Frente de Libertação de Moçambique)
IFP	Teacher Training Institutes (Portuguese acronym: Instituto de Formação de Professores)
JFFLS	Junior Farmer Field and Life School
MDG	Millennium Development Goals
MEC	Ministry of Education and Culture
NES	National Education System
OEDE	Office of Evaluation
OVC	Orphans and Vulnerable Children
P4P	Purchase for Progress
PARPA	Poverty Reduction Strategy (Portuguese acronym: Plano de Acção de Redução da Pobreza)
PLA	Participatory Learning and Action
PMR	Pre-mission Report
PRRO	Protracted Relief and Recovery Operations
PRSP	Poverty Reduction Strategic Plan
PTA	Parents Teacher Association
RENAMO	Mozambican National Resistance (Portuguese acronym: Resistência Nacional Moçambicana)
SAN	Food Security and Nutrition (for its Portuguese acronyms)
SPEC	Strategic Plan for Education and Culture 2006-2011 (PEEC-Portuguese synonym)
SPR	Standard Project Report
SWAp	Sector Wide Approach
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
VAM	Vulnerability Assessment and Mapping
WFP	World Food Programme
WHO	World Health Organization

## **Executive Summary**

Despite economic growth for more than a decade, Mozambique remains among the world's poorest countries. Mozambique has one of the highest rates of child malnutrition in Africa - it is estimated that approximately 1.3 million children are chronically undernourished and chronic malnutrition among children under the age of five is still extremely high, at 41 percent – a rise from the 36 percent in 1997. The severe challenges are reflected in Mozambique's poverty reduction strategy (PARPA), to which WFP's Country Programme is aligned.

### *General and Strategic Issues*

The existing PARPA will be revised by the government and a new poverty reduction strategy is expected by 2011. On this basis, the UN has decided to extend existing programmes so that they align with Mozambique's new poverty strategy. The current Country Programme will be aligning to this process and an extension is therefore recommended.

The Country Programme was approved by WFP's Board in November 2006 and covers the period 2007 – 2009. The total budget is USD 41.9 million. In its original design it consisted of two components, but only school feeding activities and capacity development activities remains in the programme (not as separate activity but under the school feeding programme). The Country Programme is aligned with WFP's Strategic Plan 2006-2009 to which current interventions are coherent and appropriate. In a forward looking perspective, WFP's Strategic Plan 2008-2011 introduces some changes that presumably will affect CP's coherence as the role of school feeding is changed; instead of being an end in itself (access) it becomes a mean (breaking intergenerational cycle of malnutrition). Despite coordination with other agencies, current school feeding interventions are 'stand-alone' activities and not implemented as 'package of activities'. If 2008-2011 objectives are to be met, they will no doubt require a different way of thinking cooperation and put a stronger demand for conceptualising school feeding within a more comprehensive approach.

The guiding reference document for education in Mozambique is the government's SPEC 2006 – 2011. While the strategy refers to food production and meals, it does not identify school meals or school feeding. Currently, there are approximately 25 development partners supporting education in Mozambique; with its USD 45 million (from 2006 – 2011) WFP is the largest UN partner supporting education in Mozambique.

The current school feeding programme is relevant in terms of the CP's objectives, but first and foremost as an incentive for parents to send their children to school and make sure that they do not drop-out. There is convincing evidence that the intervention has positive effects in terms of enrolment and attendance. Furthermore, interviews with teachers, parents and community representatives also revealed that school feeding has a tendency of accelerating enrolment as well as reaching out to marginalised groups. Reportedly, among the many beneficiaries are those who are 'traditionally' the hardest to get into school - the poorest and the most marginalised – many OVC was reportedly enrolled as a result of the school feeding

programme. It is also important to mention that there are convincing indications that School Feeding not only accelerates access but that it tends to reverse increases in drop-out rates. This is particularly important and should be attempted documented by WFP. To date, more than 300,000 pupils have been targeted by the school feeding programme under the current CP.

Ideally interventions should be targeting those who are *most* vulnerable because it is in these areas that WFP may be able to make better use of its comparative advantage – and it is also here that interventions seem to be more aligned with the 2008-2011 strategic objectives. The targeting of school feeding in Mozambique is not based solely on vulnerability criteria - interventions are scattered throughout the country, with negative consequences in terms efficiency (reducing costs) and effectiveness (targeting the most needed).

Despite efforts to promote SF within a sector strategic approach, SF still remains outside the national policy framework. The non-inclusion of school feeding in the education sector strategic plan poses a major risk for the continuation of school feeding. There is no straightforward explanation as to why SF has not been incorporated into the national strategic frameworks, but the evaluation team finds that lack of a simple, cost-effective and replicable model may be the most plausible explanation.

It is necessary for WFP to identify a future school feeding model with a simple, cost-efficient and replicable design may enhance the government's ability to commit itself on a longer term basis through the formulation of an operational strategy and political framework, such as the current initiative on Social Action Policy for Education, which has been strongly backed by WFP.

In order to promote SF, WFP must become more proactive and document results and lessons learned (from Mozambique, regionally and internationally) and work on demonstrating these to relevant stakeholders (public, government and donors); especially on issues related to the 'accelerating' and 'reaching-out' potentials of school feeding interventions – both highly relevant in terms of meeting the MDGs.

### *Specific Issues*

*Phasing Out of Support to Boarding Schools.* The phasing out of the support o boarding schools has shown to be a challenging task. Seemingly thorough preparation efforts have not ensured the continued provision of food at boarding schools and national authorities still seem to be unprepared (or unwilling) to take over feeding at boarding schools, causing a significant threat to their continued functioning. Whether these failures are due to lack of ownership, incentives, priority or for political motives remains unsaid. However, in light of WFP using similar 'service delivery' modalities in other areas, the evaluation team considers that lessons from this exercise should be drawn in order to inform the organisation for future transition processes.

*Monitoring.* Planning and monitoring procedures can be improved, especially as WFP aims at more result-based management. In the existing monitoring setup WFP rightfully uses different monitoring levels, distinguishing between input, output and outcome. A differentiated logic model – on the outcome level - would first of all clarify *where* it is relevant for WFP to

monitor and *what* should be monitored. The complexity of operations in Mozambique seems to have contributed further to the challenging task of integrating monitoring into the planning processes.

*Logistics.* The logistic-setup of the CP is considered to be complex and labour intensive. Scattered delivery points, long distances, combined with small quantities, negatively affects the system's cost efficiency, primarily because small amount of food has to be transported over large distances making operations expensive and cost inefficient. The present logistical support to the programme is therefore coordination-heavy, costly and requires substantial human and financial resources.

*Local Purchase.* WFP has locally purchased what corresponds to 30% of the total amount of food for the CP; in 2007 this amounted to 5.400 MT. Apart from these positive result, WFP must ensure that monitoring of market prices are in place, as WFP already now is one of the most significant buyers on the Mozambican food market. This position may distort local food prices.

*Nutrition and school feeding.* Lack of data (baseline and monitoring) makes any assessment of linkages between nutrition and school feeding an impossible task. And there is a need to for conceptualizing interventions further within a broader package (combined with nutrition and health issues). As for any short-term effects FFE may have in terms of children's increased capacity to concentrate, meals should be provided as early in the day as possible, which seems not to be the case in some schools, at least those visited during the field mission.

*Take Home Rations.* THR targets girls and OVC and is intended as an incentive for families to send either girls or OVCs to school. There is however a need to revise THR for girls at schools where day-school feeding is also provided; from a cost-benefit perspective it is uncertain whether it adds value to already existing school feeding (this has not been evidenced – but mainly based on the fact that 'two models' benefits same beneficiary group geographically).

*JFFLS.* WFP has cooperated with food support to the FAO support Junior Farmer Fields Life Schools for several years, but there is currently no documented evidence of JFFLS effectiveness, even in terms of immediate outcomes. Basically, this means that there is no institutional knowledge concerning the 'effects' of WFP's support to JFFLS (either positively or negatively). Additionally, geographical focus may not coincide with WFP's targeting criteria, mainly because JFFLS should be placed in areas with fertile soil. I light of targeting and effectiveness, WFP's support to JFFLS should be revised and possible withdrawal considered if there are no clear evidence of results and if JFFLS cannot be conceptualised within a more comprehensive 'package' – perhaps as part of PRRO.

*Capacity Development.* As for capacity development, the evaluation team has found that WFP finds itself in the middle ground between the comprehensive approach and the more traditional project based capacity development efforts. While many of the existing activities have primarily been related to individual training (project based approach), future efforts need to be guided and structured against a policy (and/or strategic) framework if more durable institutional outcomes are to be expected.

## Background

### 1. A Context

1. After decades of war, a peace accord was signed in Rome in 1992 between the Liberation Front of Mozambique (FRELIMO) and the Mozambican National Resistance (RENAMO). Since 1992, the country has experienced steady growth rates reaching annual averages of 8 percent between 1996 and 2007.<sup>1</sup> Today, despite more than ten years of impressive growth, Mozambique is however still ranked 172 (of 177 countries) according to the 2007/2008 Human Development Index, the same as in 2005, but worse than 2000 and 2004 where it ranked 168.
2. Mozambique's low ranking is a clear indication that poverty is widespread and still deeply rooted in the country's war torn history. For many Mozambicans, daily-life remains a struggle to ensure stable livelihoods and access to quality social services – including education.
3. Mozambique has seemingly also become more prone to natural disasters which have had negative effects on development<sup>2</sup>. The last decade has interchangeably witnessed droughts and floods with detrimental effects on the livelihoods of thousands of people.

### Poverty Reduction Strategy - PARPA

4. The Mozambican Government has joint many other developing countries in defining specific strategies and goals in its struggle against poverty; in Mozambique the poverty reduction strategy is referred to as the PARPA (Action Plan for the Reduction of Absolute Poverty - for its Portuguese acronym). Mozambique's second PARPA 2006-2009 (PARPA II -) sets out to reduce the incidence of poverty from 54 percent in 2003 to 45 percent in 2009. The government aims to develop human capital by sustaining the strategic focal points already identified in its first PARPA (2001-2005). This comprises education and health, improved governance, the development of basic infrastructures and agriculture, rural development, and an improved macroeconomic and financial management.
5. Additionally, PARPA II stresses the importance of greater integration of the national economy and an increase in national production. In particular, it focuses attention on district-based development, creation of an environment favourable to growth of the nation's productive sector, improvement of the financial system, measures to help small and medium-size companies flourish in the formal sector, and the development of both the internal revenue collection system and the methods of allocating budgeted funds.

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<sup>1</sup> According to the World Bank's Country Brief: <http://go.worldbank.org/70UK6S1X30>

<sup>2</sup> According to Cosgrave (et. al.) the World Bank estimated that losses, damage, and reconstruction costs from Eline were equivalent to 20% of the Mozambican gross national product (2007).

6. Although PARPA II calls for an increase in internal revenues for 2006-09, the Mozambican Government expects to continue to rely on the contribution of its cooperation partners to finance about 49 percent of the state budget every year during this period (PARPA II, p.1).
7. Malnutrition is one of the consequences of Mozambique's widespread poverty. Despite registering a fall in poverty in Mozambique fell from 69.4 to 54.1 percent between 1997 and 2003, statistics show that indices of chronic malnutrition in children under the age of five are still extremely high, at 41 percent. Between 2001 and 2003, child malnutrition declined by 3.6 percent in rural areas, while there was a limited increase in urban areas (0.4 percent). However, the number of chronically malnourished children rose from 36 percent in 1997 to 41 percent in 2003. Mozambique therefore has one of the highest rates of child malnutrition in Africa<sup>3</sup> - it is estimated that approximately 1.3 million children are chronically undernourished. The PARPA II sets out the following objective: "*Between 1990 and 2009, the percentage of the Mozambican population that suffers hunger and chronic malnutrition (transitory and structural food and nutritional insecurity) is reduced by 30 percent*" (PARPA II, pp. 62-63).
8. PARPA II further states as an *objective* for the development of human capital to "*improve access, and quality, of basic education and technical vocational education, while observing gender equilibrium*" (PARPA II, p. 159), and identifies as a *priority* the integration of a system "*that supports citizens who are malnourished and suffering from hunger crises, by developing the food production system*" (*Ibid*, p. 32). Furthermore, the PARPA II considers the education sector to key sector in promoting food and nutritional security, "[t]he MEC should have a school feeding policy: food aid that, preferably, would use local, non-imported foods, would include SAN content in training, and would encourage school orchards and micro-nutrient programs" (PARPA II, p. 89). The PARPA II thereby recognizes the importance of nutrition and food security, and foresees that MEC, thought its micro-nutrient programmes "*ought to have the obligation to feed the more disadvantaged children and thereby ensure their attendance*" (PARPA II, p. 89).

### Education in Mozambique

9. Education in Mozambique has undergone considerable progress in the last decade, especially under the 1999-2005 Education Sector Strategic Plan (ESSP) where enrolment increased considerably throughout the country. According to MEC, between 1999 and 2005 EP1 enrolments (first cycle primary education – grade 1-5) grew by 65% - reaching a net enrolment rate of 77%.<sup>4</sup> Quality education was targeted although efforts, which included the introduction of a new curriculum, teacher training reforms, etc., still has to materialise.
10. Currently, the guiding reference document for education in Mozambique is the government's SPEC 2006 – 2011. This strategy is the reference point for co-operating

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<sup>3</sup> <http://allafrica.com/stories/200810220903.html>

<sup>4</sup> See: 2007/08 Human Development Report [http://hdrstats.undp.org/countries/data\\_sheets/cty\\_ds MOZ.html](http://hdrstats.undp.org/countries/data_sheets/cty_ds MOZ.html)) other sources reports lower rates – 60% according to UNICEF ([http://www.unicef.org/infobycountry/mozambique\\_statistics.html](http://www.unicef.org/infobycountry/mozambique_statistics.html))

partners who support the education sector: “*The Strategic Plan for Education and Culture sets out the Government's priorities for the sector, providing a framework on which to base decisions about the allocation of both domestic resources and external assistance.*”<sup>5</sup> The strategy builds on progresses made during the first education sector strategic plan (ESSP I) but is more comprehensive than the ESSP, despite the fact that its objectives remain virtually unchanged with emphasis on access; quality of education services and strengthening of the institutions and the administrative framework.

11. The SPEC, however, places greater emphasis on quality education and retention until grade 7, as well as technical and vocational education and training (TVET), secondary education and higher education. The SPEC is also aligned with the PARPA in its efforts to reduce absolute poverty, ensuring justice and gender equity and fighting the spread of HIV/AIDS and mitigating its negative impacts.
12. PAPRA II calls for the education sector to prepare and include SAN (Food Security and Nutrition – for its Portuguese acronyms) in its strategy, and to contribute to the development of a nationwide network of social and SAN security. In general, school production is considered to be a sole curricula activity and not even at the programmes’ most influential time, in the wake of the introduction of the National Education System 1983, was school production considered to fulfil something beyond a pedagogical purpose. Only in boarding facilities and hostels did school production have the additional objective of improving the student diet and contributing to school funds.
13. While the strategy refers to food production and meals, it does not identify school meals or school feeding (henceforth referred primarily as Food for Education (FFE) as a priority issue. Moreover, during ESSP I, activities regarding school production was not implemented. School production was sporadic and scattered, depending on small scale financing and project initiatives. Emphasis has been made by the UN group in Mozambique to ensure that school production activities are not seen as a substitute for FFE interventions on the basis that schools should neither be considered production units nor do they have the needed capacity (man-power and access to land) to produce the required food needed for on-site school feeding (or food for boarding facilities).  
*External Support to Education*
14. Education is supported by a large group of development partners. Currently, there are approximately 25 development partners (donors, development banks, donors and UN agencies) supporting the education sector in Mozambique. The total amount of funds from these 25 partners is approximately USD 1.2 billion covering the period from 1998-2012. The amount includes funds which are already executed, under execution or predicted. According to MEC’s data<sup>6</sup>, the total amount of support provided by WFP is approximately USD 45 million or 4.38% of total external support, a considerable amount that makes WFP the largest UN education partner in Mozambique. The chart below provides an overview of donors and percentage share:

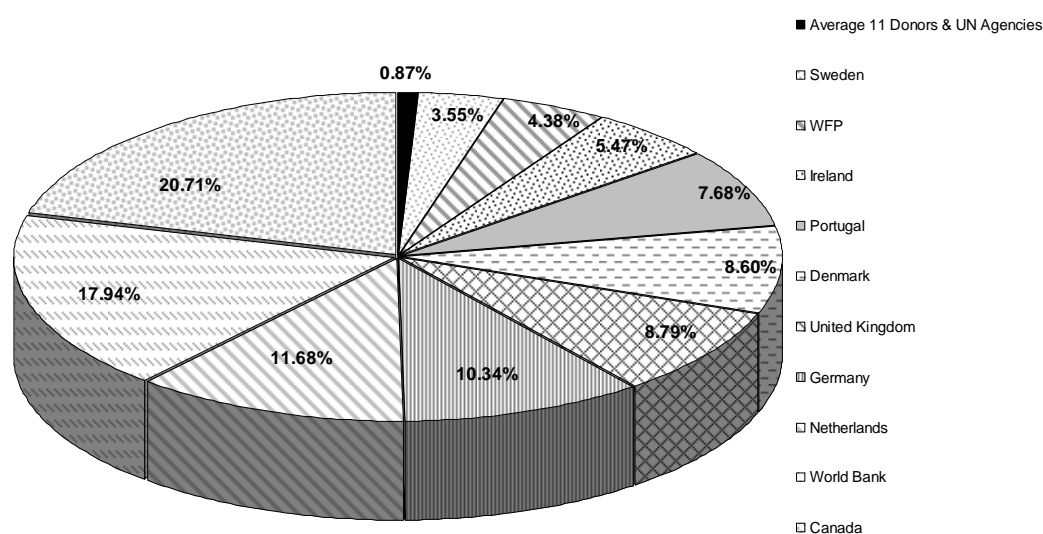
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<sup>5</sup> SPEC (2006-2011), pp. 1)

<sup>6</sup> See: [www.odamoz.org.mz](http://www.odamoz.org.mz)



**Graphic 1: Main Donors for the Education Sector in Mozambique, 2008**



Source: Own elaboration from: [www.odamoz.org.mz/reports7](http://www.odamoz.org.mz/reports7)

15. During ESSP I Cooperating partners and government made significant efforts to enhance harmonisation and alignment. Spaces for donor coordination (SWAp-group) as well as the common funding mechanism for the education sector (FASE) are both examples of the efforts which are in line with the commitments of the Paris Declaration.<sup>8</sup> In recent years, the WFP has participated in the SWAp coordinating working group, as well as in the UN working group on education, which includes the Food and Agricultural Organization (FAO), United Nations Children’s Fund (UNICEF), United Nations Educational, Scientific and Cultural Organization (UNESCO) and World Health Organization (WHO).

