Fighting Hunger Worldwide

Impact Evaluation

School Feeding Programmes in The Gambia 2001-2010: A Mixed Method Impact Evaluation Vol II Annexes

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Disclaimer

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Core Standard Indicators for Country Context - GAMBIA				
	Indicator	**Data**	**Benchmark/ MDG status**	**Source**
General	Population (total)	(2000) 1,301,808 (2008) 1,660,200		World Bank. Quick Query MDG
	Rate of natural increase (%)	(1990-95) 2.9 (2005-10) 2.6		UNDP HDR 2009
	Urban Population (% of total)	(1990) 38.3 (2010) 58.1		UNDP HDR 2009
	Human Development Index (value and rank)	(2000) 160/173 value: 0.405 (2007) 168/182 value: 0.456		UNDP HDR 2002 UNDP HDR 2009
	Gender-Development related index (value and rank)	(2000) 136/173, value: 0,397 (2007) 141/182, value: 0.452	MDG 3: (target 3A) Off-track	UNDP HDR 2002 UNDP HDR 2009
Economic	Gini Index (value)	(1998) 50.2 (2003) 47.3	100= most unequal Median 39.0 110/134 countries	UNDP HDR 2002 World Bank - Data & Statistics
	GDP per capita (PPP US$)	(2000) 1,649 (2007) 1,225		UNDP HDR 2002 UNDP HDR 2009
	Annual GDP growth rate	(2000) 6 (2008) 6		World Bank. WDI.
	Agriculture as % of GDP	(1987) 35.0 (1997) 29.5		World Bank. Country at a glance
	Net Food trade (food exp-food imp) as % of GDP	(2000-02) -10.7 (2004-06) -26.5		FAO Country Profile
Poverty	Percentage of population living below the national poverty line	(2000) 64.0 (2006) 61.3		UNDP HDR 2002 UNDP HDR 2009
	Percentage of population living below US$2 a day	(1988-92) 82.9 (2002-07) 56.7	MDG 1: (target 1 A) Off track (US$1)	UNDP HDR 2003 UNDP HDR 2009
Food Security	Income/food deficit status (LIFDC: Yes or No)	YES		FAO Country Profiles
	Global Hunger Index 2009 (value and rank)	(1990) 18.3 (2009) 18.9 rank: 50/84	Serious Serious	IFPRI. GHI 2009
	Prevalence of undernourishment in total population %	(1995-1997) 31 (2004-2006) 29	MDG 1: (target 1C) On track	FAO Country Profile
Nutrition	Weight-for-height (Wasting), prevalence for < 5 (%)	UNICEF MICS (2001) 9 (2000) 8.2 (2008) 7 (2005-06) 6.4	Medium Medium	UNICEF " SOWC 2009", "SOWC 2003", MICS 2005-06, MICS 2000
	Height-for-age (Stunting), prevalence for < 5 (%)	UNICEF MICS (2001) 19 (2000) 19.1 (2008) 28 (2005-06) 22.4	Low Medium	UNICEF " SOWC 2009", "SOWC 2003", MICS 2005-06, MICS 2000
	Weight-for-age (Underweight), prevalence for < 5 (%)	UNICEF MICS (2001) 17 (2000) 17.1 (WHO -2008) 16 (2005-06) 20.3 (NCHS/WHO – 2008) 20	Medium Medium	UNICEF " SOWC 2009", "SOWC 2003", MICS 2005-06, MICS 2000
	Prevalence of anaemia (%) in < 5	(1999) 79.4 (Hb <110g/L)	Severe (≥ 40.0)	WHO "Prevalence of anaemia '93-'05"

	Indicator	Data	Benchmark/ MDG status	Source
Health	> 5 mortality rate (per 1000 live births)	(1990) 153 (2008) 106	MDG 4: (target 4A) On track	UNICEF " State of World Children '09"
	Maternal Mortality rate (per 100,000 live births)	(2008) 730	MDG 5: (target 5A) On track	UNICEF " State of World Children '09"
	Population not using improved water source (%)	(2000) 38 (2006) 14		UNDP HDR 2002 UNDP HDR 2009
	Life expectancy at birth	(2000) 46.2 (2007) 55.7		UNDP HDR 2002 UNDP HDR 2009
	People living with HIV (%) - Adults	(2001) 0.9 (2007) 0.9	MDG 6 (target 6A): Off track	UNAIDS Global AIDS Epidemic Report 2008
	Public expenditures on health (% of government expenditures)	(2006) 8.7		UNDP HDR 2009
Education	Literacy Rate Youth (15-24 years) (%)*	(2007) Male: 63 Female: 41		UNICEF " State of World Children '09"
	Public expenditures on education (% of government expenditures)	(1997) 21.2 (2000-07) 8.9		UNDP HDR 2002 UNDP HDR 2009

Notes

- All data presented are the latest available
- For sources and definitions see links available in the technical notes

* Data refer to years or periods other than those specified in the column, differ from the standard definition or refer to only part of a country.

1. Background

1.A. Definitions

1. WFP's Office of Evaluation defines 'impact' as: "Lasting and/or significant effects of the project/programme – social, economic, technical, and environmental – on individuals, gender- and age-groups, households, communities and institutions. Impact can be intended and unintended, positive and negative, macro (at sector level) or micro (household level).[1].

2. For the purpose of this evaluation school feeding is understood as programmes that are implemented through schools as the food distribution point, and can include wet and dry feeding distributed at any point in time during the school day (breakfast, mid-morning, lunch) and Take Home Rations.

1.B. WFP's Corporate Approach to School Feeding

3. **Overview**. The world community has regularly re-stated its commitment to education as a human right. Access to and quality of education are also regarded as an essential plank for poverty reduction: human capital – education, knowledge, skills, access to and understanding of information – is part of the livelihoods approach that recognizes poverty to go beyond a lack of income. Education is embedded in the Millennium Development Goals (MDG): MDG 2 (achieve universal primary education) and MDG 3 (promote gender equality and empower women, with targets for eliminating gender disparity in education). School feeding also relates to MDG 1 (eradicate poverty and hunger). A series of multilateral events since 1990 made explicit linkages between education, nutrition and health and have established action plans and special funds.

4. School feeding has been cited as one of WFP's programme areas since its establishment in 1963.[2] By 1993, pre-primary and primary school feeding accounted for more than half of WFP's development commitments.[3] Between 2006 and 2008, as the largest implementer of school feeding programmes in the world, WFP invested US$ 475 million (14 percent of total budget) in some 70 countries, reaching an average of 22 million children in school, about half of whom are girls. School feeding beneficiaries[4] accounted for around 20 percent of total beneficiaries.