## 1. B Description of Operation

### *Previous Operation*

16. WFP’s previous assistance to Mozambique also targeted school feeding through the Country Programme. The modality was identical to current operations using the following approaches: day-school feeding, Take-Home Rations (THR) for girls and Orphans and Vulnerable Children (OVC) as well as support to boarding schools. Extra activities included Junior Farmer Field Life Schools (JFFLS).

### *Country Programme Mozambique (2007-2009)*

17. The Country Programme Mozambique 10446.0 (henceforth referred to as the Country Programme or CP) was approved by WFP’s Board in November 2006. The CP covers the period 2007 – 2009 and in its original design it consisted of two components: (i) education and child development: day school feeding, take-home rations for orphans and girls, boarding school feeding (to be phased out by the end of 2009) and support to the government in developing and managing a national school feeding programme; (ii)

<sup>7</sup> See: EC; Mozambique Donor Atlas 2006, Forecast 2007 – 2010; [www.odamoz.org.mz](http://www.odamoz.org.mz)

<sup>8</sup> See: OECD- DAC; The Paris Declaration;

[http://www.oecd.org/document/18/0,2340,en\\_2649\\_3236398\\_35401554\\_1\\_1\\_1\\_1.00.html](http://www.oecd.org/document/18/0,2340,en_2649_3236398_35401554_1_1_1_1.00.html)

Support to community safety-net systems: food for orphans and other vulnerable children living in families and orphanages and for increased government capacity to manage safety nets.

18. The CP's component 1 is aligned with WFP's Strategic Plan 2006-2009. These strategic objectives are: (i) support access to education and reduce gender disparity in access to education and skills training and; (ii) strengthen the capacities of countries and regions to establish and manage food-assistance and hunger reduction programmes.<sup>9</sup> Component Two addresses strategic objective two (protect livelihoods in crisis situations and enhance resilience to shocks) and objective five. The CP also claims to target WFP's Enhanced Commitment to Women through its emphasis on increasing girls' participation in primary education.
19. The evaluation will also relate current activities to the Strategic Plan 2008-2011, and discuss consequences for future school feeding interventions. This plan is important, as it, according to WFP, "*marks a historical shift from WFP as food aid agency to WFP as a food assistance agency.*"<sup>10</sup> The overarching goal of the new strategy is to reduce dependency and to support governmental and global efforts to ensure long term solutions to the hunger challenge. This change has been translated into five strategic objectives that differ in content and formulation from the 2006-2009-version. The Strategic Objective 4 "Reduce Chronic Hunger and Undernutrition" relates directly to school feeding as one the 'main tools' to achieve the following relevant goals: "*bring undernutrition below critical levels and break the intergenerational cycle of chronic hunger*" and "*increase levels of education and basic nutrition and health through food and nutrition assistance and food and nutrition security tools.*"
20. It was decided to redesign the CP and move all community based support, including Community Safety-Net Systems, to the Protracted Relief and Recovery Operations (PRRO). This means that the midterm evaluation will be focused on WFP operations related to component 1: Education and Child Development.
21. The CP (before the changes affecting component two were introduced) has a budget of US\$ 41.9 million which would enable the organisation to target 381,400 people during the programme period, according the same programme document. The budget of almost US\$ 42 million is, according to the CP, based on expected pledges and contributions and covers 82 percent of the needs that could be met by WFP (see CP 2007-2009, pp. 3).<sup>11</sup>

### ***Beneficiaries and Food Items***

22. In order to achieve its objectives, component one foresees the following distribution of food items to pupils, orphans and vulnerable children (OVC) and girls: 180 daily

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<sup>9</sup> See: WFP Strategic Plan (2006-2009), June 2005

<sup>10</sup> WFP Strategic Plan 2008-2011, p 3

<sup>11</sup> WFP estimates that with an additional 18 percent – or US\$ 9.3 million – the organisation could target an additional 110,000 children (through school feeding and community safety nets) – these resources were however not available and the final target remains 381,400 beneficiaries.

rations to an annual average of 200,000 school children; 1,900 “informal boarders”<sup>12</sup> will receive an additional meal per day; two meals will be provided three days a week to an annual average of 2,200 adolescent OVC participating in the FAO-led agricultural and life-skills training (40 percent are estimated to be women). Boarding school pupils will receive meals 300 days a year (30,000 in 2007, 20,000 in 2008 and 10,000 in 2009). Take-home rations (THR) are provided to women caregivers of an annual average of 28,000 OVC in central and southern provinces and mothers of an annual average of 7,000 girls in Zambezia, Nampula and Cabo Delgado. Finally, community cooks (those preparing meals for students – primarily women) receive two THR per year.

23. The table below describes food rations per beneficiary and total tonnage for the CP.

Table 1: Food Items per beneficiary (group) and total tonnage

<b>Food Items per beneficiary group and total tonnage</b>		
<b>Group</b>	<b>Ration per person day</b>	<b>Tonnages (monthly distribution)</b>
Day-school feeding (one daily meal/180 days – includes meals at JFFLS)	150 g rice or maize, 30 g of pulses, 10 g of vitamin A-enriched oil and 3 g of iodized salt	Rice/Maize: 624 MT Pulses: 104 MT Oil: 42 MT Fish: 104 MT Salt: 13 MT
Boarding Schools (three daily meals/300 days)	500 g rice or maize, 50 g of pulses, 20 g of vitamin A-enriched oil, 20 g of sugar and 5 g of iodized salt	Rice/Maize: 576 MT Pulses: 58 MT Oil: 23 MT Fish: 11 MT Sugar: 20 MT Salt: 6 MT
Take Home Rations (two times/year)	50 kg of maize or rice and 5 litres of oil	Rice/Maize: 1413 MT Oil: 141 MT
Community Cooks (two times/year)	25 kg of maize or rice and 2.5 litres of oil	
<b>Total tonnage CP</b>		Rice/Maize: 2613 MT Pulses: 162 MT Oil: 206 MT Fish: 115 MT Sugar: 20 MT Salt: 19 MT

Source: WFP: DFS update with beneficiary calculation

### **Logical Framework**

24. According to the CP document, by focusing on children and particularly OVCs, the CP ‘pursues the following objectives’ (including component two):
- Improved participation in primary education, in particular for OVC and girls
  - Improved protection and care, and access to basic services for OVC through a safety-net system

<sup>12</sup> Informal boarders are pupils using facilities that have been established near primary schools where students have the possibility to attend sixth and seventh grades (EP2).

For component one, these objectives are supported by different layers of outputs and outcomes, all described in the programme's logical framework (see Annex IV).

25. The logical framework – or results and resource matrix (terms used in the CP) - is divided into three levels; UNDAF outcomes, WFP CP outcomes and WFP CP outputs. Concerning the UNDAF outcomes; school feeding activities targets the first UNDAF outcome ('Human Capital', see annex IV) and outcomes related to increases in primary education enrolments, 'especially for girls and the most vulnerable people' (UNCT Outcome 1.1). Activities are also intended to strengthen national and sub-national capacities to implement the National Strategy on Food Security and Nutrition (UNCT Outcome 1.4). The UN group is currently coordinating the realization of a mid-term review of the UNDAF progress. Final results have yet not been published. Concerning outcomes directly related to the school feeding activities, the matrix outlines relevant results and performance indicators.
26. WFP's logical frameworks use different levels of monitoring and performance indicators. The logical framework outlines an attempt to focus on cost effectiveness applying cost per beneficiary and planned output versus actual output.
27. Output monitoring is a regular institutionalised procedure of WFP. Several tools like logistics manuals, cost effectiveness analysis manuals and handbooks which are produced in collaboration with other organisations. The main purpose for these documents is to assist and provide guidance to measure and control deliveries and provide accountability towards WFP and its donors.

### ***Risks and Assumptions***

28. The risks and assumptions identified in the logical framework are generally relevant, but lack actions for managing eventual negative effects or risks.

### ***Evaluation and Stakeholders***

29. The original intention was to have a more weighted balance of participation of stakeholders from different levels, including parents and communities (See also the Pre-Mission Report (PMR)). However, the need for addressing challenges related to government commitment and future design of school feeding, affected the original agenda as more focus was put on key stakeholders from central level (and to some extent provincial levels), including ministries (education and development and planning) as well as key development partners from the SWAP group.

## **1. C Evaluation Features**

### ***Objective of Evaluation***

30. The objective of the evaluation is twofold. First, it will assess the degree to which the objectives pursued are being achieved, the effectiveness of the means employed and account for aid expenditures to stakeholders. It will provide an assessment of WFP

support: (a) to the education of the food insecure school aged population of Mozambique and (b) to the government's capacity to manage a national school feeding programme at national and sub national levels. It will also provide insight on the extent to which partnerships promote the achievement of objectives and on the government commitments to school feeding. Secondly, the evaluation will aim at informing decision-making processes about future FFE interventions in Mozambique, including a possible extension of the CP until 2010 in harmonisation with the PARPA and UNDAF. Modalities will also be discussed as these are becoming increasingly important considering WFP's organisational changes and demands for more assistance oriented approaches (as opposed to more aid oriented modalities).

### **Scope**

31. The scope of this evaluation will be the operations as described in the project document WFP MOZ 10446.0 for the time period 01 Jan 2007 to 30 Oct 2008, excluding component two as mentioned above. It will include a review of partnership, support for the development of government capacities to manage the school feeding programme, support for local food purchases and logistics.

### **Methodology**

32. The type of evaluation selected for the midterm evaluation was formative – as opposed to more summative approaches. Through the formative approach key issues related to programme performance have been identified and discussed with key stakeholders and possible steps have been tested and presented as means to improve interventions where this has been deemed necessary. The evaluation will also serve accountability purposes (externally and internally) as well as providing WFP with findings related to processes and mechanisms that may enhance internal learning.
33. The evaluation was carried out using the evaluation criteria outlined in the terms of reference. These criteria were relevance, effectiveness, efficiency and sustainability. Assessment of impact was not targeted in the evaluation (see also PMR) because impact evaluations are far more time-consuming and resource-demanding, incompatible with the time and resource frame of the midterm evaluation. Nonetheless, assessing causalities between input-output-outcome relations has provided evidence and solid indications as to whether activities are conducive towards programme objectives – and *may* therefore also serve as indications for WFP as to whether interventions can be *expected* to produce the expected impacts.
34. The evaluation attempted to apply PLA (Participatory Learning and Action)<sup>13</sup> principles. The PLA was approached on the following presumption: participation is important as it enables the evaluator to retrieve relevant information from beneficiaries and stakeholders, through which it is possible to reconstruct knowledge and experiences, which are the primary sources for evaluative learning.

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<sup>13</sup> Mikkelsen, B.; Methods for development work and research, a new guide for practitioners; 2<sup>nd</sup> edition. SAGE Publications; 2005.

35. PLA also means learning rapidly and progressively and for this purpose, it required the ability to explore key topics and knowledge consciously by applying flexible use of methods, improvisation, iteration and cross-checking – all of which are opposed to blue-print programmes and fixed agendas. While PLA is flexible and iterative, at the same time it is also a question of balancing data collection with the evaluators' knowledge of what is worth knowing for the given evaluation and its purposes. For the group-focused interviews, this meant maintaining interviews around topics in order to ensure that dialogues are focused and do not cover themes that are outside the scope of the evaluation exercise. This is particularly important as evaluations of this kind are constrained by time and resources.
36. The evaluation sought to offset biases by putting emphasis on listening (as opposed to lecturing), taking unimposing stands as well as being cultural- and gender sensitive. Sensitivity for this matter means that interview questions and topics considered the concrete context in terms of poverty, social structures, vulnerability, religion and general access to information.<sup>14</sup> For interventions with stakeholders other than those who are school or community based, the focus has been on more explorative issues related to programme design, cooperation and policy issues/strategies.
37. The desk review process and briefing sessions provided the evaluation team with a broad understanding of the CP, its intervention and also some of its challenges. During the field mission, in-depth information was primarily acquired through meetings at the ministry and province or district levels, as well as through primary target groups at community and school levels (see annex for a field visit agenda).

### *Limitations*

38. The main limitations related to the evaluation process have mainly been related to imprecision of data, both the logistics- and monitoring data; in concrete terms this implied that data from logistics department did not always match data from other departments. The team did, otherwise, not encounter any other unusual difficulties during the evaluation process. Collaboration with stakeholders, in particular staff from the Ministry of Education and Culture (MEC) and WFP's own staff at the country office (Moz CO), has been very positive and beneficial for the evaluation process.

### *Quality Assurance*

39. The evaluation will adhere to the quality assurance system which has been developed by WFP. Basically, the system is based on a process dialogue between WFP and the evaluation team in which both parties ensure that evaluation process is carried out within international standards and norms. The following formulation is taken from WFP's quality assurance system: *“WFP has developed an Evaluation Quality Assurance System (EQAS) based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products including the TOR. EQAS will be systematically applied during the course of this evaluation and relevant documents were provided to the evaluation team,”* (EQAS, WFP).

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<sup>14</sup> This sensitivity was 'primarily applied' at school and community levels



## Findings

### 2. A Operation design: Relevance and Appropriateness

#### Objectives of Country Programme

40. Through a 'two-pronged approach' the CP aims to (i) 'provide food for prioritised groups, contributing to direct service delivery' and (ii) 'strengthen government capacity to promote long-term sustainability, increase national ownership and obtain increased funding from more sources for WFP-target groups'.<sup>15</sup> CP interventions are considered (i) in the context of Mozambique's widespread poverty and the country's vulnerability towards natural hazards, meaning that the livelihoods of many Mozambicans are continuously threatened, and (ii) as a contribution to strengthening government's capacity to provide sustainable solutions to these threads and challenges.
41. Strategically the CP aims to strengthen national capacity to respond to what WFP considers as being the 'triple threat' currently characterising Mozambique<sup>16</sup>, namely that of food insecurity, HIV/AIDS and weakening government capacity.

#### Relevance of Programme Design

##### *Internal Coherence*

42. Internal Coherence of the CP is analysed against WFP policy and strategy framework and mechanisms such as the vulnerability and needs assessment tools.
43. The CP relates to WFP's Strategic Plan for 2006-2009 to which it is aligned to the strategic objectives four: "*support access to education and reduce gender disparity in access to education and skills training*" and five: "*strengthen countries and regions capacities to establish and manage food-assistance and hunger-reduction programmes*". Measured exclusively against WFP's strategic objectives 2006-2009 (access to education) current interventions are coherent and appropriate – mainly because school feeding is a strong incentive for parents to send their children to school and make sure that they stay there (retention).
44. In a forward looking perspective, WFP's Strategic Plan 2008-2011 introduces some changes that affect the internal coherence, especially in relation to what FFE aims to achieve when it is a mean and not an end in itself<sup>17</sup>. This evaluation shows that school feeding is an incentive with positive influences on access and retention (part 2.C), but if outcomes are expected beyond these results, complementary interventions have to be considered. This is particularly the case if school feeding aims to improve children's nutritional situation or "breaking the intergenerational cycle of undernutrition"

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<sup>15</sup> According to CP Mozambique (2007-2009), p. 8

<sup>16</sup> See CP Mozambique (2007-2009), p. 3

<sup>17</sup> Although the current CP was not based on the 2008-2011 strategic objectives, this paragraph serves as input to the discussion of future interventions and eventual changes in the current CP, given that WFP's strategic objectives has changed considerably and that the changes expectedly will affect the way WFP operates in the future (see: WFP Strategic Objectives 2008-2011)

(strategic objective four in the Strategic Plan 2008-2011). The changing focus of WFP from targeting access (in the 2006-2009 Strategic Plan) to the more ambitious objectives outlined in the 2008-2011 Strategic Plan embodies a move from immediate outcome (access) to what the evaluation team considers to be ‘distant outcome level’ (breaking intergenerational cycle of malnutrition)<sup>18</sup>.

45. Vulnerability assessment is a tool that ensures that WFP interventions target the most food insecure areas; hence also those that presumably are in most need for food assistance and aid. While the 2008 vulnerability assessment (see graphic 2) clearly indicates that many parts of Mozambique are potentially vulnerable, vulnerability is most outspoken in the southern part of Mozambique and coastal areas in the northern part of the country.
46. Despite this clear indication of vulnerability, school feeding intervention is present in all provinces, including those with only a few vulnerable districts, like Niassa, Zambezia, Cabo Delgado, but also Sofala, Manica and Tete. Despite being present in these provinces that are *generally more* food secure, interventions are not concentrating on the *most* vulnerable districts. This indicates that school feeding targeting follows criteria other than that of vulnerability. The Country Programme Action Plan (described in next part: External Coherence) between WFP and Government of Mozambique sets out criteria that are all-inclusive, reiterating the observation that vulnerability is only one criteria. Using more ample targeting criteria has consequences for the intervention’s efficiency, as will be discussed in paragraph 2.C. How it affects effectiveness is more complex and will also be dealt with further below. The Moz CO is aware of the targeting problem and it is expected that steps will be taken to cater for this problem in the near future. A scenario analysis of different targeting options has been developed and this should be followed up upon in relation to steps following this evaluation’s suggested recommendations.
47. If targeting is seen from a strictly educational perspective, school feeding interventions should be concentrated in the Northern provinces where education performance is poorer than in the Southern provinces (see Table 2 below). The highlights indicate values which are ‘worse’ than the national average, whereas others (non-highlighted) are those which are ‘better’ than the national average<sup>19</sup>. From a general perspective, there is a tendency that vulnerable provinces perform better than other provinces (in *italic*), with the exception of Zambezia.<sup>20</sup> Although it only serves as indicative information, the tendency is confirmed by the Lehman study (2007) which compares data from 2002-2006 (see Part 2.C). This means that WFP, as mentioned above, has a dilemma in selecting target intervention areas: if the purpose is educational, and hence relates to the 2006-2009 Strategic Plan’s objective four (see paragraphs 42-43), targeting should follow education criteria and address districts with the poorest data – generally the Northern provinces. If, however, the objective is defined from a perspective of addressing food security and nutrition, as is the case of the fourth strategic objective of the 2008-2011 Strategic Plan (see paragraph 44), targeting

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<sup>18</sup> See table 4 for a distinction of the different outcome levels.

<sup>19</sup> Light-grey areas are within 0.2 of national average.

<sup>20</sup> Migration to South Africa is high in the southern provinces of Gaza and Inhambane, which may be the reason for the drop-out rates that are slightly above national average





Table 2: 2007 Education Data – Province Level 6<sup>th</sup> and 7<sup>th</sup> levels

	Sex	GZ	IB	CM	MP	ZB	NPL	MN	CD	NI	SF	Tt	Total
Passed	FM	83.4	83.7	88.7	82.3	83.4	83.2	75.2	79.7	79.3	81.5	80.8	82.3
	F	84.4	84.3	88.4	83.7	82.4	82.4	74.0	77.9	77.8	80.8	80.5	82.2
	M	82.3	83.2	89.1	80.8	84.0	83.6	76.0	80.8	80.4	81.9	81.0	82.4
Drop-out	MF	6.9	8.2	2.2	5.2	5.1	7.4	10.8	9.3	10.0	4.9	8.6	6.8
	F	6.4	8.1	2.5	4.3	5.9	8.7	12.2	10.4	11.4	7.1	8.7	7.3
	M	7.5	8.3	1.8	6.0	4.6	6.6	9.8	8.7	9.1	3.4	8.6	6.4
Repeat	MF	9.7	8.1	9.1	12.5	11.5	9.5	14.0	11.0	10.7	13.7	10.6	10.9
	F	9.2	7.6	9.1	12.0	11.7	8.9	13.7	11.8	10.8	12.1	10.8	10.5
	M	10.2	8.6	9.1	13.1	11.4	9.8	14.2	10.6	10.6	14.7	10.4	11.2

Source: Adapted from MEC July 2008. Readings: CD – Cabo Delgado, GZ – Gaza, IB – Inhambane, MN – Manica, MP – Maputo (province), NPL – Nampula, NI – Niassa, SF – Sofala, Tt – Tete, ZB – Zambezia and CM – City of Maputo. FM – Female/Male, F – Female & M – Male. Highlights by authors.

#### External Coherence

48. The external coherence is analysed in relation to the SPEC, PARPA and UNDAF – considered to be WFP’s main strategic reference points in Mozambique.
49. School feeding and SPEC. Mozambique has a tradition of linking school production to education activities. With the introduction of the National Education System (NES) in 1983, school production has played an essential part of school based curricular activities. During early years of NES, most schools had production facilities and it is foreseen that school production activities will be ‘reintroduced’ in the SPEC. *“The school meal support that schools, hostels and boarding facilities have received since 1975, as part of a development and emergency program, is due to be revised. For this reason, schools and boarding facilities should also be capable of organising school production as a way of addressing food shortages and preventing child malnutrition”* (SPEC 2006-2011, p. 54). While the SPEC is rather clear on school production, the strategy has not included school feeding as a priority area – this despite continued efforts from the CO to have school feeding included in the sector strategic plans. A sign of WFP’s proactive role is the support to the formulation of the social action policy paper for education.
50. As means to frame cooperation, Ministry of Foreign Affairs and Cooperation and WFP have elaborated a bilateral agreement, earlier referred to as the CPAP or Country Programme Action Plan (2007-2009). The CPAP specifies how the partnership the Government and WFP is to be organised generally and it also specifies procedures related to the school feeding activities. The CPAP is a useful instrument outlining roles and responsibilities as well as implementation and partnership strategies.
51. The CP was prepared in line with the United Nations Development Assistance Framework (UNDAF) 2007–2009. The UNDAF is based on Mozambique’s PARPA, which provides the overall framework for development assistance to Mozambique for

the period 2006-2009. It is foreseen that the CP will contribute to the Millennium Development Goals (MDGs) 1, 2, 3 and 6 through interventions that target children, particularly orphans, vulnerable children and girls. There is no ongoing monitoring of the UNDAF outcomes (see table 8 in annex), but a midterm assessment (concurrent with this evaluation process) will expectedly provide information on progresses and achievements. For WFP's contribution to the UNDAF process, the results presented in 2.C may serve as indications hereof.

52. The existing PARPA will be revised by the government and a new poverty reduction strategy is therefore expected by 2011. On this basis, the UN has decided to extend existing programmes by one year so that they align with Mozambique's new poverty strategy. However, in order for UN agencies to address the government's priorities in the new poverty reduction strategy, a new UNDAF will be launched in 2012. This process is evidence of the UN's increasing efforts to align to national priorities and harmonise programming cycles.

#### *Responsiveness to Changes*

53. To some degree, the project design has taken into consideration some lessons learned from past cooperation and specific references are made in paragraphs 13-17 in the current CP. Generally, the CP also reflects an increased awareness concerning harmonisation (among development partners, especially the UN-group) and collaboration (alignment) with government in order for school feeding to be incorporated into national strategies and plans (that will enhance options for sustainability of interventions). This issue has been raised in earlier evaluations and has now taken a prominent position in the current CP.
54. However, despite being subject to evaluations and appraisals (both in 2005), the day school feeding and THR interventions have so far maintained the same *modus operandi* since 2002, meaning a somehow scattered, expensive (non-sustainable) and unfeasible approach. This despite the fact that both appraisal and evaluation addressed some of these central issues. While operations have maintained 'status quo', initiatives have been taken to address the positioning of school feeding within the national strategic framework. Whilst attempts in 2005, 2006 and 2007 have failed, it nevertheless seems that there is growing awareness of school feeding intervention's potentials (ref. meeting with permanent secretary and MEC staff). Attempts have also been made towards development partners to ensure that they perceive advantages of school feeding and the necessity to include it into the sector strategy paper. All consultations among stakeholders (development partners and government) confirmed that they are supportive of the idea of school feeding. This is an area that however could be strengthened further; especially in terms of providing evidences of school feeding's potentials (See part 2C).

### *Phasing Out of Support to Boarding Schools*<sup>21</sup>

55. WFP's support for education in Mozambique has a history of more than 30 years, starting back in 1977 with support for all boarding facilities in the country. This support has inevitably had significant impact on Mozambique's development, especially in the years prior to the peace accord in 1992, but also during the 90s as it ensured food deliveries to Mozambique's boarding schools- hence facilitated student's access. This is best exemplified by the fact that most Mozambicans in present day administration have been enrolled in a boarding school, hence benefitting from the food provided by WFP.
56. Despite announcing in 2005 that WFP would phase out from boarding schools MEC has not yet ensured sufficient budget allocation for boarding schools to cover food related costs. During 2006 and 2007 WFP, together with MEC, has invested significant resources in elaborating a thorough transition strategy.
57. There are however clear indications that the transition strategy – and even WFP's decision to withdraw its support from the boarding schools, has been **insufficiently** disseminated within MEC<sup>22</sup>. Concurrent with WFP's withdrawal, all boarding facilities visited during the field work mentioned that recurrent costs had been reduced over the last years, including costs related to boarding facilities<sup>23</sup>. This might be explained by the decentralisation and deconcentration of certain decision making processes and indicates that advocacy may have to be done a provincial level (not necessarily done bilaterally by WFP). Even so, teacher training institutes (like the IFPs) have not been affected by WFP's withdrawal, perhaps because these are under central government administration and highly prioritised by the government.
58. Despite seemingly thorough preparatory efforts from WFP and its counterpart within MEC, national authorities still seem to be unprepared to take over provision of food at boarding schools, posing a major threat to their actual existence. Whether these failures are due to lack of ownership, incentives, priority or for political motives remains unsaid. Given that WFP has used similar 'service delivery' modalities in other areas, the evaluation team considers that lessons from this exercise should be drawn in order to inform the organisation for future expected transition processes.

## **2. B Outputs and implementation Processes: Elements of Efficiency**

### *Beneficiaries*

59. It has been a challenge for the evaluation team to reach the exact number of beneficiaries from the CO. Although the 2007 SPR reports number of beneficiaries, these are apparently mixed up with other activities – such as earlier PRRO operations. Furthermore, some of the reported figures strongly diverge between planned and actual

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<sup>21</sup> The phase out was recommended during the 2005 School Feeding Evaluation.

<sup>22</sup> During a meeting at MEC, a high-level employee, with a very relevant position concerning boarding schools, made it clear that this person was unaware of the existence of the strategy as well as the consequences of WFP's withdrawal.

<sup>23</sup> Those visited have recently experienced reduced budgets for recurrent costs of up to 50 percentages in 2007.

beneficiaries – where the latter is much higher evidencing inadequate preparations and insufficient process planning. The fact that exact figures apparently seem difficult to establish, combined with the finding that different departments apparently are working with different figures, seems to indicate that planning and monitoring procedures can be improved, especially as WFP aims at applying more result-based management approaches.

## Logistics

60. In general, the logistic-setup of the CP is considered to be complex and labour intensive. Multiple factors add to this complexity. In the present distribution cycle food is delivered to all schools every second month all over the country. While planning and managing the distribution for the school feeding is the same as the PRRO, school feeding delivers ‘only’ 1640 MT compared to 3729 MT for the recovery operations. In other words: it (apparently) takes the same resources for the school feeding programme to deliver less than half of what is distributed **through the PRRO**. The main reason behind this inefficient operation setup is the country-wide geographical spread of beneficiary schools. Another hindrance is the existing setup which in most provinces does not include district warehouses, meaning that small loads of food has to be delivered on long distances of up to more than 500 km from the provincial warehouse to the final destination. Scattered delivery points, long distances, combined with small quantities, negatively affects the system’s cost efficiency. Poor road conditions further add-up to the logistic challenges.
61. Due to the variety of transport operations (inland and transit from port to neighbouring countries) WFP is well established and has good contacts to transporters. The system of purchasing transport services is fine-tuned, meaning that transport contracts are focusing not only on distances but also on type of roads. The local market does not presently cater for small deliveries due to the shortage of small sized trucks. As quantities are too small and distances long, cargo for different destinations is often consolidated by local transporters to make operations more cost-effective. This consolidation may lead to delays in deliveries hence negatively affecting the beneficiaries.
62. Good logistical practice, according to international and WFP standards<sup>24</sup>, is to move small quantities of up to 10 MT no more than 150 km, longer distances with such small quantities of cargo are not cost effective. Present distributions in the school feeding programme operate with distances of up to 950 km to the final destination, with an average distance to the 125 different destinations of approximately 500 km. Having this long distances it would be have been advisable to use district warehouses at an estimated average cost of 1,500 USD per month<sup>25</sup>. DPEC is handling deliveries in the provinces of Gaza and Inhambane to the BSs, whereas distribution to schools is managed by the Provincial education authorities in Zambezia, using district

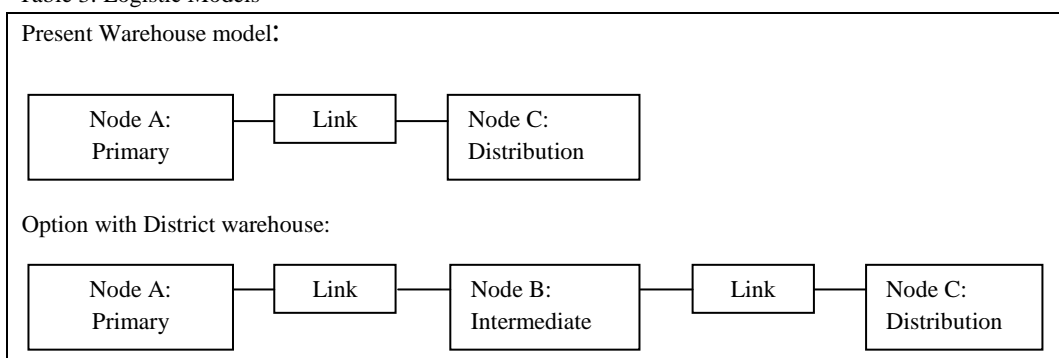
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<sup>24</sup> Summary of the evaluation of Darfur EMOP 103391 <http://www.wfp.org/eb/docs/2007/wfp113623~1.pdf>, Food Aid Logistics Operational Handbook, Care (2009)

<sup>25</sup> According to figures from Moz CO.

warehouses. At present, the total transport cost per month is 106,000 USD<sup>26</sup>. By using district warehouse the assumption can be made that the total transport cost would be reduced by some 36%<sup>27</sup>.

Table 3: Logistic Models



Source: Food Aid logistics operational Handbook, Commodity Management Enhancement Project. See also: [http://www.reliefweb.int/rw/lib.nsf/db900sid/LGEL-5MTJOG/\\$file/care-food.pdf?openelmen](http://www.reliefweb.int/rw/lib.nsf/db900sid/LGEL-5MTJOG/$file/care-food.pdf?openelmen)

63. Logistics are key element for the proper functioning of a school feeding programme. At present, the logistics department has a well developed transport structure, yet its shortcoming is the long distances to the delivery points. The implementation of the missing district warehouses would improve the present situation to provide a more efficient and sustainable service to the programme. The lack detailed Key Performance Indicators (KPIs) seem to negatively affect the monitoring and planning of distributions.
64. KPIs are generally used to measure effectiveness and efficiency of an activity and are helping to respond to programme changes so that the needs of recipients can met be in a cost efficient manner. Throughout the field visit it became clear that use of KPIs (or similar measurements) could only be found in the form of distributed (food) versus planned (food). Efficiency assessments for food being delivered on time or how stock management could not be found.