5. WFP's School Feeding Handbook 1999 recognised that there was insufficient evidence that school feeding addresses malnutrition and therefore explicitly focused on educational outcomes: increasing enrolment and attendance, including reducing gender disparity, and improving learning outcomes through enhancing ability to concentrate). Take-Home Rations, particularly, aimed to reduce the opportunity cost of sending children to school. School feeding was at the core of strategic priority/objective 4 in WFP's Strategic Plans 2004-2008 and 2006-2009 and was clearly aligned with MDG2 and MDG3.

6. **New Strategic Plan**: In the latest strategic plan (2008-2013), school feeding is embedded in a broadened Strategic Objective 4, which aims to reduce chronic hunger and under-nutrition. It sets a goal of increasing levels of education and foresees school feeding addressing short-term hunger, and thus improving learning abilities, providing a safety net by ensuring children attend school both through food in school and take-home rations, and addressing micro-nutrient deficiencies. By using locally produced foods, school feeding is also expected to have a positive impact on local markets. Through a positive contribution to learning results and school completion, it may also have an effect on the inter-generational cycle of hunger. The Strategic Results Framework (approved in 2009), flowing from the Strategic Plan, carries forward indicators from the Indicator Compendium (above) and includes pass rate.

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1 Drawn from definitions agreed in ALNAP and OECD/DAC.
2 SF Handbook, WFP, 1999 referencing FAO Conference Resolution 1/61 of 24 Nov.1961.
3 Ibid.
4 Excluding pre-schoolers. WFP Annual Performance Reports 2006 through 2008.

7. The WFP School Feeding Policy 2009 [5] sets six objective areas, all within the concept of safety nets as a sub-set of broader social protection systems. The six areas are: education; nutrition; gender equality in education; value transfer to households; a platform for wider socio-economic benefits; and capacity development for governments. Key indicators are established for outcomes and impact in each of these areas.

8. The policy envisages various models for school feeding with different degrees of (de)centralization. It introduces 8 Standards Guiding Sustainable and Affordable School Feeding Programmes, that guide phased transition from programmes that rely mostly on external (WFP) funding and implementation to programmes to those that rely on national funding and implementation. Gambia is at Stage 1 – see framework below -- with both political will and policy framework but so far no significant financial capacity and no specific government programme planned.[6]

1.C. Country Context: School Feeding in The Gambia

9. The Gambia is a least developed and low-income, food-deficit country with a predominantly subsistence agrarian economy. It is ranked 168th out of 182 countries in the 2009 United Nations Human Development Index with 61.3 percent of the population living below the poverty line. Poor households have limited access to basic food commodities and domestic food production meets only 50 percent of the national food requirements.[7] The latest Multiple Indicator Cluster Survey (2005/06) found acute malnutrition (wasting) at 6.4 percent and stunting at 22.4 percent, classified as medium severity; micronutrient deficiencies are a severe problem especially among children.

10. In recent years the economy has grown steadily due to the stable macroeconomic environment, and over that longer term Gross Domestic Product (GDP) per capita has averaged 0.3 percent annual growth rate (at constant prices 1990-2007).[8] Tourism, related construction and communications have been the main drivers of growth, support by strong Foreign Direct Investment.

11. **Food insecurity/Agriculture**. Agriculture, the primary economic activity, employs 75 per cent of the population and contributes 30 per cent of GDP. Every year poor people in rural areas face the so-called hungry season, a two-to-four month period at the peak of the rainy season (July-September) when household food stocks are low.[9] Poverty in the Gambia is closely related to malnutrition and hunger; the areas with the highest malnutrition rates and levels of extreme poverty are in Lower, Central and Upper River Regions. Poor rural households depend on income generated by groundnuts or other cash crops, through subsistance farming, which supplies an average of between 4 to 6 months of their food needs, and through remittances.[10] A major part of the grain consumed is imported, 50-60 per cent in a normal year. From 2005 to 2006 crop harvests declined by about one-third while the price for the staple food, rice, increased substantially (nearly 40 percent).[11]

12. **Education**. In Gambia education indicators have consistently improved over time, but much progress is still required to meet universal primary education for all. Net Enrolment Rates (NER) at the national level improved from 46.5 per cent in 2000 to 69 per cent (boys 67 per cent and girls 71 per cent) in 2008 but are still below the sub-Saharan average (74 per cent). The completion rate of 79 per cent has remained unchanged for all children, but shows a worrisome downward trend for boys (90 per cent in 2000 to 76 per cent in 2008) while improving for girls (68 per cent in 2000 to 83 per cent in 2008). The transition rate to

5 WFP/EB.2/2009/4-A.
6 Based on analysis of documents, as Gambia has not yet been officially classified.
7 Interagency Assessment and Country Action Plan Identification on soaring Food Prices (2008)
8 UNDP, HDR, 2009.
9 http://www.ruralpovertyportal.org/web/guest/country/home/tags/gambia# The hungry season can fun from May/June to November in many parts of the country.
10 Interagency Assessment and Country Action Plan Identification on soaring Food Prices (2008).
11 Interagency Assessment and Country Action Plan Identification on soaring Food Prices (2008).

secondary school at 80 per cent, reflects a 10 per cent decrease from 2000 to 2008.[12] Out of school children are estimated at 80,000 in 2007, 45 per cent girls.[13]

13. There are significant disparities between regions, with urban areas performing relatively well (Banjul, where NER is 83 per cent while the gross enrolment rate is 103 per cent) and rural areas where NER is still below 50 percent for both boys and girls in Upper River Region, for example.

12 This reflects transition from lower primary to upper primary in Gambia, both of which are considered basic education as this data (from World Bank sources) defines primary as 7-12 years old.
13 UNESCO, Education for All Global Monitoring Report 2010.

Table 1: Primary School Education Indicators (ages 7-13)															
	Gross Enrolment Rate[14]			Net Enrolment Rate			Net Attendance ratio[15]			Completion Rate			Rate of Transition to secondary school[16]		
	Boys	Girls	Tot	Boys	Girls	Tot	Boys	Girls	Tot	Boys	Girls	Tot	Boys	Girls	Tot
Reference Benchmarks															
MDGs				100	100		100	100		100		100			
West Africa Region	103	94	99	77	72	74	63	58	60	69	60	65	64	65	64
Gambia															
National (2000)	97	85	91	76	68	72	49	44	46.5	90	68	79	87.9	90.2	88.9
National (2008)	84	89	86	67	71	69	60	62	61	76	83	79	81	79	80
Banjul KMC[17]	*106*	*101*	*103*	85	82	83									
Western Region	*91*	*87*	*89*	*67*	*66*	*67*									
North Bank Region	69	71	70	52	54	53									
Lower River Region	87	90	88	65	69	67									
Central River Region	65	77	71	50	60	55									
Upper River Region	60	57	58	46	44	45									

14 GER, NER & Completion rate. World Bank Ed Stats.
15 Unicef. SOWC 2009 Special Edition & 2003 . Year of reference 2008 and 2001.
16 EFA 2010 & 2005 Year of reference 2006 and 2000.
17 Gambia Ministry of Education. Academic year 2006/07 based on population figures from 2003 census.