### **Local Purchasing**

65. Since 2006, WFP has locally purchased parts of the food for the CP; in 2007 this amounted to 5.400 MT, corresponding to 30% of the total amount of food used in the programme. For 2006 and 2007 the total sum amounted to 11,600 MT of food for the SF<sup>28</sup>. Through the local purchase, WFP has thereby contributed directly to strengthening the national production, as envisaged in WFP's strategic plans, including

<sup>26</sup> Formula: 1640 MT average tonnage distributed multiplied by cost of transport 0.13 USD per km average multiplied by 500 km average from warehouse to delivery point

<sup>27</sup> The figure has been reached using the present 'formula': 1640 MT average tonnage distributed divided by MT per truck 20T multiplied by 470 km average distance from warehouse to district warehouse multiplied by cost of transport 0.50 per km average plus rental cost per district warehouses total 22500 USD (15 district warehouses multiplied by 1500 rental cost per warehouse per month) plus cost from district warehouse to final destination 25584 USD (16400 MT average tonnage multiplied by average distance of 120 km to final destination multiplied by cost per km 0.13 USD per km average)

<sup>28</sup> Heymell et. al



the Purchase for Progress (P4P) initiative<sup>29</sup>. P4P is in its initial stages and so far some 300 MT have been purchased locally. The assumption can be made that local purchase activities and the beginning of P4P activities will have an impact in the local market even though evidence remains limited. For the P4P in particular, quality control seems to be a challenge due to poor knowledge at the vendors' levels.

### *Rising Costs of Food Prices*

66. The prices of agricultural crops have risen sharply worldwide over the last couple of years. The world's agricultural output is projected to decrease significantly due to climate change, and its impact is expected to be severe in developing countries. Increases in the price of petroleum has increased the cost of agricultural inputs, particularly due to the higher prices for fuel, fertilizers and transportation, which consequently, have affected the price of food. Almost all African countries and net buyers are suffering from resulting higher prices. Mozambique food prices have not been excluded from the global tendencies; here food prices have risen by 96% from 2007 to October 2008<sup>30</sup>.
67. The general increase of food prices in the world market has affected the CP. Since 2006 as market prices have increased gradually for basic food items. In 2007, the Mozambique market registered a total increase of 43%. Until November 2008, the Moz CO did not carry out any monitoring of unit costs, the latest dated back to 2005.

### **Implementation Mechanisms<sup>31</sup>**

#### *Targeting*

68. Vulnerability and needs assessments are key instruments to ensure internal coherence and effective and efficient use of WFP's core competences and, not least, its resources. Thorough assessments will enable WFP to design operations that are targeting specific groups where it is anticipated that food assistance adds most value. Studies demonstrate that food assistance is most effective when it reaches the most vulnerable,<sup>32</sup> and this is also clearly outlined in WFP's strategic plan for 2006-2009: "*Food assistance can produce positive outcomes in many types of situations, but has the greatest impact when it reaches the poorest and most vulnerable hungry populations, targeting those with the greatest need and the fewest alternative options or sources of support,*" (WFP, Strategic Plan 2006-2009).

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<sup>29</sup> In recent years a high level of food procurement in African countries has enhanced the idea to develop a purchasing program. WFP developed a concept of better purchasing power to support the sustainable development of Low-Income Farmers to Markets in Developing countries. In March 2008 the project known as Purchase for Progress (P4P) has been launched in 10 Countries. The launch included a set of pilot activities to further explore programming and procurement modalities. The purpose of P4P is to purchase as close to the producers as possible, hence promoting local production and farmers' access to 'market'.

<sup>30</sup> SIMA: Department for Political Analysis; Ministry of Agriculture and Rural Development (MADER).

<sup>31</sup> Logistics is also understood to be part of the implementation mechanisms and has been dealt with in earlier parts of the report.

<sup>32</sup> See: Adelman, et al. IPFRI (2006)

69. The targeting of school feeding in Mozambique is not based solely on vulnerability criteria, as mentioned earlier, interventions are scattered out throughout the country, with negative consequences in terms efficiency (reducing costs) and effectiveness (targeting the most needed). The selection of intervention areas has been delegated to provincial authorities and committees, where WFP is also present. Selection criteria – or ‘focus’ - outlined in the Country Programme Action Plan (CPAP) 2007-2009<sup>33</sup> is practically all inclusive: focus is on areas with high food insecurity compounded by high drop-out rates, low attendance of girls, low completion rates and high numbers of OVC.

*Monitoring and Evaluation*

70. Regular monitoring is challenged by the disperse intervention area of the school feeding interventions and lack of KPIs (or similar instruments) – as mentioned earlier. WFP-staff monitors food deliveries among the programme’s multiple beneficiaries on regular basis. Every second month, warehouse stocks and education data (enrolments, attendance, etc.) is reported back to the WFP’s head office in Maputo and processed by the designated desk officer.
71. In the existing monitoring setup WFP rightfully uses different monitoring levels, distinguishing between input, output and outcome. Output monitoring is basically related to delivery of food items and has been dealt with earlier in this report.
72. As for outcomes, monitoring on performance (indicators) should differ between initial, intermediate and distant outcomes. A modified version of a logic model elaborated by Gelli (2006) is presented below.

Table 4: Suggested Logic Model (on-site meals)

Inputs	Activities	Outputs	Outcomes		
			<i>Initial</i>	<i>Intermediate</i>	<i>Distant</i>
WFP provides food	Food prepared/distributed in school as snack and/or lunch	Pupils eat snack/lunch	- Households receive incentives to send pupils to school - Pupils receive incentive to go to school	-Increased enrolment (reduced gender gap) - Reduced absenteeism - Reduced Drop-out	Improved access, promotion and completion for primary school children
			- Pupils’ short-term hunger relieved		

Source: Gelli (2006) – modified from Gelli’s version

<sup>33</sup> See: Country Programme Action Plan 2007-2009 between The Government of Mozambique and The United Nations World Food Programme (WFP)



73. A differentiated logic model – on the outcome level - would first of all clarify *where* it is relevant for WFP to monitor and *what* should be monitored. Initial outcomes are closely linked to outputs and would not require any elaborate methodological approach as it mainly follows the beneficiary monitoring – current use of MEC data is adequate and useful – though not always regular<sup>34</sup>. Intermediate outcomes should be monitored more carefully since they do not follow the same ‘simple’ logic causal chain as initial outcomes as there are typically more factors contributing to these outcomes. Monitoring at this level should therefore be sensitive to attributions as well as contextual circumstances; due to its more comprehensive approach it is advisable to limit this level of monitoring to a manageable number of ‘test-sites’ where qualitative and quantitative tools are combined<sup>35</sup>. Distant outcome monitoring is far more complex and would only be relevant in cases where school feeding is part of a more comprehensive ‘package’ of improving education that includes health, nutrition, curriculum reform, etc. Improved academic performance could be attempted through randomised tests, but number of test must be high to be able to show any tendencies – and lack of baseline makes it difficult to attribute academic improvements to school feeding<sup>36</sup>. See table 9 in annex for more comments on specific outcome monitoring.
74. For intermediary outcome monitoring, it is not necessary to cover all intervention areas, but to identify ‘sites’ (as mentioned above) that fulfils certain criteria – i.e. vulnerability, nutrition, gender, etc. More concentrated interventions, which are clearly favoured by the evaluation team, would enhance WFP and MEC’s monitoring.

### Cost of Operations

75. In 2007, WFP's total cost for the CP has been some 13 million USD – the total budget for the CP is USD 41.9 million. Reducing overall costs to unit-costs is necessary in order to monitor costs for planning purposes and ensure that intervention is kept at an affordable level in view of hand over. According to 2008 costs, on-site meals have a cost of approximately USD 48 per child/year, whereas costs for food provided for boarding schools is USD 190, and Take Home Rations is USD 130.<sup>37</sup> Given these elevated costs, the current intervention seems expensive and unsustainable and it is therefore next to impossible for the government to replicate the model.

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<sup>34</sup> Monitoring relief of short-term hunger is also complicated and would require additional data, could be part of intermediate outcome monitoring (addressed in questionnaires and/or interviews) – see next footnote.

<sup>35</sup> This will enable the detection of tendencies (quantitative data) and perhaps provide causal explanations (from qualitative data, i.e. derived from meetings with PTAs or community representatives) that would provide more informed data on outcomes and attributions

<sup>36</sup> There are ways of re-constructing baseline data, but it is doubtful whether it adds sufficient information to justify its elevated costs.

<sup>37</sup> As a comparison, the Ministry of Education’s direct support mechanism for primary schools amounts to USD 3 child/year. The direct school support (*apoio directo às escolas*) is a mechanism that transfers money to schools to support OVCs with scholastic materials, among others.

## 2. C Results

### Effectiveness

#### *Enrolment, Retention and Promotion*<sup>38</sup>

76. Enrolment. School feeding (either as on-site meal or take home ration) is an incentive for parents to send their children to school. In assessing the effects of school feeding, one has to take into consideration that enrolment in Mozambique has increased steadily over most of a decade - a fact that most likely can be attributed to the government's efforts to provide access to education for all Mozambican children.
77. There are several factors contributing to the increased enrolment. The two single most important factors are that education is free in Mozambique and the primary school-network has expanded progressively for more than a decade, reaching remote communities all over the country.
78. Despite general progress on enrolment, the School Feeding (SF) has nonetheless contributed to an accelerated increase of school children as shown in the table below. It indicates that despite already existing incentives, school feeding has a tendency of accelerating enrolment. There are indications from interviews with parents, teachers and community members demonstrating that those who are enrolled are those who are 'traditionally' the hardest to get into school - the poorest and the most marginalised – many OVC was reportedly enrolled as a result of the school feeding programme. Apart from interview-data from the field visit, and the data from the Lehman-study, it would be an important contribution if WFP could provide more evidence of this 'accelerating' potential as it may have significant potential for purposes of reaching traditionally marginalised populations. The table below shows how enrolment has accelerated at schools with school feeding, compared to other schools:

Table 5: Enrolment Increases at Country Level

Enrolment Increases (Country Level)		
Year	Schools with SF	Schools without SF
2002	4.2%	-0.8%
2003	20.4%	7.8%
2004	42.1%	20.4%
2005	62.5%	33.4%
2006	61.1%	37.5%

Source: Own elaboration with data from Lehman (2007)

79. Retention figures (or drop-out rates) vary between provinces and largely depend on different variables such as poverty, hunger, culture, traditional rites, gender perceptions, etc. Reasons for drop-outs are multiple – especially for girls – and in

<sup>38</sup> This chapter has mainly been based findings from a study carried out by Lehmann (referred to as the Lehmann study 2007). The study was commissioned and financed by the Moz CO. The Lehman study compares schools supported by WFP with all other schools at national level. This means that any comparison of data used must take into consideration that WFP supports less than 1,5 percentages of primary schools in Mozambique.

order to have longer term effects, interventions in this regard require integrated and complementary efforts, involving communities, parents and children.<sup>39</sup> As an incentive, school feeding is, however, an effective way to promote retention – or reduce drop-out rates. This is confirmed by the data presented in Table 5.

Table 6: Drop-out Rates at Country Level

Drop-out Rates (Country Level)		
Year	Schools with SF	Schools without SF
2001	9.0%	7.0%
2002	7.7%	8.9%
2003	7.6%	8.6%
2004	7.4%	8.7%
2005	8.6%	10.5%
2006	6.7%	8.7%

Source: Own elaboration with data from Lehman (2007)

80. Interviews carried out during the evaluation mission indicated that there is a correlation between SF and retention primarily because it is an incentive for parents to keep their children at school. It is worth noting that the incentive-potential of SF is not outspoken in the vulnerable areas of Southern Mozambique, but was reportedly also relevant for families in more food secure areas because the food provided in schools is an indirect contribution to the household economy.
81. However, the picture is not as simple as that. Data indicates that the school feeding programme is less effective in the three southern provinces of Mozambique, including Maputo, Gaza and Inhambane, areas which have the lowest drop-out rates in the country. This confirms international findings concerning effectiveness of school feeding: *“in-school feeding has a positive impact on school participation in areas where initial indicators of school participation are low. In-school meals programs have been shown to have small impacts on school attendance rates for children already enrolled in school.”*<sup>40</sup> In Maputo and Inhambane provinces, non-supported schools reports lower drop-out rates than schools with school feeding. An example from Maputo province confirms this tendency:

Table 7: Drop-out Rates Maputo Province

Drop-out rates (Maputo Province)		
Year	Schools with SF	Schools without SF
2002	6.5%	7.0%
2003	7.8%	7.2%
2004	5.5%	7.6%
2005	10.6%	5.2%
2006	8.0%	3.8%

Source: Own elaboration with data from Lehman (2007)

<sup>39</sup> See: Maria Justiniano et al; Multifaceted challenges: a study on the barriers to girl's education; 2005; UNICEF Mozambique - Resources - Multifaceted challenges: a study on the barriers to girl's education

<sup>40</sup> See IPFRI (2006), page ii

82. There was a sharp increase in 2004 (5.1 percentage) at schools with school feeding while other schools saw a decrease (2.4 percentage) at the same time. The negative effects means that targeted schools are not even at the level they were before school feeding started (2002), whereas other schools have more than halved the drop-out rates – from 7 percentage to 3.8 percentage.
83. The explanation to the sudden drop-outs may be caused by various factors, including periodic shortages in food deliveries or droughts<sup>41</sup>. There is no documentation or references providing explanations to occurrences like those from the Maputo Province, neither from WFP's internal monitoring nor from its field-staff (food-monitors) or provincial counterparts. The evaluation team considers that WFP should give attention to these issues in order to document positive as well as negative impacts school feeding may have on local populations under given circumstances.
84. On a national level, however, the Lehman study nonetheless documents that School Feeding reverts increases in drop-out rates. Comparing data from 2001 and 2006 shows a decrease from 9.0% to 6.7% for beneficiary schools compared to an increase from 7.0% to 8.7% in non-beneficiary schools. These data may well indicate that School Feeding is more effective in terms of retention than enrolment and promotion. This might be explained by the already existing incentives for sending children to school (free education, accessibility and automatic promotion), whereas retention is challenged by more structural, social and cultural circumstances, against which school feeding, as an incentive, seems to be an effective measure.
85. Promotion – or improved school performance. School feeding is believed to contribute to an improvement in children's performance in school. Assessing the results related to promotion is particularly challenging for various reasons. First; within primary education there are already several initiatives targeting the issue of promotion, and the most effective way has been the introduction of automatic promotion in primary schools in 2004. This means that student's 'progress' only depends on exams in fifth and seven grades. Second; there is currently no monitoring of student performance or other data that sheds light on possible causalities between school feeding and student performance. This is a challenging task and one that should involve other partners and stakeholders (see discussion on logic model, paragraph 70).
86. The Lehman study shows that there are no significant differences between beneficiary schools and non-beneficiary schools in terms of pupils' promotion rates. In 2006 schools with DSF had a promotion rate of 80% (boys) and 81% (girls), compared to a total of 81% at schools without DSF.
87. Regarding automatic promotion, as well as other initiatives specifically targeting quality education, the evaluation mission found it impossible to determine the extent to which DSF has had any influence on this matter. Lack of adequate monitoring data from WFP adds to the difficulty of determining such influences. Therefore, there are good reasons for MEC and WFP to conduct a study (or initiate other mechanisms that

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<sup>41</sup> According to the CO – some areas suffered serious drought during these periods which may have contributed to the sudden increases in drop-out rates.

provides evidences – such as targeted monitoring<sup>42</sup>) on experiences regarding nutrition and education in Mozambique. The only measure foreseen by WFP that would provide data on the link between school feeding and students' performance is the indicator related to teachers' perceptions of children's ability to concentrate and learn. According to WFP's Mozambique staff, there is no systematised monitoring of the indicator (see also paragraph 70).

### ***Effectiveness and Modality***

88. As discussed in this report, since 2005, WFP has emphasised the need to incorporate school feeding into MEC sector strategic plans. So far, these attempts have been unsuccessful – despite the fact that school feeding has been in the draft strategies until very advanced stages of the formulation processes. As was stated by one key stakeholder during the field visit, one reason may be that the actual school feeding model was incompliant with a model that would be replicable at larger scale within the SPEC framework. The evaluation team supports this hypothesis and it underlines the need for WFP to identify a more replicable modality for future school feeding.
89. Another explanation may be related to the 'hand-holding' cooperation-model between WFP and MEC. MEC has henceforth seen no reason for prioritising own resources for school feeding as it has been 'taken care of' by WFP, who has ensured a steady flow of aid to the schools and its pupils. This cooperation may *hypothetically* have affected MEC's ownership towards school feeding and thereby been a disincentive for its staff.
90. According to information from the Moz CO, beyond the current CP, WFP can no longer guarantee funding for school feeding in Mozambique through its resource allocation model (RAM; allocates a certain percentage of multilateral funds for development activities). Continuation of activities in the future will therefore largely depend on MEC's full commitment to school feeding; both in terms of allocating financial resources as well as prioritising school feeding in future SPEC. This is conditioned by the fact that a replicable model is identified. If the current CP is extended to align with the UNDAF and the launching of a new poverty reduction strategy in 2011, it will give WFP and MEC sufficient time to identify and test a revised modality. A possible time-plan for this process is presented in part 3.B.
91. School feeding's effectiveness in terms of improving children's nutritional status remains an unanswered question and there is no firm evidence that FFE interventions can cater for nutritional 'damages'. In order to counter permanent damage, interventions are only effective within a mother-child approach (from mother's pregnancy until the child is two-three years of age). This means that for school children, who have suffered malnutrition in their early childhood, permanent damage (i.e. on learning capacity) cannot be reversed (see Technical Annex: School Feeding and Nutrition in Annex V for at discussion of food aid and nutrition).

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<sup>42</sup> Provided school feeding is continued in the new CP.

92. Daily food rations can however affect children's immediate nutritional status, provided that these have the adequate nutritional composition.<sup>43</sup> Yet, the CP does not operate with any nutritional data (baseline or monitoring) on beneficiaries or composition of food rations and there is therefore no evidence of the 'nutritional effects' of the interventions. Considering the nutrition-effect of FFE in general, expectations in this area should not be too high as to how much school feeding may actually improve children's nutritional status. This does however not exclude any short-term effects FFE may have in terms of children's increased capacity to concentrate in classroom because their immediate hunger has been alleviated. However, intended monitoring on this area (see 1.3, Table 9 in Annex IV - *Improved capacity to concentrate and learn among boys and girls in WFP-assisted schools*) has not been carried out systematically and CO has no references to outcomes originating from this indicator.

### **Take Home Rations**

93. Take Home Rations (THR) targets girls and OVC and is intended as an incentive for families to send either girls or OVCs to school. The THRs are distributed twice annually on the basis of regular attendances from the beneficiaries. THR for girls are only distributed in the northern part of Mozambique where educational figures on girls' are the lowest, and for OVCs, THR are distributed in central and southern provinces where HIV/AIDS prevalence is highest.
94. There is an overall difficulty related to the assessment of effectiveness of THR (attribution) as they are targeting the same schools where meals are provided. Therefore, it has not been possible to attribute the effects of THR to results such as enrolment and attendance. As most families live in poverty (though not all in vulnerable areas), there is little doubt that THRs are important incentives for OVC caregivers and girls' families in the North.
95. Based on data from the Lehman-study and general findings from interviews at school levels, combined with WFP's presuppositions concerning school feeding as an incentive for girls to access schools, the evaluation team is of the opinion that there is a need to revise THR for girls at schools where day-school feeding is also provided. Firstly, WFP anticipates that on-site meals (or day-school feeding) in itself are incentives for girls (and their families) to attend school. If this is the case, which seems to be confirmed by Lehman's study, there seems to be little reason why additional, and expensive, THR should be provided. Secondly, but not less important, providing THRs as incentives for families could be culturally and socially counterproductive as it may *maintain* or even *reproduce* the culturally-based perception that girls are different from boys and that efforts to enrol them in schools should be compensated (girls' education is often valued against opportunity costs).<sup>44</sup>
96. THRs for OVC at school level should be reconsidered as MEC considers that school based activities should benefit all students. If continued, THR seem more appropriate at the community level, and therefore not part of a school feeding approach, although

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<sup>43</sup> See: Jukes Matthew; McGuire Judith; Method Frank & Sternberg Robert; "Nutrition and Education". In Nutrition: A Foundation for Development, Geneva: ACC/SCN, 2002.

<sup>44</sup> UNICEF, 2005.

school attendance could still be a condition for receiving the rations. In areas where community based organisations are weak, schools may be the most effective way of reaching OVC and therefore maintain its present 'out-reach role'.

### ***Junior Farmer Life Field School***

97. The Junior Farmer Field Life School (JFFLS) is an intervention aimed at providing OVC with life skills for their young and adult life. WFP's role is to provide food for the participants the days they participate in activities on the designated farmer fields, normally close to a school that already benefits from school feeding activities. At each school, 30 OVCs are selected by community committees to participate in the project's one year cycle. The choice of children is based on criteria of vulnerability and exclusively targets orphans. So far, WFP has collaborated with FAO in 28 schools for four years in what is still perceived as being a pilot project. The numbers of OVC who are benefitting from the intervention are 810, compared to the 1000 that was initially foreseen.
98. The JFFLS is promoted by FAO in various countries and the Mozambique interventions are acknowledged as one of the success stories. However, according to WFP, the support to JFFLS has been very unstable, Coordination with FAO has been irregular and since 2005, WFP has not received regular information on progress and results. Monitoring of JFFLS is also missing and there is currently no evidence of JFFLS effectiveness, even in terms of immediate outcomes (e.g. farming techniques). Basically, this means that there is no knowledge concerning the 'effects' of WFP's support to JFFLS (either positively or negatively). Furthermore, support to JFFLS is currently provided without any written agreement or MoU between WFP and FAO, meaning that there are no formalities concerning issues of reporting, coordination and monitoring.
99. WFP anticipates that future financial support to JFFLS will most likely rely on small-scale funding mechanisms which are time bound and with a geographical focus that may not coincide with WFP's targeting criteria, mainly because JFFLS should be placed in areas with fertile soil – theoretically in areas that therefore do not coincide with WFP's vulnerability criteria.
100. If support to JFFLS is continued after mid-2009, it is suggested that it be under the PRRO's support to OVCs (community safety nets) given that MEC does not consider it to be an appropriate activity at school level (on the grounds that it is not benefitting all students at the school).

### ***Sustainability***

101. Ensuring the sustainability of school feeding activities remains a major challenge. Currently, the most feasible way of ensuring continuity, and even expansion of school feeding (which is necessary to have significant impact in Mozambique), is through the sector strategic plans and national poverty reduction strategies. Currently, the government has proclaimed that nutrition and food security is a priority, with no mention of eventual support of current school feeding efforts.



102. The non-inclusion of school feeding in the education sector strategic plan poses a major risk for the continuation of school feeding in the sense that lack of commitment – or government’s prioritization – may, as henceforth, lead to limited government backing both in terms of political and financial aspects (missing funding from donors and national treasury).
103. The sustainability of interventions basically depends on the government’s capacity to take over and manage activities – or at least having a model to which the government has ownership. Sustainability is therefore best achieved through explicit exit-strategies, accompanied by targeted capacity development efforts and costs (operational and investment) that allow governments to replicate interventions. The current strategy aiming to transfer support (ownership) of boarding schools to MEC provides an excellent learning opportunity of how complicated ‘transfers’ may become – especially when little attention (or inadequate) have been given to costs, replicability and/or ownership.

## **2. D Cross Cutting Issues**

### *Capacity Development*

104. Capacity development has come to play an increasingly important part of the development agenda and WFP taken on this new challenge in the school feeding programme (it constitutes the programme’s second area of intervention). Capacity development is an overwhelming task and it has become ever more demanding because it is acknowledged that it has to be targeted more comprehensively than henceforth and experiences show that such ‘individualised’ approaches have limited effects on more institutional capacity development<sup>45</sup> - hence long-term sustainability. It therefore poses a challenge for individual agencies to face this exigency as it requires concerted and coordinated efforts, which are conceptualised within broader institutional settings. The evaluation team has found that WFP finds itself in the middle ground between the comprehensive approach and the more traditional project based capacity development efforts.
105. At project level, capacity development efforts have targeted managers at boarding schools, primary school as well as district and provincial departments. Manuals and training materials have been developed to support the training processes. Whilst these training processes may have increased capacity and awareness among the targeted groups and individuals, it is less evident whether the interventions have ‘strengthened government capacity to promote long-term sustainability...’, as stated in the CP. Apart from providing service deliveries in terms of training for parents and mid-level managers, the CP has not engaged on more strategic institutional efforts at central or provincial levels. Capacity development efforts would benefit from more institution-wide approaches and less on specific capacities among ‘front-line’ service providers.

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<sup>45</sup> See “Evaluation of WFP’s Capacity Development Policy and Operations” (WFP/OEDE, Rome May 2008) and “Capacity Building in Africa – An OED Evaluation of World Bank Support” (World Bank, 2005).



106. Support for capacity development at central level has not been conceptualised as such but provided on the basis of MEC's identified needs – financed through a WFP grant of USD 215,000. The grant has financed a school feeding study-visit to Brazil for MEC staff. The visit to Brazil took place in May 2007. On the Brazilian side, reportedly, there was interest in collaborating with MEC to exchange experiences from successful Brazilian school feeding programmes. Unfortunately, MEC has not taken the next agreed upon step - namely to identify how and where the Brazilian experience could support MEC. However, given the information and feedback provided by MEC, it seems as if MEC has prioritised developing the social policy before it engages in more concrete collaboration with the Brazilians.
107. Although the formulation of a social action policy is at its very early stages, and yet has to be substantially improved, the evaluation team finds the initiative to be relevant and appropriate. The reason is that the policy may be a way to promote issues within the education sector that to date have not been prioritised from a broader sector perspective, such as school health, nutrition, HIV/AIDS and school feeding. The grant can therefore be catalysing MEC's capacity to address wider educational issues, such as inclusion and also a more comprehensive focus on quality education.
108. Generally, the Mozambique CP's efforts to promote capacity development are carried out rather intuitively. This coincides with findings from OEDE's Evaluation of WFP's Capacity Development Policy and Operations. In its 2008 report, one of the main findings pointed to the fact that WFP does not have capacity development strategies and that the existing policy does not provide strong guidance as to how to provide capacity development. It is, however, difficult to design and implement a more structured approach to capacity development if this is not done through a comprehensive plan for the way in which staff and departments should be organised and respond to different areas and policies. Here the initiative to support a policy for social action is relevant as it could lead to a clearer definition of what to be expected from MEC in terms of staffing, profiles and competence areas. The evaluation team acknowledges CO's efforts so far, but considers that future efforts need to be guided and structured against a policy (and/or strategic) framework if more durable outcomes are to be expected.

### ***Internal Learning***

109. Findings and recommendations from earlier evaluations and other relevant studies have not been sufficiently incorporated as a means to improve the school feeding programme. In 2005, an evaluation of the school feeding programme was carried out and provided concrete recommendations for the programme, including a simplification of the food items, concentration of interventions (targeting) and integration of school feeding as complementary to other interventions, among others. An appraisal study carried out in continuation of the evaluation highlighted similar recommendations and emphasised the need to concentrate efforts in the same districts to make sure that interventions are more effective. The evaluation team found that these recommendations were not incorporated or sufficiently addressed by WFP, though they are thought to improve the programme's effectiveness and efficiency.

110. In addition to these studies are international experiences, especially from Southern Africa, where school feeding has been incorporated into national policy frameworks or strategic plans. The Mozambique experience does not relate to these experiences nor has it demonstrated sufficient capacity to change and adopt interventions to successful international experiences or concrete recommendations or suggestions.

## Conclusions and Recommendations

### 3. A Overall Assessment

#### *Relevance and Appropriateness*

111. The evaluation team finds that the school feeding programme is relevant first and foremost as an incentive for parents to send their children to school and make sure that they do not drop-out. To date, more than 300,000 pupils have been targeted by the school feeding programme in the current CP. There is substantial indication that the intervention has positive effects in terms of enrolment and attendance, and that it is an incentive for families to send girls and orphans to school. Furthermore, there is evidence that the intervention has managed to reach out and incentivise traditionally hard-to-reach marginalised parts of the population, one of the factors that may explain the accelerated enrolment figures in schools supported by school feeding. This point of view is shared by communities, parents, pupils, teachers, school directors, administrators, provincial coordinators and public officials who all agree that school feeding has had a positive effect on education in the targeted areas.
112. Reaching marginalised groups is a positive feature of school feeding and one that adds value to the intervention – indeed a potential future ‘selling point’. This underlines the importance of monitoring and the organisation’s ability to react to situations – including when they are not positive, like the increased drop-out rate.
113. From a WFP strategic perspective, interventions generally support the 2006-2009 WFP Strategic Plan’s fourth strategic objective regarding access to education, while there are no visible initiatives in the area of vocational training. Concerning objective five (capacity development), WFP has taken steps to support different initiatives, including a study visit to Brazil, as well as collaboration with MEC in the development of a social action policy within education. The latter is a very relevant initiative, both for WFP and the entire UN group within education as it will target issues related to nutrition and school health (child-friendly schools). The study visit to Brazil is an example of an initiative that has been abandoned because it is not backed politically and strategically by a larger plan for developing institutional capacity within MEC.
114. As regards the 2008-2011 Strategic Plan, interventions are still relevant – but changes need to be made in order to make them more appropriate. On an outcome level, the objective is to reduce chronic hunger and undernutrition and in the terminology used in this report (see model .table 4) this can be characterised as a ‘distant outcome level’. This means that it cannot be expected that there will be a straightforward causality between interventions and outcomes. In fact, education becomes a tool and not an end in itself, by which the intergenerational cycle of chronic hunger is to be ‘broken’. Intervention’s appropriateness will therefore depend on how they relate to specific circumstances, i.e. the factors that contribute to hunger and conditions that maintain families in the intergenerational cycle of hunger. Finally, these issues must be addressed as part of more holistic and comprehensive approaches as it cannot be

expected that school feeding (i.e. incentives for education) and possible collateral nutritional effects will suffice in terms of meeting WFP's new objectives.

115. WFP has applied its 'triple threat' terminology to the Mozambique CP. While food insecurity and HIV/AIDS *may* be considered to be threats with worsening tendencies, hence affecting service deliveries like education due to the high prevalence rates among teachers, the evaluation considers that worsening government capacity is somehow misleading considering the actual Mozambican context. Service provisions or declining quality of services may be related to governance performance (efficiency and effectiveness of its management and use of resources) but this does not necessarily mean that Mozambique's government capacity *is weakening* – in fact the evaluation team would rather consider its capacity to be in a process of *strengthening*.<sup>46</sup> Cooperation in Mozambique should therefore not be based on the assumption that WFP is cooperating with a weakening government.
116. Targeting of interventions. Current targeting follows what we have earlier characterised as being an all-inclusive criterion. This has meant that 'beneficiary schools' are scattered out all over the country affecting the efficiency and effectiveness of the operations; efficiency because logistics are operating in a large area with too many delivery points (see part 2.B) and effectiveness because operations may not be targeting those who are most vulnerable. Interventions must be targeting those who are *most* vulnerable because it is in these areas that WFP may be able to make better use of its comparative advantage – and it is also here that interventions seem to be more aligned with the 2008-2011 strategic objectives. Furthermore, given the scale of the educational challenges in Mozambique today, school feeding is not the only answer and solving issues related to access, retention and performance. *If*, anyhow, educational challenges are targeted, the 'One UN' reform process seems to be the most appropriate place where WFP may be able to contribute in an effective manner.
117. Current activities are carried out under the cooperation agreement with the government – outlined in the so-called CPAP. Whilst the CPAP is a useful instrument, the evaluation team considers that it need be revised for the remaining part of the CP. A key area to be revised relates to the ownership of the operations: "*The CP will be implemented in close partnership with the Government to ensure activities remain in line with and make an effective contribution to national policies, strategies and programmes [...] [t]he partnership also seeks to develop greater ownership of programme implementation and ultimately the development of national food assistance strategies building on locally acceptable and feasible modalities,*" (pp. 12). While it is recognised that WFP has dedicated significant resources to support the definition of national policies, strategies and programmes, current school feeding activities are still being implemented outside strategic and programmatic frameworks, and it is therefore doubtful on what basis the intended ownership is being built.

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<sup>46</sup> This can best illustrated by the Government's (generally) appraised role in the dialogue with donors where it has succeeded in promoting widely recognised accountability mechanisms (for monitoring donors' commitment to harmonisation and alignment)

118. School feeding and the national settings. School feeding is mentioned in the national strategic framework of the PARPA II, but has not been articulated in the SPEC. There were no clear answer as to why school feeding has not been included; either due to lack of political will or, as one of the key-stakeholders mentioned, because the current model is unsustainable. Another explanation may be that to date WFP has not been able to provide MEC (and other donors) with convincing evidence of results and a sustainable and cost-efficient modality for school feeding. An alternative, yet less evidenced explanation, could be that the 'nature' of WFP's 30-year history and close relation to Mozambique, has left the organisation in a type of aid-relationship from which it has been difficult to depart (or even progress). In other words; WFP has filled a long lasting position of providing in-kind aid (for the most part) and despite attempts to do or prove otherwise, the organisation has been unable to convince or demonstrate its 'surroundings' of the more technical- or expert based assistance opportunities it potentially possesses.
119. School feeding is also conceived within the UNDAF framework and has contributed to issues related to access and retention, as was discussed in part 2.B. A forthcoming midterm review of the UNDAF process, which will address UNDAF outcome indicators (see Annex IV) may provide more clarity of school feeding's contributions to the overall UNDAF process (there has not been systematic and regular monitoring of the UNDAF indicators). An additional challenge for the UNDAF process – and the current UN reform process is that it has not yet been possible for UN agencies to identify common or complementary intervention areas.