14. **Nutrition and Health**. There is limited data on school age children and the first nutritional survey by the National Nutritional Agency (NaNA, 2001) found that 12 per cent of children aged 6 to 15 were stunted while 9 per cent were wasted with a goitre rate for endemic areas at 16.3 per cent. The country's coverage with vitamin A supplementation is high, at 82 per cent [18]. Although nationwide data on worm infestation is not available, helminth and schistosomiasis remain major public health problems particularly among school age children. Malaria is endemic in the country (the Gambia River runs the breath of the country) and is the leading cause of morbidity and mortality. The utilisation of treated mosquito bed nets by both mothers and infants is less than 60 . [19,20]

15. **Government Strategy**: To achieve the Education for All (EFA)/MDG 2 target, the Poverty Reduction Strategy Paper (PRSP) II and the 2004–2015 education policy prioritize access and quality in basic education. In the past five years, substantial gains have been achieved in education service delivery, and universal primary education and gender parity are within reach provided additional resources are available for sustained and accelerated progress.[21] The Government has adopted a comprehensive approach to education that includes ECD, non-formal education, gender and adult literacy and is focusing on quality teaching and learning. Access to primary education is improving, especially as the Government is upgrading madrassas to be integrated into the formal education system. Public expenditure on education is 8.9 percent of total government expenditure (2000-2007).[22]

16. **Progress/set-backs in education**. The main challenge is inefficiency in the education system. The completion rate is only 79 percent, so retention needs to be improved. The national average dropout rate is 4 percent, and the repetition rate is 6 percent. there are regional disparities: repetition is 10 percent in Central River Division and 11 percent in Upper River Division. Other issues include distance of school from the communities, the cultural and traditional perceptions of some communities about formal education and inability of parents to meet the basic school costs i.e. transport, uniforms etc. Weak community participation in schools matters, lack of role models for girls, extreme poverty, inadequate teachers and poor school management also contribute to poor performance. Low retention in some areas is mainly attributed to parental preferences to Islamic education, early marriages of girls and negative perception of western style education.

17. The United Nations system has identified "access to quality basic social services by the vulnerable and marginalized" as an urgent need. This project is in line with the United Nations Development Assistance Framework (UNDAF).

18. The key donors active in the education sector include UNICEF, UK's Department for International Development (DfID), the African Development Bank, the Islamic Development Bank, the African Bank for Economic Development in Africa (BADEA), the other United Nations (UN) Funds and Programmes, including WFP, and the World Bank (IDA).[23]

19. The government has included school feeding as part of EFA/Fast Track Initiative strategy emphasizing the importance of creating linkages between school feeding and other complementary programs that address issues of quality education.

20. Regarding girls' enrolment, the Girl Friendly School Initiative, supported by UNICEF, the Scholarship Trust Fund for Girls, funded by the government with assistance from development partners, and the numerous sensitisation programmes such as the "Big Bang Campaign" conducted to create awareness on the importance of girls' education, have all contributed towards the increase in girls' enrolment.

18 http://www.unicef.org/infobycountry/gambia_statistics.html 2007).
19 The Gambia CCA – 2005.
20 2006 Evaluation.
21 World Bank, PID Appraisal Stage, The Gambia EFA-FTI Catalytic Fund 2009-2011.
22 UNDP, HDR Report 2009.
23 World Bank, PID, The Gambia EFA-FTI Catalytic Fund, 2009-2011.

21. The Sahel Alliance for Basic Education, launched in 2003, provides a partnership platform for achieving universal quality basic education. While intended as an alliance between nine countries (including Gambia) and 5 UN organizations (including WFP) to deliver a package of support—school feeding, health and nutrition interventions-- to 6 million school-age children by 2015, its achievements so far do not appear to have been substantial.

22. In response to the soaring food prices, the government established in May 2008 a National Task Force on Food Security, comprising government, private sector, NGO and UN agencies, including WFP, Food and Agriculture Organization of the United Nations (FAO) and UNDP. A country action plan was developed including support to agricultural production, social safety nets and support to food security and enabling environment for promoting policy measures and market access.[24]

1.D. WFP's School Feeding Programme in Gambia

23. WFP's assistance to the Gambia started in 1970 with community-based school feeding project and has continued to 2010, covering about 40 percent of all enrolled primary school children in the country. For the period 2001 to 2009 the average number of children receiving meals was about 113,000 of which girls represented 48 per cent to 52 per cent of the total. The peak coverage was 136,401 children in 2002 and the average achievement compared to planned was 93 per cent.

Table 2: Children Receiving School Meals - Planned and Actual 2001-2009

	PLANNED	ACTUAL				
Year	**Total**	**Boys**	**Girls**	**Total**	**% girls**	**% Actual vs Planned**
2001	71,500	37,341	34,690	72,031	48	101
2002	135,500	71,079	65,322	136,401	48	101
2003	123,161	64,961	63,032	127,993	49	104
2004	135,000	54,388	55,334	109,722	50	81
2005	135,000	55,945	57,034	112,979	50	84
2006	140,400	60,792	63,207	123,999	51	88
2007	118,000	53,163	56,641	109,804	52	93
2008	118,000	54,661	57,965	112,626	51	95
2009	118,000	53,397	56,790	110,187	52	93
Average	121,618	56,192	56,668	112,860	50	93

Source: SPRs for each year.

24. **Targeting and geographic coverage**. All rural areas in the country have been included in the school feeding programme, with few exceptions; urban areas have not been covered from around 2000, although in 2010 there are plans to include some urban schools. Regions were targeted on the basis of high incidence of poverty and food insecurity, with low enrolment rates, see table below. Primary schools include both lower primary (grades 1-6) and upper primary (grades 7-9). In addition, some early children development centres (ECDC) attached to primary schools and madrassas recognised by the Department of State

24 Interagency Assessment and Country Action Plan Identification on soaring Food Prices (2008)

for Education (DSE), especially since 2007, have been included in the programme. In 2008 the total number of schools covered was 500.

Table 3: Geographic Coverage by Region 2001-2010			
Region	**2001-2004**	**2004-2007**	**2007-2010**
Greater Banjul	Not covered	Not covered	Not covered
Western	Foni district only	Foni district only	Excl peri-urban areas
North Bank	All districts	All districts	All districts
Lower River	All districts	All districts	All districts
Central River	All districts	All districts	All districts
Upper River25	All districts	All districts	All districts

25. Hot cooked meals were provided for the 199 school days per year. From 2001 to 2004 an early morning beverage of 25 gm of CSB and 10 gm sugar was provided together with a lunch of 100 gm rice, 10 gm oil, 30 gm beans or peas.26 From August 2004 onwards, one school meal was provided, served as a mid-morning break or at the start of afternoon classes for double-shift schools. From 2007 the ration for ECDC level children was 80 gm of rice as compared to 100 gm ration for primary level children. From 2007 iodized salt was included in the cooked school meal.

26. **Project details**. Support to school feeding has been through development projects approved successively over the past 3 decades, with three projects covering the period of 2001-2010. In all cases the projects were revised during the course of the implementation increasing the total budget by between 20 and 60 percent. The increase in the period up to 2004 allowed for the more than doubling of beneficiary numbers from the planned 60,000 to the actual 137,000 in the peak year (2002). In the period since 2007 the increase in budget (60 percent) reflects a US$3 million increase in food costs to purchase the original planned tonnage as well as US$2.1 million increase related to other costs (transport, etc.)

25 WFP, Development Project 10311.0, Jan 2004, pg 4. These three regions have highest poverty levels (MICS 2000).

26 Early morning beverage = 201 days and hot meals = 157 days (excludes Fridays) 200 mt rice per year to be purchased from 200 women headed households. Project document 5932.

Table 4: WFP Project Details											
Project No.	**Type**	**Start Date**	**End Date**	**Title**	**No. Ben**	**Food cost US$**	**Total cost**	**Food Cost US$ (rev)**	**Total Budget US$ (rev)**	**MT (rev)**	**% funded**
5932.01	Dev	Sep 1999	Jun 2004	Community-based school feeding project in Gambia	60,000	2,924,310	6,273,590	4,887,433	10,155,057	14,532	79
10311.0	Dev	Aug 2004	Jul 2007	Support to basic education in rural vulnerable regions	145,830	3,646,650	6,925,148	3,646,650	8,295,922	14,680	76
10548.0	Dev	Aug 2007	Jul 2011	Support to basic education in rural vulnerable regions	119,000	4,199,089	8,544,499	7,243,822	13,635,330	14,878	46

Source: Project approval documents and latest SPR

27. **Donor support**. Compared to requirements, either over the entire project lifetime or on a yearly basis, support from donors has been relatively positive, with 76-79 per cent resourced against completed projects and, on an annual basis from 2005, financial contributions ranged from 49 per cent in 2009 [27] to 87 per cent in 2007 of needs, averaging 73 per cent for the 5 year period. Resourcing has mainly been multilateral, but also private donors and directed multilateral contributions have been received.

Table 5: Planned vs. Actual Funding for Gambia Development Projects (US$)

Year	2005	2006	2007	2008	2009	2005-09
Required*	2,700,000	3,200,000	2,000,000	2,130,000	3,300,000	13,330,000
Actual**	2,161,180	2,622,227	1,739,604	1,550,782	1,626,215	9,700,008
Gap	538,820	577,773	260,396	579,218	1,673,785	3,629,992
% Resourced	80	82	87	73	49	73

*WFP Projections (Blue Book by Year)
** WFP External Relations - Resourcing by year (March 2010)

28. **Key characteristics**. Net and gross enrolment rates for WFP-assisted schools are not available, however, the regional data presented in Table 1 is highly indicative as most schools in five regions are covered by WFP meals. According to data available from 2005 onwards, recorded in the Standard Project Reports, attendance rates for girls ranged from 76 to 94 percent and for boys from 64 to 94 percent. Completion rates for girls ranged from 70 to 95 percent and for boys from 78 to 95 percent.

Table 6: Outcome Indicator Data from Standard Project Reports (SPRs)

	Absolute Enrolment [28]		Attendance rate		Completion Rate		Transition to secondary school	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
DEV 5932.01								
SPR 2002 [29]	64,245	58,264	N/A	N/A	N/A	N/A	N/A	N/A
SPR 2003 [30]	64,961	63,032	N/A	N/A	N/A	N/A	N/A	N/A
DEV 10311.0								
SPR 2004 [31]	54,388	55,334	N/A	N/A	N/A	N/A	N/A	N/A
SPR 2005	49,163 [32]	49,555	93	92	87.8	87.6	N/A	N/A
SPR 2006	53,409	54,974	90	90	N/A	N/A	N/A	N/A
SPR 2007	53,409	54,974	94	94	N/A	N/A	N/A	N/A
DEV 10548								
SPR 2007	49,604 [33]	52,767 [34]	64	76	78	70	N/A	N/A
SPR 2008	54,661	58,705	91	92	95	95	N/A	N/A
SPR 2009	N/A	N/A	90	90	N/A	N/A	N/A	N/A

29. **Nutrition and Health support**. An objective of WFP's school feeding programme is to reduce the worm infestation rate in school-age children by 5 per cent. A total of 42,462 primary school children and 2,812 children in ECDCs received treatment of two rounds of Mebendazole and one round of praziquantel in 2002. A similar exercise was carried out in

27 While 49 percent represents new commitments in 2009, a total of $ 628,635 was carried over from the previous project, therefore actual resources were more than is stated in 2008 and 2009.
28 Absolute Enrolment: total number of children enrolled in all WFP-assisted primary schools.
29 Aggregate of pre-school, primary, and secondary schools.
30 Aggregate of pre-school, primary, and secondary schools.
31 Aggregate of pre-school, primary, and secondary schools.
32 Tot number of boys enrolled in all WFP-assisted primary schools and ECDCs.
33 Absolute enrolment: average number of boys enrolled in all WFP assisted primary schools.
34 Absolute enrolment: median or average number of girls enrolled in all WFP assisted primary schools.

2005. As a way of continuing the programme, another phase of the exercise was completed in February and March 2008 (84,039 children) and in October 2008 (66,594 children).[35]

30. **Total portfolio/handover**. While some efforts have been made to build the capacity of staff and systems to support school feeding within the MSE at national, regional and school levels, little progress has been made in institutionalizing school feeding as a government-sponsored programme. School feeding has been, and continues to be, the focus of WFP's support to Gambia, over the past three decades. School feeding represents 85 per cent of WFP's total portfolio over the entire period since 1970 and in some years school feeding was the only project. The other current emergency operation supports Senegalese refugees.[36]

31. WFP's role in the education sector has recently been enhanced as it is now the lead agency for the Education Coordination Group, comprising UNICEF, DfID, Africa Development Bank, Islamic Development Bank, BADEA and other UN Funds and Programmes and the World Bank (IDA).