### *Effectiveness*

120. There are a variety of issues that have to be changed in the current setup in order to make interventions more effective. School feeding must be organised, so that pupils have the meal as early as possible in order to alleviate immediate hunger and immediately increase their capacity to concentrate and learn. Currently, meals in the schools that were visited during the evaluation process are provided hours after school starts and therefore do not have the desired effect to alleviate immediate hunger, hence improve pupil's concentration capacity. However, with the current composition of on-site meals, it is virtually impossible to have them prepared earlier as they are time (and energy) consuming. This also emphasises the need to revise the items provided through the current school feeding activities – food items must be easier and simpler to prepare and potentially accessible at local 'markets'.
121. Concerning the THR. There are two reasons why the evaluation team considers that continuity of the THR modality should be analysed further. First of all; given the fact that THRs are provided at the same schools as day school feeding, it has been difficult to determine or attribute results to this particular intervention. The cost-effectiveness of THR is therefore *questioned* owing to the fact that experiences from schools benefitting 'only' from day school feeding are positive in terms of girls' enrolment and retention. Secondly (following the first argument); THR is far more expensive than day-school feeding – making it highly unsustainable. A combined cost-benefit analysis and qualitative beneficiary assessment would inform decisions regarding continuation of THR.

122. As for the support to JFFLS. WFP and FAO have not yet produced evidence that providing food for OVC who participate in JFFLS activities has any effect. Monitoring data does not exist and FAO has not been able to report on eventual benefits of using food items as incentive. As the project has failed to institutionalise, despite attempts with MEC, Ministry of Health and Ministry of Agriculture, an internal WFP paper (*Issues on the FAO-WFP JFFLS Joint Project*, no date or name of author) rightfully questions WFP's support to JFFLS and the nature of the relationship with FAO.

#### *Efficiency*

123. The present logistical support to the programme is coordination-heavy, costly and therefore requires substantial human and financial resources primarily because of the scattered country-wide targeting of the school feeding interventions. Small amount of food has to be transported over large distances making operations expensive and cost inefficient. Either the programme must concentrate its targeting – thereby reducing distances (as recommended in earlier evaluations and studies) or intermediary drop off points should be established, like district warehouses where larger quantities can be stored.
124. Monitoring has to be improved as a mean to enhance overall programme efficiency; the only output monitoring is on planned versus delivered food, meaning that efficiency rates of timely deliverances or stock management is missing in the current setup. Added to this comes that communication between programme division and logistics is not optimal – they are operating with different figures and the lack of consolidated data seems to affect programmes' responsiveness to recipients needs. This may be explained by the complexity of the monitoring tools and distribution plans as the distribution plan includes over 1600 pages- making it rather challenging to monitor.
125. Missing monitoring data and consolidated information, including unit-cost prices, not only weakens the communication between programme and logistics, but has also meant that planning sequences have become reactive. In the current setup the return of data to planning sequences and preparation of deliveries is taking too long, hence leaving the logistics department insufficient time to respond to the needs proactively.

#### *Sustainability of Results*

126. While the evaluation team recognises the positive perceptions among stakeholders and beneficiaries, the evaluation process has also shown that underneath the positive 'surface' lie several determinants that need to be addressed.
127. Design, modality, costs, food items, targeting, etc. are preconditions to be addressed before the government can strategically consider how to incorporate school feeding into its sector strategy and subsequently allocate resources from national treasury or other funding mechanisms, such as FASE. For that to happen, WFP needs to become strategically more proactive – in other words, strengthen its technical assistance profile and ensure that SF becomes viable or replicable within the opportunities of the Government of Mozambique.

128. On a similar note, WFP needs to become more visible in terms of adding value to what can be characterised as being a supply driven intervention. This means that WFP should focus on providing assistance in areas related to modalities by identifying replicable intervention models; monitoring unit-costs and making sure that these do not exceed the government's capacity; continuing efforts to purchase locally to strengthen local production, but focusing on food items that are both locally accessible and simple to transport and prepare. Local purchase experiences (including the P4P) are positive and they may provide an entrance point for future collaboration with the Mozambican Government, not only for school feeding intervention, but also other programme activities.
129. WFP must document results and lessons learned (from Mozambique, regionally and internationally) and work on demonstrating these to relevant stakeholders (public, government and donors); strengthen targeting criteria and relate them to the concrete contexts, both in terms of vulnerability and education – where interventions are most effective and cost-efficient.
130. These areas are believed to be part of WFP's accumulated experiences as one of the main providers of school feeding globally. At the same time, it is an opportunity for the organisation to gradually advance and meet the 2008-2011 Strategic Plan criteria for collaboration.
131. The current approach is unsustainable if school feeding in Mozambique is to continue, MEC has to make sure that it is incorporated into SPEC. Future support to school feeding as a development assistance intervention will depend on MEC's explicit political and financial commitment.
132. Concerning the withdrawal from boarding schools; WFP should maintain its close dialogue with MEC and provincial authorities concerning the phasing out strategy but ensure that information and experiences, negative as well as positive, reaches decision makers. WFP could actively advocate for the continuation of boarding facilities and offer its technical expertise to provincial governments and MEC in terms of planning and budgeting.

### 3. B Key Issues for the Future

133. When contemplating the design of a new model the following should be considered:
  - i. Concrete **commitment statement** (could be a MOU) from the government that gives a clear sign of its intentions and role in terms of SF. To be drafted before end of current CP
  - ii. School feeding should follow a **replicable design** – as simple as possible in terms of logistics, unit costs, food items, as well as storage and preparation of food.
  - iii. Target areas assessed thoroughly in order to ensure that those **most in need** in food insecure areas are targeted
  - iv. Use **simple food items** with high nutritional value and easy to prepare (i.e. biscuits)
    - a. Minimum need for storage facilities
    - b. Logistics should be designed in a simple way with few deliveries



- v. Local food prices and unit costs must be monitored closely in order to **avoid market distortions** and rising intervention costs
- vi. Monitoring must target **immediate and intermediary outcomes** according to the criteria outlined in this report
- vii. *Provided MEC is committed to SF*, make plans for capacity development of implementing parties at central and decentralised levels

134. A simpler logistical setup and preparation of school meals would enhance the government's ability to take ownership of school feeding and *provided* that the Government is committed: Establishing a future school feeding model with a simple, cost-efficient and replicable design may enhance the government's ability to commit itself on a longer term basis through the formulation of an operational strategy and political framework, such as the current initiative on Social Action Policy for Education.

### 3. C Recommendations

#### *Strategic Recommendations*

135. The evaluation has indicated that it is necessary that MEC takes more ownership of operations and that these become more sustainable. For future collaboration, it is therefore recommended that WFP steadily moves from cooperation that mainly has been guided by in-kind aid towards modality which is based on assistance [WFP MOZ].
136. It is recommended that WFP's continued support to school feeding activities will depend on explicit political and financial commitment from MEC. Such commitment has to provide the basis for a joint identification of a modified, simple and sustainable school feeding approach in the period until 2011 [WFP MOZ].
137. Provided there are clearer – hence more explicit – signs of commitment from MEC, the evaluation team recommends that WFP extends the current CP until 2011 so that it aligns with the UNDAF process and the Mozambican Government's formulation of a new poverty reduction strategy, to be launched in 2011. The extension period must be used for closing down existing school feeding intervention and, in collaboration with MEC, design a process for the identification of a new modality [WFP MOZ].
138. The evaluation team recommends to the Country Office that the current approach of the school feeding programme be revised in order to make it replicable at larger scale, cost-efficient (sustainable) and based on locally accessible food items [WFP MOZ].
139. The evaluation team recommends that a cost-benefit analysis be carried out in relation the continued use of THR for girls – especially in areas where on-site meals are also provided. Experiences from other countries should be incorporated [WFP MOZ/ WFP OMX].

*Operational Recommendations*

140. It is recommended that WFP clarifies how contextual factors and complementary interventions can be monitored, including ‘nutritional effects’ of school feeding [WFP OMX].
141. The evaluation team recommends a review of current monitoring systems to include (i) operation and unit costs to be monitored regularly as these are key data for running operations and making sure that costs are kept at a level that is acceptable to MEC (in light of maintaining operations replicable) and (ii) indicators developed by HQ (previous para.) [WFP MOZ].
142. Capacity development needs to be carried out against a political and strategically backed institutional development plan – both at central and provincial levels. If WFP engages more in this area, it is recommended that it be part of a donor-coordinated broader institutional development plan for MEC and provincial departments [WFP MOZ].
143. Furthermore, the evaluation team recommends reviewing the current food rations and look into alternatives, like biscuits. This would be a solution to reduce the number of deliveries and guaranty easy storage of food under harsh condition in rural areas over a long period of time [WFP MOZ].
144. If necessary conditions for continuation of support to JFFLS are not in place, the evaluation team recommends that WFP withdraw its support to JFFLS by the end of current project cycle – mid 2009 [WFP MOZ].

## **Annexes**

### **i. TOR**

## **WFP OEDE Evaluation – Terms of Reference**

### **Mid term evaluation of WFP Mozambique Country Programme 10446.0 (2007-2009)**

#### **1. Background**

##### **1.A Context of the evaluation**

WFP Mozambique (MOZ) country programme (CP) was approved for the period from 2007 to 2009. The strategic focus of the CP was to strengthen national capacities to respond to the triple threat of food insecurity, HIV/AIDS and weakening government capacities. WFP focused mainly on the support to human capital through: 1) an education and child component and 2) a support to community safety nets system component.

The Government of Mozambique has made progress in the past years in improving access to primary education, but the transition from the lower to the higher level of primary education at about 35% remains a challenge to be addressed. In situation of vulnerability, a majority of rural and peri-urban families rely on the children's work (mainly farming), preventing school children's access to higher primary education. Mozambique overall development is thus hindered by the low educational level of the human resources. WFP has been contributing to the education sector for the past 30 years through food for education programmes and more recently WFP engaged in developing governments capacities to manage a national school feeding programme.

For WFP to effectively contribute to social protection programming, it was deemed important that associated activities be implemented in a comprehensive and integrated manner, strengthening the linkages between the CP support to community safety nets system and the HIV/AIDS activities of the newly proposed Protracted Relief and Recovery Operation (PRRO) 10600.0. A realignment of WFP operations led to the transfer of component 2 from the CP, effective as of Jan 2008.

The current version of the CP plans to assist yearly 235,000 persons through a food for education modality (FFE) with the provision of 19,580 mt of food for a yearly cost of USD14,765,000. The assistance consists mainly in a daily meal to school children and a take home ration to girls, orphans and other vulnerable children (OVC). As of Jul 2008 (half way through the programme), the operation is resourced some 53%.

As a longer term exit strategy, WFP is supporting the Ministry of Education and Culture to develop appropriate and sustainable national strategies. WFP also supports the integration of all school feeding into its Education Sector Strategic Plan.

Logistically, WFP planned to work with partners to facilitate local food purchases. In 2007, locally purchased commodities represented some 50% of commodity accounted for the CP.

The CP is reflected within the United Nations Development assistance Framework. Other UN partners, through joint programming, provide inputs essential to a productive school environment.

The evaluation will take place in the second year of implementation of the CP as foreseen in the project document<sup>47</sup> and will provide information to guide the decision on future support to the FFE.

### **1.B Stakeholders**

The stakeholders in this evaluation and their relation to the operation and evaluation are presented in table 1 below. They include external and internal groups which have a stake in the operation and the evaluation.

The Government of Mozambique (GoM) and UN stakeholder groups are composed of the following organisations or ministries.

Government of Mozambique:

- Ministry of Education and Culture (MEC)
- Technical Secretariat for Food Security and Nutrition (SETSAN)
- Ministry of Planning and Development (MPD)

UN organizations:

- Food and Agriculture Organization (FAO),
- United Nations Children's Fund (UNICEF)
- World Health Organization (WHO)
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- UN working group on Education

GoM/Donor/UN

- Education Sector Wide Approach coordination group (SWAp)

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<sup>47</sup> A self evaluation was planned, converted to an OEDE-managed evaluation.

Table 1: Stakeholder Matrix

(Key) Stakeholder Groups	Interest in the subject of the evaluation	Interest in the evaluation	Implication for the evaluation
<b>WFP MOZ CO staff</b> Management, Programme Logistics, AMR, Human resources	<ul style="list-style-type: none"> <li>- Main managers and coordinators of WFP operations and resources in Mozambique</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings may have an impact on the design of future country programme in Mozambique</li> <li>- Evaluation will provide an overall assessment of WFP MOZ success in strengthening national capacity to respond to triple threat of food insecurity, HIV/AIDS and weakening government capacities</li> <li>- Involved in management response to the evaluation</li> </ul>	<ul style="list-style-type: none"> <li>- Main interlocutor for the evaluation</li> <li>- Evaluation will work in direct coordination with MOZ CO, including logistic field support</li> <li>- Main source of data</li> <li>- Important source of information</li> </ul>
<b>WFP MOZ Sub Office staff</b> Provincial level management programme, logistics	<ul style="list-style-type: none"> <li>- Main managers and coordinators of WFP operations in their province</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings may have an impact on the design of future country programme in Mozambique</li> <li>- Evaluation will provide an overall assessment of WFP MOZ success in strengthening national capacity to respond to triple threat of food insecurity, HIV/AIDS and weakening government capacities</li> <li>- Involved in management response to the evaluation</li> </ul>	<ul style="list-style-type: none"> <li>- Main interlocutor for the evaluation field mission</li> <li>- Evaluation will work with MOZ Sub Office during field visits</li> <li>- Important source of information</li> </ul>
<b>WFP RB staff</b> Regional logistics	<ul style="list-style-type: none"> <li>- Country Programme in a country within their region of responsibility</li> <li>- Country with rates of HIV/AIDS, which is an important risk in the region</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings may have an impact on the design of future CP in the region</li> <li>- Evaluation will provide an assessment of WFP OMJ success in providing assistance to WFP MOZ CO, as part of their mandate</li> <li>- Involved in management response to the evaluation</li> </ul>	<ul style="list-style-type: none"> <li>- Kept informed</li> <li>- Source of information on support provided to MOZ CO (cross-check)</li> <li>- May be consulted through teleconference if considered necessary</li> </ul>
<b>WFP HQ staff</b> HIV/AIDS unit, school Feeding Unit, Logistics, VAM	<ul style="list-style-type: none"> <li>- Dialogue with HQ, especially school feeding division will be maintained throughout the process</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings may provide relevant information to technical units (lessons)</li> <li>- Involved in management response to the evaluation</li> </ul>	<ul style="list-style-type: none"> <li>- Kept informed</li> <li>- Will be consulted through briefing meetings in HQ</li> </ul>
<b>Government of Mozambique</b> MEC and Ministry of Planning and Development	<ul style="list-style-type: none"> <li>- Involved as recipient of international assistance, including capacity development</li> <li>- Cooperating partners in Programme implementation at national level</li> </ul>	<ul style="list-style-type: none"> <li>- Evaluation findings may have an impact on the design of future Country Programme in Mozambique</li> <li>- Evaluation will look at partnership issues and may provide guidance to WFP and partners on future collaboration</li> <li>- MPD will have a central role related to hand-over strategies and other issues related to sustainability of interventions</li> </ul>	<ul style="list-style-type: none"> <li>- Important informant (key stakeholder) for this evaluation</li> <li>- Will be consulted through formal meetings at national level</li> </ul>

## **2. Reason for the evaluation**

### **2.A Rationale**

This CP supports FFE in a country with a school feeding index<sup>48</sup> amongst the lowest in the world (2005). More recent net enrolment rates for the country are some 71%, compared to the average for South Saharan Africa of some 65%<sup>49</sup>. Potential outcomes for beneficiaries are thus important but long term sustainability of the intervention itself lies in the hands of the national government. The selection of this operation falls within OEDE sample target for Southern Africa and for development operations.

This evaluation is a mid term evaluation, as planned in the project document. The main users of this evaluation will be the government of Mozambique, WFP MOZ, Bureau for Southern, Eastern and Central Africa, (OMJ/K) and the donor community.

### **2.B Objective**

The objective of the evaluation is twofold.

1- First, it will assess the degree to which the objectives pursued are being achieved, the effectiveness of the means employed and account for aid expenditures to stakeholders.

It will provide an assessment of WFP support: (a) to the education of the food insecure school aged population of Mozambique and (b) to the government's capacity to manage a national school feeding programme at national and sub national levels.

It will also provide insight on the extent to which partnerships promote achievement of objectives and on the government commitments to school feeding.