32. In 2008, in response to the soaring food prices and to the increasing number of food insecure children in urban areas, it was agreed with a special support from the European Commission, that WFP would expand the geographical coverage of the ongoing school feeding programme to urban areas with the expected result that this would contribute to improve children's household food security in targeted schools in urban areas. WFP expects to implement this plan in 2010 with dedicated funding for a two-year period.[37]

33. **Key conclusions from past evaluations**. In September 1995 a WFP Thematic Evaluation of Long-Term School Canteen Projects in West Africa, covering Gambia and three other countries, concluded that school canteens: (i) can make a positive contribution to enrolment but their impact is difficult to quantify; (ii) encourage poor parents to send their children to school insofar as the former are already convinced of the usefulness of doing so; (iii) cannot be regarded as a sufficient incentive for the enrolment of girls if sociological factors discourage their going to school; (iv) play an important role in improving school attendance; (v) can contribute to the improvement of academic results as long as meals are served when pupils' attention levels begin to flag; and (vi) can contribute to pupils' diets by providing them with a balanced meal. Regarding income transfers, the evaluation found that children from poor families rarely have balanced meals at home, as their parents' income seldom allows them regularly to purchase food with a high protein and vitamin content and therefore meals taken in canteens often substitute for children's home meals and represent a substantial saving to families. Regarding sustainability, it found that neither governments nor local communities were able to take over the canteens in their present form and that terminating external aid to the canteens would mean their disappearance, and, for some of the children concerned, the end of canteens also means an end to school. Regarding food security, it noted that WFP assistance to school canteen programmes is more effective in terms of food security when such programmes address clearly-targeted populations and the most vulnerable groups of individuals within them.[38]

34. In 2004 WFP conducted the Standardized School Feeding Survey in Gambia which followed a similar survey in 2001. The 2004 report showed that lunches in schools in vulnerable rural communities had enhanced enrolment and helped in retaining students. It concluded that greater coordination, led by the government, of the local and international institutions, development agencies and NGOs active in the education sector, was required to ensure the effectiveness of the various partners' support. Increased involvement of the

35 Due to the high infestation rates in North Bank, Central River and Upper River Regions in the country, they were targeted in 2008.

36 Influx of refugees (from 2006) who were integrated into families and into the educational system also affect overall population statistics and last census dates to 2003?.

37 Interagency Assessment and Country Action Plan Identification on soaring Food Prices (2008). This proposal is a component in the overall response to the social safety nets and support to food security component of the country action plan.

38 WFP, Thematic Evaluation of Longer –Term School Canteen Projects in West Africa (CFA 40/SCP 15/5-D) September 1995.

respective government departments – health, water resources, agriculture, livestock and the national nutrition organization- was needed to address issues affecting school level environmental sanitation, personal hygiene, nutrition education, potable water supply and maintenance of vegetable gardens. In addition, the Food Management Committees and the Parent Teacher Associations needed to assume greater ownership of the school feeding programme at the school and community levels.

35. In 2006 WFP conducted an Evaluation cum Appraisal of the Gambia School Feeding. The mission concluded that the project: (i) contributed to boosting enrolment by around 24 per cent of children in pre-primary education; (ii) was maintaining regular attendance in targeted schools, with average attendance rates between 86 per cent and 98 per cent; (iii) contributed to the average drop-out rate reduction to 4 per cent in 2004/05 from 6 per cent in 2002-2003 and to the increase in the completion rate from 75 to 80 per cent in 2004-2005. However, the increase of enrolment in targeted lower basic schools was considered a result of complementary activities implemented by various partners such as UNICEF (child friendly schools), FIOH (teachers training, classrooms, kitchen and latrine construction and rehabilitation), World Bank (classrooms construction text, books, teachers training), and not attributable to the sole effect of the school feeding project. [39]

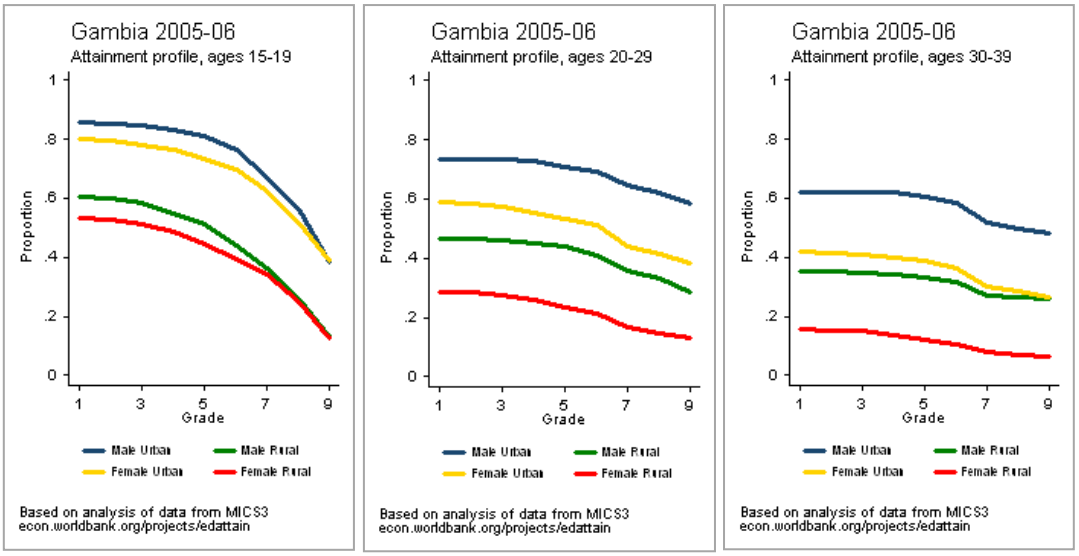
36. In 2009, Galloway, et al, published a study on School feeding outcomes and costs, using data from Gambia and three other African countries.[40] The study found that the cost for school feeding per child per year ranged from US$28 in Kenya to US$63 in Lesotho with Gambia at US$25. When standardized, using a 200 day school year and a 700 kcal ration and adjusted for pipeline breaks, the weighted mean cost across the four countries is US$40 per child per year, with Gambia at US$43. In Gambia, WFP paid for most of the school-feeding programme (82 percent), whereas the government share was 8 percent and the community contribution was 10 percent. The cost of the commodities made up the largest share of the school feeding budget, at 51 percent in Gambia 41 and, as can be seen from Table 4 above the budget for commodities ranged from 44 to 53 percent.

37. The Gambia Bureau of Statistics, multiple indicator cluster survey 2005/2006 data permitted analysis of the longer term educational achievement by studying attainment levels for different age cohorts. The three cohorts illustrated in the charts below would have gone to primary school in the 1990s, 80s and 70s in the order they are presented. These cohorts, especially in the rural areas but also in urban areas before 2000, would have been partially covered by WFP's school meals from 1970. A dramatic increase in attainment is shown from the ages 30-39 male rural cohort, where less than 40 percent attained any primary at all, to the ages 15-19 male rural cohort where 50-60 percent attained grade 5. In the ages 30-39 female rural cohort less than 20 percent achieved any primary level whereas in the ages 15-19 cohort 40-50 percent achieved grade 5. The generally poorer attainment in rural areas compared to urban ones suggest appropriate targeting of WFP's assistance in rural areas.

39 Alphonsine Bouya, Head of mission, Salha Hamdani, Sherif Yunus Hydara, Education Planner, National Consultant, Banjul, The Gambia Evaluation-cum-Appraisal Mission Report Gambia 10311.0 Support to Education in Rural Vulnerable Regions (April 2006).

40 A 2010 WFP analysis on the costs of school feeding programmes, undertaken jointly with The Boston Consulting Group, confirms the findings of the Galloway study on the costs of the Gambia SF programme. It shows that the Gambia SF programme is in the mid-range of similar (meals only) SF programmes. There are 18 meals only programmes within WFP that are cheaper than the programme in the Gambia.

41 Galloway, R, Kristjansson, E., Gelli, A, Meir, U, Espejo, F., Bundy, D. Food and Nutrition Bulletin, vol 30, no.2, 'School feeding: Outcomes and costs' , 2009. This finding has been supported by WFP School Feeding Policy with the ongoing BCG study on costing.



38. In 2008 the WFP Country Office conducted two evaluative surveys using representative samples of 307 primary level schools.[42] The surveys found that enrolment figures on the distribution list differed significantly from the enrolment figures in the schools (in 97 percent of cases). The average attendance level was found to be 70 percent.[43] Not all children present at school were eating WFP supported meals.[44] The completion rate (excluding repeaters) was 64 percent (for grade 6) as compared to the target of 85 percent. The promotion and attendance rates increased with grade level, indicating that as soon as children reached the upper grades they were more likely to be present in class and to pass. The promotion rate was lowest in grade 1 at 86 percent and in grades 4 and 5 promotion rates for the WFP sample exceeded all rural schools in Gambia.[45] Further research was recommended to find out what the specific hurdles were that children faced in the lower grades that resulted in lower promotion and attendance rates.

2. Reason for the Evaluation

2.A. Evaluation Rationale

39. A systematic analysis of the total WFP School Feeding portfolio for Impact Evaluations was conducted and the following country selection criteria were developed: i) Duration: minimum 7 years and still ongoing in 2009, ii) Size: more than 300,000 beneficiaries, iii) Modalities: a sample of different modalities (wet feeding, THR, biscuits), iv) Relative priority in the light of other planned evaluations (and/or very recently conducted ones), v) Timeliness for corporate learning: maximise synergy with WFP/World Bank initiative on 'sustainable school feeding', integrating school meals into a larger context of education and social safety nets, and vi) Country Office and Regional Bureau interest in the evaluation being conducted. These criteria led to a final selection of the following countries in which Impact Evaluations of School Feeding will take place: Bangladesh, Cambodia, Côte d'Ivoire and The Gambia. The Gambia has less than 300,000 beneficiaries but the programme has exceptionally high coverage of the national primary school age population.

42 de Koning, Jonneke WFP The Gambia, Completion Rate Study, Feb 2008. and How Many Children in Primary Schools Benefit from WFP's food assistance in The Gambia?, Feb 2008. ECDC and madrassas were excluded.
43 According to the headmasters, the reasons for parents not sending their children to school included circumcision, schools just opening, and need for children to help out on farms during harvest season.
44 While accurate estimates were not possible to collect, the main reasons were that schools don't cook on every school day, some schools cook only 4 out of 5 school days, some schools had finished their supply before the new supply arrived, not all children can afford the feeding fee and a majority of schools will not allow children to eat unless they pay and some children prefer the vendors' food to food prepared by the schools' cooks.
45 Headmasters explained that many children enter grade one long after the school year has started and it is difficult for them to catch up with the rest of the class, hence they repeat.

40. At country level, the evaluation will inform WFP's alignment with national policy/planning processes, such as the PRSP assessment expected late in 2010 as well as the preparation of a new development programme to start in September 2011 (although this may be extended in time); and serve as an evidence base for planning the hand-over strategy and the linkage with the social safety net objectives all in line with new WFP School Feeding Policy. The evaluation will address some of the issues identified for further research (see para 38 above) as it will look at school and home environments and may come up with some explanations related to the issues raised in the 2004 standardized survey and other studies. In addition, the evaluation will provide evidence that may inform the plan to extend coverage to urban areas[46] and provide useful input to the new UN Development Assistance Framework (UNDAF) (current one is 2007-2011.) In addition, it will complement the Gambia Education Country Status Report, a sector-wide analysis, addressing issues from pre-school up to higher education, conducted by the World Bank and the United Nations Educational, Scientific and Cultural Organization (UNESCO). It will focus on costs, finance, and service delivery and their impact on learning achievement, in order to identify challenges and opportunities for further policy development. It will be discussed in a national workshop with main education stakeholders in March 2011.[47]

41. From the regional bureau's perspective, the evaluation may inform approaches that can be used in similar (small) countries in the region in aligning to the new school feeding policy and in addressing the needs of those also affected by the high food price and financial crisis shocks.

2.B. Evaluation Objectives & Users

42. Like all evaluations at WFP, this evaluation serves accountability and learning purposes. The evaluation will:

> (i) evaluate the outcomes and impact achieved so far from the various modalities that have been used in relation to stated educational, gender and nutritional objectives; and
>
> (ii) evaluate outcomes and impact achieved in relation to WFP's new social safety net policy objectives (even though these were not explicitly included in the programme design) and assess the extent to which the programme has met, or has the potential to meet these; and
>
> (iii) identify changes needed to enable fulfilment of potential to contribute optimally to Gambia objectives and the objectives of the current WFP Strategic Plan and 2009 School Feeding Policy.

43. The programmes cannot be held accountable on point (ii) for achievement of objectives that were not included in the programme design. However, some unexpected and/or less explicit outcomes may already have been achieved towards these objectives. These should be recorded for learning purposes, especially as part of the baseline assessment upon which future strategy and new programme can be designed, in Gambia and possibly more widely. For this reason - in evaluation jargon – the evaluation will be primarily 'formative', rather than 'summative'.

44. Intended users an interest in the evaluation results. There are many players who have an interest in the education sector and the actual and potential contribution of school feeding as one tool to contribute to the efficiency of the education sector as well as to nutrition, food

46 The Country Office is preparing a budget revision to the current project to incorporate a Food Security project with the EU for a two year period totalling Eur 2,640,000. Component 1 targets school chidlren attending ECDC, Lower Basic and Basic Cycle schools and Madrassas located in the poorest and most food insecure parts of urban areas. (Action Fiche for WFP The Gambia Food Security).

47 MSE, World Bank, UNESCO, The Gambia Education Country Status Report Concept Note, Feb 18, 2010.

security and social protection. A selection of stakeholders will contribute to the evaluation as key informants. A detailed list of stakeholders in each category will be drawn up during the Inception Phase with the assistance of the Country Office.