2- Secondly, it will also aim at informing decision making about future FFE intervention in Mozambique, including a possible extension of the CP until 2010 in harmonisation with the PARPA and UNDAF.

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<sup>48</sup> <http://vam.wfp.org/vamsie/srv/en/metadata.show?id=5433&currTab=simple>

<sup>49</sup> UNESCO Global Education Report

### 3. Scope of the evaluation

#### 3.A Scope

The evaluation will focus on WFP activities and operations implemented for the achievement of the CP outcomes. The stated outcomes of CP component 1 are linked to WFP corporate strategic objectives<sup>50</sup> and have indicators described as follows:

WFP Strategic Objectives:	WFP MOZ CP Outcomes:
<ul style="list-style-type: none"> <li>• <b>Support access to education and reduce gender disparity in access to education and skills training.</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Increased enrolment of boys and girls in WFP-assisted schools.</b> <ul style="list-style-type: none"> <li>- Absolute enrolment: numbers of boys and girls enrolled in WFP-assisted primary schools (target: 260,000 by 2009).</li> <li>- Net enrolment: % of primary school age boys and girls enrolled in WFP-assisted primary schools (target: 90%).</li> <li>- Absolute enrolment for orphans and vulnerable children receiving household rations (target: 100%).</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>• <b>Improved attendance of boys and girls in WFP-assisted schools.</b> <ul style="list-style-type: none"> <li>- Attendance rate of boys and girls attending classes in WFP-assisted primary schools.</li> <li>- Attendance rate of OVCs from households receiving take-home rations attending classes in schools (target: 95%).</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>• <b>Improved capacity to concentrate and learn among boys and girls in WFP-assisted schools.</b> <ul style="list-style-type: none"> <li>- Teachers' perception of children's ability to concentrate and learn in school as a result of school feeding.</li> <li>- Improved completion rates, by sex and district.</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>• <b>Reduced gender disparity between boys and girls in WFP-assisted schools.</b> <ul style="list-style-type: none"> <li>- Ratio of girls to boys enrolled in WFP-assisted schools (target: 90%).</li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>• <b>Strengthen countries and regions capacities to establish and manage food-assistance and hunger-reduction programmes.</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Improved government capacity to manage a national school feeding programme.</b> <ul style="list-style-type: none"> <li>- School feeding is included in education sector programme and budget.</li> <li>- National school feeding programme described in official government documents.</li> <li>- Ratio of WFP-resources to non-WFP resources in national budget for school feeding (target: 9:1)</li> </ul> </li> </ul>

The scope of this evaluation will be the operations as described in the project document WFP MOZ 10446.0 for the time period from 01 Jan 2007 to 30 Oct 2008, excluding component 2: safety nets. It will include a review of partnership, the support to the development of government capacities to manage school feeding programme and the support to local food purchases.

The geographical scope of the evaluation will be the area of the school feeding interventions in Mozambique. The evaluation will design a sample of sites to be visited, covering the different environments of northern, central and southern Mozambique, considering primary schools and boarding schools. It will also include contacts in Maputo (seat of Government and WFP MOZ CO) and with the regional bureau in Johannesburg (OMJ/K) if required.

<sup>50</sup> WFP Strategic Plan 2006-2009



### 3.B Evaluability assessment

The logic model (annex 6) presented in the project document summarizes the objectives of the operation and indicates the WFP outputs to support the achievement of outcomes. Indicators and targets are also included. However, it does not include detailed information on the contributions from partners nor it is to be found in the text.

Expected contributions from other partners and their actual outputs would be necessary if any attempt at attributing achievements of outcomes to WFP outputs.

The availability of the baseline study data (2003), the evaluation of WFP school feeding (2005) and subsequent data from SPRs should provide valuable trend information about school feeding activities in Mozambique, leading the current situation. The evaluation will attempt to determine the significance of WFP School feeding in the overall context of the education sector by analysing trend information together with changes/events in country of significance to the education sector.

While the local purchase of commodities is significant in the WFP operations in Mozambique, it is not presented in the logic model as serving a specific purpose. However, the project document does refer to: “WFP working with partners to facilitate local purchases”. Should the intended objective of local purchases be beyond compliance with the WFP financial rules which stipulate that it should procure from developing countries “to the extent possible”, it may become necessary for the evaluation to review the logic model together with the MOZ CO to incorporate objectives for local purchases activities.

For the access to education component, the availability of outcome data will be for the academic year of 2007. Limited data will be available for year 2008, like enrolment rates. Some data, like attendance rates may be available at school level. As for the outcome of improved capacity to concentrate and learn among boys and girls in WFP-assisted schools, its indicator: teachers’ perception of children’s ability to concentrate and learn in school as a result of school feeding may prove difficult to obtain, potentially, not being available.

### 4. Key issues/key evaluation questions

In addition to the issues to be analysed by the evaluation, as per the evaluation report template (annex 3), the following key issues will be studied:

- **United Nations Development Assistance Framework (UNDAF).** The Country Programme was designed within the context of the UNDAF. The evaluation will review the complementarity or lack thereof of Country Programme activities to other UN supported activities in the education sector both in its design and in its implementation. This will include a review of the quality of partnerships and coordination with others (inter agency and Government).

- **Capacity Development.** The evaluation will review capacity development efforts in support to government’s capacity to manage a school feeding programme. This will include a review of the quality of the capacity needs assessment (diagnostic at the three levels of enabling environment, institutional and individual) and the implementation strategy. Further analysis will establish the links or lack thereof between capacity development and hand over strategies.

**Targeting.** The targeting based on education, gender and food insecurity indicators will be reviewed by the evaluation. Performance and relevance of the approach will be addressed as well as considerations of cost efficiency, particularly in the context of rising transportation costs. Recommendations and advice will be provided regarding targeting of schools

**Local purchases.** In addition to the evaluability issues mention in 3B above, the evaluation will review the efficiency of local purchases compared with internationally procured commodities and will review potential market disruptions due to WFP interventions. The evaluation will also make an attempt at measuring achievements through reconstruction of logical framework and local procurement assessment. Finally, the evaluation will provide insight on the impact of rising food and transportation prices on the ability of WFP to procure food and how this affect programme s performance.

**Programme continuation.** The evaluation will provide information to guide to the country office regarding the education programme continuation, in the context of limited resources and competing priorities for food assistance.

## **5. Evaluation design**

### **5.A Methodology**

The evaluation will implement traditional evaluation methods based on programme theory and logical framework approaches. It will use stakeholder discussions and secondary data to verify baseline information and to understand intended outcomes.

The evaluation will employ internationally agreed evaluation criteria of relevance, coherence (internal and external), efficiency, effectiveness, impact, sustainability and connectedness.

The evaluation will use a range of data collection techniques such as key informant interviews, focus group discussions and other participatory approaches and structured document analysis. It will ensure that stakeholders with diverse views will be consulted to ensure the assessment, findings and recommendations are based on a comprehensive understanding of diverse perspectives on issues, performance and outcomes. Evaluators will act impartially and respect the code of conduct for the profession (Annex 1).

The views of beneficiaries on the operation's success to address their immediate food requirements and longer term education objectives will be captured through semi-structured interviews with community key informants during the field mission.

### **5.B Evaluation Quality Assurance System**

WFP has developed an Evaluation Quality Assurance System (EQAS) based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products including the TOR. All these tools are available with OEDE. EQAS will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team.

The evaluation team must implement quality assurance measures for data collected during the course of this evaluation. .

## 5.C Phases and deliverables

The evaluation will be undertaken in the main phases presented in the diagram below. For each phase of the evaluation, a specific output which is under the responsibility of the team leader and an allocation of time for each team member is defined. The main phases/outputs are as follows:

Diagramme 2: Evaluation phases outputs and timeline

Description	Output	Team Leader (days)	Team member (days)	Sep-08				Oct-08				Nov-08				Dec-08			
				1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
<b>Evaluation phase</b>																			
<b>1 Pre-mission report</b>																			
Briefing	Briefing report	3	3	■															
Prepare draft Pre-mission report	Draft pre-mission report	7	4		■														
Revise pre-mission report	Revised draft pre-mission report	1	1			■													
Final pre-mission report	Final pre-mission report	1	0				■												
<b>2 Evaluation Mission</b>																			
Prepare field mission		1	1					■											
<b>Field mission</b>	Aide memoir/debriefing presentation	16	16						■										
Field mission debriefing	Debriefing	2	2							■									
<b>3 Evaluation report</b>																			
Prepare evaluation report	Draft Evaluation report	8	6									■							
1 st revision of evaluation report	Reviewed draft Evaluation report	1	1										■						
Respond to stakeholder comments	Response matrix	2	1											■					
2 nd revision of evaluation report	Reviewed draft Evaluation report	3	1													■			
<b>4 Evaluation summary report</b>																			
Prepare summary report	Draft Summary report	4	0														■		
Revise summary report	Reviewed draft summary report	1	0														■		

**Pre-mission report.** The purpose of the pre-mission report (PMR) is two fold: (1) review and clarify the TOR and present the methodology to be used to undertake the evaluation; and (2) present the preliminary findings of the desk review and identify information gaps to be filled with data collected during the evaluation mission. The pre-mission report is produced by the evaluation team under the responsibility of the team leader, on the basis of a desk review of all available documents. The pre-mission report will follow WFP Evaluation Quality Assurance System.

The visit itinerary will be determined during the preparatory phase by the evaluation team, based on their selection criteria. The visit itinerary will include WFP units, partners and government counterparts to be met in the capital and during field visit and locations to be visited. The country office will provide information on security and accessibility issues. The visit itinerary will be submitted to the country office for logistics and meetings arrangements.

The report will be shared with the WFP MOZ CO before the evaluation mission, so that the country office is aware of issues and data needs.

**Evaluation mission.** Fieldwork will be undertaken in Mozambique, both in the capital, Maputo and in the operation area. It consists in 3 main phases:

**Briefing.** The mission will begin in the capital with start-up meetings with stakeholders to brief them about the evaluation.

**Interviews.** Data collection phase with interviews in the capital and at selected field sites will follow for a period of 2 weeks. The field visits will be used to discuss with a cross-section of internal and external stakeholders their views on WFP's performance

in providing assistance to the education sector. During fieldwork a range of evaluation techniques will be employed as defined in the pre-mission report.

**Debriefing.** Finally, the evaluation mission present preliminary findings during the stakeholders' debriefing to take place on the last day in country. Stakeholders in HQ will have the opportunity to participate via a teleconference.

**Evaluation report.** The pre-mission reports, team members' reports and aide-memoir are working documents of the evaluation.

The findings will be brought together in a succinct analytical evaluation report that will (1) respond to the objectives set out for this evaluation; and (2) report against evaluation criteria specified in these terms of reference. The outline for the final report is included in annex 3.

The evaluation report will follow WFP Evaluation Quality Assurance System.

The draft final report will be shared with stakeholders for comments. To ensure transparency, the evaluation will document comments received and how they were responded to in the evaluation report (Comments matrix, annex 6).

## **6. Organisation of the evaluation**

### **6.A Expertise of the evaluation team**

Preliminary desk review evidenced the need for the evaluation team to include expertise in the areas: education and logistics/local food procurement. This expertise will cover the core functions of WFP food for education in Mozambique.

**Education/Capacity Development.** The team leader will have strong evaluation experience and a good understanding of WFP food for education modality. In addition, team leader will have conceptual knowledge of capacity development. He will have good conceptual, communication, and writing skills and the ability manage the evaluation. Consultant was involved as team leader in previous evaluation mission in Mozambique, including WFP food for education component.

**Logistics/ local food procurement.** WFP's ability to timely deliver commodities at the lowest cost is key to the success of its operations. Expertise in this area will particularly prove useful in assessing efficiency of operation in terms of timeliness, costing, coordination with partners (logistic arrangements) and local food procurement analysis.

A set of tasks is included in the Job Descriptions in Annex 4.

### **6.B WFP stakeholders' roles and responsibilities**

This evaluation is managed by the WFP office of evaluation, Michel Denis is appointed as **evaluation manager** who will have the responsibility of the overall process of the evaluation, including the following tasks:

- Preparation of evaluation terms of reference
- Selection and recruitment of evaluation team
- Budget preparation and management
- Evaluation team briefing

- Field mission preparation, in conjunction with receiving country office (see below)
- First level quality assurance
- Reports dissemination
- Principal interlocutor between evaluation team, represented by the team leader and WFP

The WFP MOZ CO will host the evaluation mission, which entails the following main responsibilities:

- Make available to the evaluation team and the evaluation manager the information deemed relevant by the evaluation
- Provide logistic assistance to the evaluation (support in arranging lodging, airport pick ups and transportation arrangements to project areas)
- Provide support in organising meetings with relevant cooperating partners and government officials
- Allocate time as key informants to the evaluation
- Accompany evaluation to counterparts, cooperating partners or field visits if required by team leader

### **6.C Communication**

The Pre-mission report, final evaluation report and summary report will be submitted in English. Contributions from the team member to the evaluation will be provided in English.

The final evaluation report will be translated in Portuguese.

The final report of the evaluation will be presented to the Executive Board, in February 2009. The final report will be available by mid-DEC 2008 and posted on WFP internal web-site for consultation.

As of February 2009, the reports will be posted on <http://www.wfp.org/operations/evaluation/>, for general access.

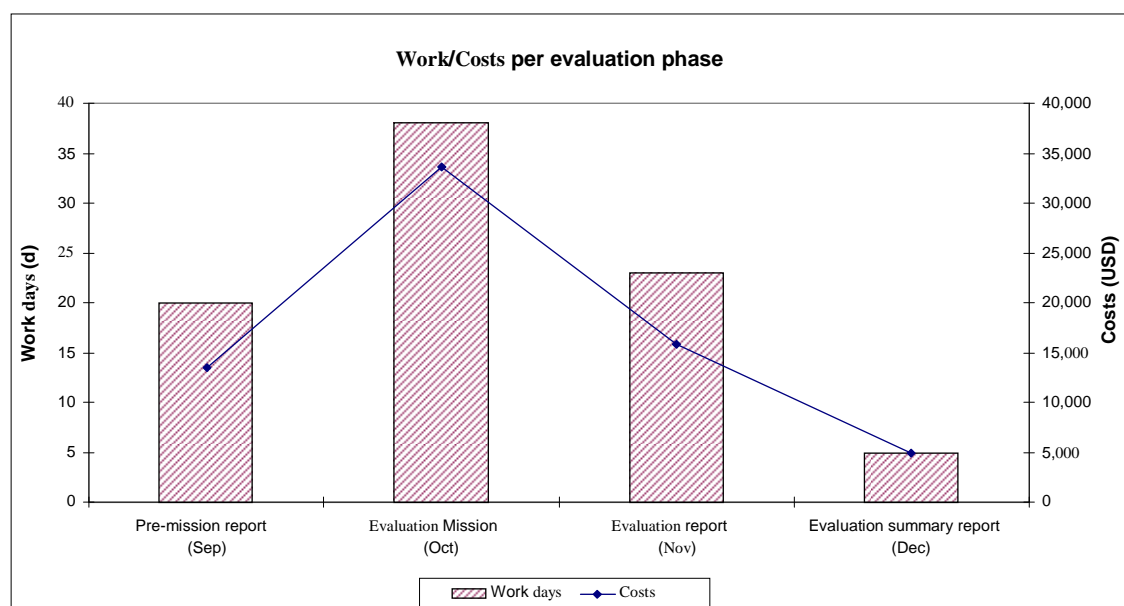
In addition, OEDE will maximize opportunities for learning through the publication of evaluation lessons in a compendium of good practices.

### **6.D Budget**

The indicative budget for the evaluation is USD68,000, covering consultant fees, travel, translation services and contingencies. It is based on most recent information available and approximate costs for the logistics position. Budget will be finalised upon recruitment of logistics consultant. The WFP MOZ CO will cover the costs for the evaluation from its direct support cost budget.

Consultant resources will be allocated to the different evaluation phases as represented in the diagramme below. The diagramme also present forecasted monthly cash outflow.