45. The following identify the main intended users: the Department of State for Basic and Secondary Education at national and regional levels; other specific government ministries/departments; various multilateral agencies (especially UNICEF, World Bank, FAO); non-governmental organisations (both international and local); and WFP at headquarters, regional bureau, and country level. The Education Donor Coordination Group, led by WFP, will act as an in-country reference group for the evaluation.

2.C. Key Questions

46. Related to MDGs 1, 2 and 3, what impact and outcomes has WFP's work on school feeding contributed concerning: a) the efficiency of the education sector and impact on learning achievements? b) the achievement of planned nutritional objectives? c) economic/value transfer, food security or physical protection[48] for the most vulnerable, even though these were not intended at the outset? Within the different regions how have impact and outcomes (intended and unintended) been affected by differences in the variables listed below:

i. types of school, (ECDCs, lower/upper primary, and madrassas)

ii. when WFP or partners provided nutrition/health, water supply, sanitation or infrastructure support

iii. level of parental/community involvement in education and school feeding or both.

47. In the context of the new policy directions (in Gambia and WFP), what changes might be required to the design of interventions to increase impact, effectiveness, and sustainability, tailor-made to the core target groups (including alternatives to the direct supply of food.)

48. Has WFP's targeting strategy been designed and implemented in ways that ensure the highest possible impact? Have there been challenges or trade-offs or both between high impact choices and alignment with government and partner policy frameworks?

49. Did the observed outcomes and impact of school feeding warrant the cost associated with the programme? Could the same impacts be attained at lower costs, or higher impacts for the same resources invested?

3. Parameters of the Evaluation

3.A. Scope & Limitations

50. The scope of the evaluation will include a time period of 10 years 2001-2010 during which three different development projects have been supporting school feeding in the rural areas. All targeted areas will be covered. All different types of schools will be covered, included primary (which is divided into lower and upper primary), ECDCs and targeted madrassas.

51. For assessing effectiveness, the evaluation will consider information concerning all development projects in the 10-year period from 2001 through 2010. For assessing efficiency, information will be drawn primarily from the 5-year period 2005-2009. Information for assessing impacts and longer-term outcomes, however, may concern pre-2001 projects as well.

48 e.g. protecting girls from early marriage.

3.B. Stakeholders in the Evaluation

52. **Stakeholders in Gambia**. The evaluation team will be required to consult with various stakeholders and ensure impartiality in taking different views and perspectives on board during the evaluation process.

The main stakeholders in the evaluation include:

- School children and their families/households who receive or have received school feeding in the past are interested in whether it addresses the hunger needs of pupils while at school and whether it addresses the opportunity cost (to the families) of children attending school and thus provides an appropriate incentive to ensure enrolment and attendance. Improvements to operational design and implementation would benefit the currently enrolled children and families directly.
- Parents and teachers, who participate in the management and implementation of school feeding programmes, be it through school committees or by providing inputs (time to cook meals, provision of fire wood, etc). are interested in the evaluation as changes resulting in the manner of implementation would affect them directly. Through participation in the evaluation process, school children, parents and teachers will also be able to reflect on the indirect effects of school feeding and thus inform the evaluation about unintended and unexpected impact and outcomes (positive or negative).
- The Department of State for Basic and Secondary Education at national and decentralized (regional) levels has indicated its interest and desire to continue with school feeding and to institutionalize it eventually in their own government. As the department responsible for the Education Sector Medium Term Plan (2008-2011) and the main implementer of school feeding programme in partnership with WFP it is interested in both the accountability and learning functions of the evaluation. In particular, its interest lies in the efficiency and effectiveness of the school feeding programmes so that they best serve the country's needs, the accuracy and fairness of targeting, and the extent to which national capacities have been developed for running school feeding programmes without external technical assistance.
- Other Government of Gambia committees/ministries including the Ministry of Finance, National Planning Committee and the Ministry of Health overseeing Social Protection Policies and instruments and the Gambia Food and Nutrition Agency, National Nutrition Agency and the Nutrition Unit of Department of Agriculture that participate in various nutrition interventions and in promoting local food production are interested in the results in order to improve future programming of nutrition and safety net support using school feeding or alternative tools.
- Multilateral agencies, including the development banks. The World Bank through the Fast Track Initiative and other support together with UNICEF have had direct agreements with government and WFP on the school feeding programme. The World Bank's interest in WFP's new school feeding policy has already undertaken studies in Gambia focussing on costing of school feeding in light of the social safety net objectives. UNESCO, African Development Bank, Islamic Development Bank have strong interests in the education sector and school feeding in particular and will be interested in the learning in particular that will come of the evaluation as well as its accountability function. The results of the evaluation will feed the development of the planning related to the education and social safety net sectors and multilateral support to the same.
- Bilateral agencies have an interest as actors at national level in the relevant sectors. Some also have a direct interest in the programme as donors. Bilateral agencies also have an interest in the accountability and learning the evaluation may provide for WFP as a whole.

- Non-governmental Organizations (both international and local). A few have an interest as implementing partners, Christian Children's Fund (CCF), FIOH (classroom/latrine construction), Japanese NO Shinyuo En (cooking, serving and eating utensils) and will be interested in learning from the evaluation.
- WFP at headquarters, regional bureau, and country level, where interests range from strategic issues on WFP's approach to school feeding to advocacy and fundraising to interest in operational lessons that may apply to other countries as well as particular interest of the CO for strategic and programme planning and to provide learning that can guide the Education Donor Coordination Group, where WFP is currently the Lead Agency.

4. Evaluation approach

4.A. Evaluability Assessment

Evaluability *is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. It necessitates that a policy, intervention or operation provides: (a) a clear description of the situation before or at its start that can be used as reference point to determine or measure change; (b) a clear statement of intended outcomes, i.e. the desired changes that should be observable once implementation is under way or completed; (c) a set of clearly defined and appropriate indicators with which to measure changes; and (d) a defined timeframe by which outcomes should be occurring.*

53. Until 2009, WFP did not have a formally adopted "logical framework for school feeding" presented in one document. However, the WFP Strategic Results Framework gives important guidance under Strategic Objective 4 Reduce Chronic Hunger and Undernutrition, for which Outcome 4.2 concerns school feeding directly. The 2009 WFP School Feeding Policy includes a logical framework which carries forward indicators previously used for education and nutrition outcomes[49] and adds more.

54. It should be noted that for all WFP school feeding projects, impact indicators are not included in the typical monitoring and evaluation system of WFP, but some outcome indicators are included.