Diagramme 3: Work-days and total costs per evaluation phase



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**iii. Field Visit Programme**

Data	Hora	Actividade	Participantes
19/10/2008		Chegada da equipe de consultores	
20/10/2008	8.30 – 11.30	Encontros com pessoal relevante do PMA	Direcção do PMA, Unidade de Programas e logística
	12.00 – 13.00	Encontro com MEC	Directore adjunto da DIPE, técnicos da DIPE
	15.00 – 16.00	Encontro com UNEWG	UNESCO, UNICEF, FAO, UNFPA
21 /10/2008	11.00-12.00	Voo Maputo - Beira Viagem para Chimoio	Consultores, Oficial de programas do PMA, técnico do MEC, Monitor do SE
	15.00	Encontro com a DPEC	Consultores, Oficial de programas do PMA, técnico do MEC, coordenador provincial, monitor do SE
	16.00	Encontro com soordenador do programa de JFFLS da FAO	
		Dormida em Chimoio	
22/10/2008	8.00 – 16.00	Vista a EPC de Trangapasse (c/ JFFLS), Visita EPC Hombue (s/ lanche escolar)  Visita a EPC Manhene, EPC Socera, Centro Educacional de Jecua, IAC	Consultores, Oficial de programas do PMA, técnico do MEC, coordenador provincial, monitor do SE



<b>Data</b>	<b>Hora</b>	<b>Actividade</b>	<b>Participantes</b>
23/10/2008	8.00 – 12.00	Viagem Chimoio - Beira Visita EPC 12 de Outubro, Centro de Nhamamtanda, IMAP	Consultores, Oficial de programas do PMA, técnico do MEC, coordenador provincial, monitor do SE
	14.00 – 15.00	Encontro com a DPEC	Consultores, Oficial de programas do PMA, técnico do MEC, coordenador provincial, monitor do SE
	15.30 – 16.30	Encontro com SO  Dormida na Beira	Consultores, Oficial de programas do PMA, técnico do MEC, monitor do SE
24/10/2008	8.00 – 16.00	Visita a EPC Muanza Sede, EPC Nhansato  Regresso a Maputo	Consultores, Oficial de programas do PMA, técnico do MEC, coordenador provincial, monitor do SE
27/10/2008	7.00 – 9.00	Viagem Maputo – Xai-Xai	Consultores, Oficial de programas do PMA, técnico do MEC, monitor do PMA
	9.30 – 10.30	Encontro com a DPEC	Consultores, Oficial de programas do PMA, técnico do MEC, coordenador provincial, monitor do SE
	11.00 – 16.00	Visita á EPC de Inhamissa e ESG de Hókwe  Encontro com SE  Dormida em Xai-Xai	
28/10/2008	8.00 – 16.00	Visita a 2 escolas em Gaza, a caminho de Maputo  Regresso a Maputo	Consultores, Oficial de programas do PMA, técnico do MEC, coordenador provincial, monitor do SE
29/10/2008	11.00 – 12.00	Encontro com a CIDA – Canadá	Secretária Permanente, Directores da Planificação, Adm. E Finanças, directores da DIPE, técnicos da DIPE
	14.00 -15.00	Encontro com MEC	
30/10/2009	11.00 -12.00	Encontro com a coordenação do grupo de parceiros (SWAP group for education)	Consultores, Oficial de programas do PMA, técnico do MEC, Banco Mundial e UNICEF
	14.00 – 15.00	Encontro com MPD	António Cruz (7º andar), consultores, Oficial de Programas do PMA, técnico da DIPE
31/10/2008	11.00 – 13.00	Encontro geral de apresentação de resultados preliminares	PMA, MEC, MPD, Agências da UN, parceiros
1/11/2008		Partida da equipe de consultores	

iv. CP Logic Framework (Results and Resource Matrix)

Table 8: UNDAF Logic Model

ANNEX II: RESULTS AND RESOURCES MATRIX OF DRAFT COUNTRY PROGRAMME MOZAMBIQUE 10446.0 (2007–2009)			
Results hierarchy	Performance indicators	Risks, assumptions	Resources required
<b>UNDAF OUTCOMES</b>			
<b>UNDAF Outcome 1 (Human Capital)</b> Increased access to and use of quality basic services and social protection for the most disadvantaged populations, particularly children, young people and women, to reduce their vulnerability by 2009			
<b>Joint UNCT Outcome 1.1</b> Net enrolment rate in primary education increased to 90% and learning environment improved in all primary schools in targeted districts, especially for girls and the most vulnerable people.	<ol style="list-style-type: none"> <li>1. Net primary school attendance rate (6–12), by sex and province.</li> <li>2. Net enrolment rate in EP1 (6–10), by sex and province.</li> <li>3. Completion rate in EP1, by sex and province.</li> <li>4. Repetition rate in Grade 1 of EP1.</li> </ol>		US\$67.1 million
<b>Joint UNCT Outcome 1.4</b> National capacity at national and sub-national level increased to implement the National Strategy on Food Security and Nutrition.	<ol style="list-style-type: none"> <li>1. Underweight prevalence, by province, area of residence and wealth index quintile.</li> <li>2. Stunting prevalence, by province, area of residence and wealth index quintile.</li> <li>3. Wasting prevalence, by province, area of residence and wealth index quintile.</li> <li>4. Serum retinol deficiency in children 6–59 months.</li> </ol>		US\$15.0 million
<b>Joint UNCT Outcome 1.5</b> Social protection safety nets for the most disadvantaged are strengthened and expanded.	<ol style="list-style-type: none"> <li>1. No. of vulnerable households receiving cash transfers from INAS.</li> <li>2. No. of vulnerable households covered by a functioning reference system between multiple partners providing safety-net interventions under the government leadership.</li> </ol>		US\$1.1 million

Source: WFP Country Programme 2007-2009

**Table 9: CP Outcome Model**

ANNEX II: RESULTS AND RESOURCES MATRIX OF DRAFT COUNTRY PROGRAMME MOZAMBIQUE 10446.0 (2007–2009)			
Results hierarchy	Performance indicators	Risks, assumptions	Resources required
<b>WFP COUNTRY PROGRAMME OUTCOMES</b>			
<b>Component 1: Education and Child Development (SO 4 and 5)</b>			
1.1 Increased enrolment of boys and girls in WFP-assisted schools.	1.1.1 Absolute enrolment: numbers of boys and girls enrolled in WFP-assisted primary schools (target: 260,000 by 2009). 1.1.2 Net enrolment: % of primary school age boys and girls enrolled in WFP-assisted primary schools (target: 90%). 1.1.3 Absolute enrolment for orphans and vulnerable children receiving household rations (target: 100%).	Complementary contributions from partners are provided as foreseen.	WFP total costs: US\$29.4 million  Non-WFP funding: Food management by MEC Monitoring School contributions Community contributions
1.2 Improved attendance of boys and girls in WFP-assisted schools.	1.2.1 Attendance rate of boys and girls attending classes in WFP-assisted primary schools. 1.2.2 Attendance rate of OVC from households receiving take-home rations attending classes in schools (target: 95%).	No natural and other disasters or other disruptions.	
1.3 Improved capacity to concentrate and learn among boys and girls in WFP-assisted schools.	1.3.1 Teachers' perception of children's ability to concentrate and learn in school as a result of school feeding. 1.3.2 Improved completion rates, by sex and district.	Donors accept and support the integration of school feeding into the education sector programme.	
1.4 Reduced gender disparity between boys and girls in WFP-assisted schools.	1.4.1 Ratio of girls to boys enrolled in WFP-assisted schools (target: 90%).		
1.5 Improved government capacity to manage a national school feeding programme.	1.5.1 School feeding is included in education sector programme and budget. 1.5.2 National school feeding programme described in official government documents. 1.5.3 Ratio of WFP-resources to non-WFP resources in national budget for school feeding (target: 9:1).		

Source: WFP Country Programme 2007-2009

**Note:** WFP has data on performance indicators 1.1 and 1.2 and 1.4, but they seem not to be used in the monitoring of the school feeding programme – the only data used (for reporting purposes) is related to the number of beneficiaries. As for the other performance indicators (1.3 and 1.5), monitoring seems to be done without a systematised approach, this especially concerns monitoring on children's ability to concentrate (1.3), where 'food monitors' base their monitoring on subjective interpretation of teachers' perception of their students' capacity to concentrate.

**Table 10: CP Output Model**

<b>ANNEX II: RESULTS AND RESOURCES MATRIX OF DRAFT COUNTRY PROGRAMME MOZAMBIQUE 10446.0 (2007–2009)</b>			
<b>Results hierarchy</b>	<b>Performance indicators</b>	<b>Risks, assumptions</b>	<b>Resources requires</b>
<b>WFP COUNTRY PROGRAMME OUTPUTS</b>			
<b>Component 1: Education and Child Development (SO 4 and 5)</b>			
<p>1.1.1 Timely provision of food in quantity foreseen in the component summary for targeted children to improve access to education in schools and non-formal education centres.</p>	<p>1.1.1 % of planned annual average 200,000 students (by sex) actually receiving day school feeding.</p> <p>1.1.2 % of planned annual average 7,564 MT of food (by commodity) actually provided through day school feeding.</p> <p>1.1.3 % of planned annual average of 175,000 members of households (by sex and age) actually receiving take-home rations.</p> <p>1.1.4 % of planned annual average of 7,000 girls actually receiving take-home rations.</p> <p>1.1.5 % of planned annual average of 28,000 OVC (by sex and age) actually receiving take-home rations.</p> <p>1.1.6 % of planned annual average 3,846MT of food (by commodity) actually provided through take-home rations.</p> <p>1.1.7 % of planned annual average of 2,000 adolescent OVC (by sex and age) who received lunches under the Junior Farmer Field and Life School initiative.</p> <p>1.1.8 % of planned annual average of 46 MT of food (by commodity) actually provided through the JFFLS initiative.</p> <p>1.1.9 % of planned annual average of 20,000 students and teachers actually receiving food through boarding school feeding.</p> <p>1.1.10% of planned annual average of 3,570 MT of food (by commodity) actually provided through boarding school feeding.</p>	<p>Complementary contributions from partners are provided as foreseen.</p> <p>No natural and other disasters or other disruptions.</p> <p>Donors accept and support the integration of school feeding into the education sector programme.</p> <p>Donors will allocate resources for non-WFP resourced school feeding activities,</p>	<p>Country office monitoring plan</p> <p>Cooperating partners will report output and outcome data.</p> <p>Field staff will monitor cooperating partners' performance and will occasionally verify outcomes at beneficiary level.</p> <p>PDM and CHS to be continued and enhanced, resources permitting.</p>
<p>1.2.1 Provision of capacity-building assistance to Ministry of Education and Culture.</p>	<p>1.2.1 Studies completed and discussed with partners on: home-grown school feeding; impact of day school feeding on girls' enrolment and attendance; and impact of take-home rations or girls as compared to cash subsidies.</p> <p>1.2.2 Actual number of national staff trained in courses, on-the-job courses and study tours to manage a national school feeding programme.</p> <p><b>Source: WFP Country Programme 2007-2009</b></p>		<p>Annual outcome reports will use consolidated partner data and general data at district level.</p> <p>Sub-offices will provide an annual assessment of cooperating partners' performance</p>

v. **Other Technical Annexes**

**Table 10: Stakeholders Matrix**

(Key) Stakeholder Groups	Interest in the subject of the evaluation	Interest in the evaluation	Implication for the evaluation
(Key) Stakeholder Groups	Interest in the subject of the evaluation	Interest in the evaluation	Implication for the evaluation
WFP MOZ CO staff Management, Programme Logistics, AMR, Human resources	-Main managers and coordinators of WFP operations and resources in Mozambique	-Evaluation findings may have an impact on the design of future country programme in Mozambique  -Evaluation will provide an overall assessment of WFP MOZ success in strengthening national capacity to respond to triple threat of food insecurity, HIV/AIDS and weakening government capacities  -Involved in management response to the evaluation	-Main interlocutor for the evaluation  -Evaluation will work in direct coordination with MOZ CO, including logistic field support  -Main source of data -Important source of information
WFP RB staff Regional logistics	-Country Programme in a country within their region of responsibility -Country with rates of HIV/AIDS, which is an important risk in the region	-Evaluation findings may have an impact on the design of future CP in the region -Evaluation will provide an assessment of WFP OMJ success in providing assistance to WFP MOZ CO, as part of their mandate -Involved in management response to the evaluation	-Kept informed -Source of information on support provided to MOZ CO (cross-check) -May be consulted through teleconference if considered necessary

WFP HQ staff HIV/AIDS unit, school Feeding Unit, Logistics, VAM	-Dialogue with HQ, especially school feeding division will be maintained throughout the process	-Evaluation findings may provide relevant information to technical units (lessons) -Involved in management response to the evaluation	-Kept informed -Will be consulted through briefing meetings in HQ
Government of Mozambique MEC and Ministry of Planning and Development	-Involved as recipient of international assistance, including capacity development -Cooperating partners in Programme implementation at national level	-Evaluation findings may have an impact on the design of future Country Programme in Mozambique -Evaluation will look at partnership issues and may provide guidance to WFP and partners on future collaboration -MPD will have a central role related to hand-over strategies and other issues related to sustainability of interventions	-Important informant (key stakeholder) for this evaluation -Will be consulted through formal meetings at national level
Province and District Level Administrations Direções distritais e provinciais de educação	-Involved as recipient of international assistance, including capacity development -Cooperating partners in Programme implementation at provincial and district	-Evaluation findings may have an impact on the design of future Country Programme in Mozambique  -Evaluation will look at partnership issues and may provide guidance to WFP and partners on future collaboration	-Important informant for this evaluation  -Will be consulted through formal meetings at provincial and district levels
UN partners FAO, UNICEF, WHO, UNESCO	-Involved in the implementation strategy of the Country Programme -UNDAF partners -Common Education Intervention	-Evaluation findings may have an impact on the design of future Country Programme in Mozambique  -Evaluation will look at partnership issues and may provide guidance to WFP and partners on future collaboration and mentoring	-Important informant for this evaluation

Donors (including Mozambique based SWAp-Group)	-Contributors to the Country Programme with cash and food assistance -Partners in support to the SPEC	-Evaluation results may affect donors' attitude vis-à-vis funding of WFP CP in Mozambique  -Positions concerning the importance of school feeding being part of SPEC	-Source of information on issues like relevance, including appropriateness  -Will be consulted through formal meetings at national level  -Feedback and accountability to WFP-donors
Communities School children, parents	-Direct interest in the Country Programme as direct beneficiaries	-No direct interest in this evaluation -Findings may influence future design of operation, including improved services to beneficiaries	-Key informants on issues like relevance and effectiveness -Evaluation feedback (accountability)
WFP Executive Board	-No specific role in this operation	-Interest in the evaluation as part of global strategy for learning and accountability (annual report)	-Keep informed

Source: TOR for Midterm Evaluation of WFP Mozambique Country Programme 10446.0 – adapted after field visit.



### **Technical Annex: School Feeding and Nutrition**

Basic education is one of the most effective investments to improve economies and create literate, self-reliant and healthy societies. Yet, more than 46 million children in Africa have never attended school, representing more than 40% of the world's out-of-school children (UNESCO, 2002). The World Declaration on Education, signed by 164 countries in April 2000, expounds that poor health and nutrition are crucial underlying factors for low school enrolment, absenteeism, poor classroom performance and early school dropouts.

The problems associated with malnutrition in school-age children are also evidence of negative consequences for children suffering from short-term hunger, common in children who are not fed before going to school. Some the principal effects of malnutrition in school-age children are reduced cognitive function and undernutrition, which limits national intellectual potential.

The principal intervention to address the problem of malnutrition in school-age children has been the provision of breakfast for school performance. This action helps to extend the amount of time the children stay in school; improve behaviour and cognitive ability and improve nutrition status. It has been observed that later interventions with schoolchildren can be useful remedial measures where children have suffered and continue to suffer from the early effects of malnutrition. However, great effort should be made to prevent malnutrition before the second birthday as a high-priority investment in education and economic growth.

The empirical literature on the impact of FFE programmes on education and nutrition outcomes is substantial. While the impact of in-school meals on learning appears to operate both through improvements in school attendance and through better learning efficiency while in school, no study has separately identified the relative contribution of these effects. Studies also show little effects of in-school meal programmes on primary-school attendance rates for children already enrolled in school.

FFE programmes may also influence cognitive development, though the size and nature of the impacts vary greatly by programme, micronutrient content of the food, and the measure of cognitive development used. Several suspiciously designed experimental nutrition studies demonstrate substantial effects of school meal programmes on nutrition outcomes, including calorie intake; measures of anthropometry, such as weight, BMI (body mass index), and height; and micronutrient status. These results indicate that where school-aged children suffer from nutrient gaps, appropriately designed FFE interventions can be effective in closing these gaps and improving nutritional status. FFE programmes targeting school aged children will not reverse most of the previous nutritional damage experienced by these children during early childhood, and the consensus among nutritionists is that returns from interventions against malnutrition alone are greatest at this early stage of life.

The short-term laboratory studies on the effects not eating breakfast has on school performance show that missing breakfast affects cognition. However, this finding may not be relevant to the everyday situation in schools, as there many underlying factors that play a greater role in combating malnutrition. For example, children may eat different types of food at home, at different times and do different amounts of work before arriving at school.

In conclusion, the provision of school breakfast produced small benefits in children's nutritional status, school attendance, and achievement. Greater improvements may occur in more undernourished populations; however, the massive problem of poor achievement levels requires comprehensive programmes including health and educational inputs in addition to school meals.

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