55. In Gambia, previous impact analysis of school feeding is not available and few studies or evaluations on school feeding exist. Therefore, this evaluation will need to obtain information from primary sources and develop appropriate methods to compensate for incomplete and dated secondary source information and data. Some secondary reports and data on education indicators are available, relating to outcome indicators, but incomplete. Structures to collect and maintain monitoring data systems are weak, and few studies are recent. Most WFP project documents present the Monitoring and Evaluation (M&E) system as a work in progress, almost being reinvented at the outset of each new project. Reliability of secondary data is also a challenge. Sources of information include WFP Standard Project Reports, yearly from 2001, a 2006 evaluation conducted by WFP management, Government documents including 'The Gambia Multiple Indicator Cluster Survey (MICS) 2005/2006 Report', Education Sector Medium Term Plan 2008-2011. Data and data analysis is also available on UNESCO, World Bank and other agencies' websites.

56. The project covers most of the country (excluding the Greater Banjul Area) and some areas are not easily accessible, especially in the rainy season, and therefore field data collection will need to take this into account. The CO indicates that the school calendar is decentralized to the Regions. While the exams and holiday period is from mid-July through August, that each Region effectively organizes its own holidays and recommencement dates independently.

49 In the Indicator Compendium (2006-7), 2005, and the 2007 study Food for Education Works: A Review of FFE Programme Monitoring and Evaluation 2002-2006, Aulo Gelli for WFP. The latter was commissioned by WFP, although never formally adopted. It also presented a logic model and programme theory.

57. Gambia also has a relatively small group of public and private sector organizations with research skills and whatever capacity exists is currently heavily employed by other development partners. In addition, the CO itself is small with few staff and may require additional capacity just to support the evaluation process and need for information.

58. **Educational Outcomes**. Outcome data for the schools covered by WFP for the 10 year period is extremely patchy for the indicators included in the logical framework. Incomplete information is available for some years on absolute enrolment, absolute attendance, and completion rate and gender ratio by pre-school and primary levels by gender (as appropriate).

59. The development projects in Gambia have relatively weak monitoring and evaluation systems and while some baseline surveys were completed, so far it has proven impossible to access at Headquarters (HQ) level the standardized survey results for 2001 and 2004 although some details for 2004 are available in report format.

60. The current project planned to integrate food for education activities into the cluster monitoring system, so the Department of State for Education may have some useful information. The availability of a control or comparator group will be challenging to identify as all schools in rural areas have been covered by the current project (and even predecessor ones).[50] Urban schools have a different context and therefore may not usable as a control, although may be considered a comparator group. Rural schools supported by NGOs and others have resources that may exceed that provided by national schools so also may have limitations as a control.

61. **Nutritional Outcomes**. No nutritional outcomes are mentioned in the logical frameworks for the projects. Nutrition outcome information in Gambia is dated, the most recent MICS - see above - having been completed done in 2000 and again in 2005-2006. The only health/nutrition intervention appears to be the deworming exercises, carried out on an intermittent basis.

62. **Social Safety Outcomes**. The social safety net outcomes provide a challenge in that WFP has only very recently adopted this objective for school feeding. The evaluation team will need to use the new logic model in the new WFP School Feeding Policy (2009) as far as possible to guide the evaluation in generating evidence of unplanned results already achieved and assessment of future potential. This is not 'evaluable' for accountability purposes, but can be used for learning purposes.

63. **Capacity Development Outcomes**. Capacity development outcomes have been included in the new WFP School Feeding Policy and the team will need to use the new logic model as far as possible to guide the evaluation in generating evidence of unplanned results already achieved and assessment of future potential, as for the social safety outcomes noted above. This is not 'evaluable' for accountability purposes, but can be used for learning purposes.

4.B. Methodology

64. **Mixed Methods**. This impact evaluation takes a mixed methods approach, which makes optimum use of evaluation resources and possibilities to support evaluative assessments and show developments over time in order to provide evidence for well-informed decision making in as timely a manner as possible. In the longer term, the approach to impact evaluation will be broadened to include longitudinal and quasi-experimental studies as well. It will draw on the body of existing data and research as far as possible.

65. The approach has four 'legs' (main methods), which complement each other. Data from the 'legs' will be systematically triangulated to verify and deepen insights. The combination and balance between these four different methods will be decided by the Evaluation team in

50 The CO will explore if there are specific schools that have not received food that could act as a control group.

the Inception Phase, selected as appropriate to purpose and context. They are: desk review of existing literature and stakeholder interviews to establish and assess the institutional logic of the programme, implementation strategies and allocations of resources; review of literature and secondary data; quantitative survey(s) among beneficiaries and schools, as necessary to complement existing data and ensure the evaluation team can answer the evaluation questions; and qualitative field interviews among beneficiaries and all key stakeholders. The qualitative interviews seek to deepen the understanding and analysis of the data generated by the other methods and to add substance to the indicators. Qualitative methods will include semi-structured interviews, focus group discussion, and observation. Participatory methods will be used with those intended to benefit from the programme (school children and their households) and with those most closely involved in implementation (e.g. in schools and WFP staff). Some form of tracer study of previous beneficiaries is also likely to be appropriate.

66. Survey sampling will be representative and randomised. The evaluation will seek comparative data with schools in similar settings, which have not received school feeding (a control group). In the absence of sufficient 'pure' control groups, the evaluation may compare 'before and after' data for schools where school feeding has been recently introduced. Stratification of surveys in Gambia use geographic divisions and this would appear to be most appropriate. For schools, the Completion Rate Study had a representative sample of 25 percent of the 307 primary schools (Lower basic schools and basic cycle schools). Within the school types, there are 3-4 distinct types – ECDCs, lower primary, upper primary and madrassas. In MICS, households are typically categorized into 5 wealth index quintiles and according to the ethnic group of head of households. As some baseline data is available using these strata, they could be applied for survey sampling. For food security at household and community levels, the Food Security and Nutrition Survey conducted by WFP in 2003, sampled 614 households in 68 villages randomly by a two-stage cluster method from 31 districts within the 5 divisions of the Gambia, including anthropometric data for 889 children.

67. The focus for qualitative field work will be carefully selected during the Inception Phase by the team in consultation with the Evaluation Manager and Country Office, based on the most important data gaps undermining the team's ability to answer the evaluation questions. Sequencing of the different legs of the methodology is largely dependent on international consultants as the CO indicated that national consultants available to conduct/manage surveys may be hard to find.

68. **Using Standards**. The evaluation will use established standards to assess WFP's performance. In some areas, the standards may have been set by WFP, as it is the largest player in the school feeding area. In other areas, standards are not yet defined and the evaluation team will analyze and evaluate the working tools that WFP has developed to determine whether these tools meet professional standards.

69. **Evaluation Matrix**. In the inception phase the evaluation team will develop an evaluation matrix that expands the key questions and articulates sub-questions, verifiable indicators to respond to these, and means of verification/data collection.

4.C. Evaluation Quality Assurance

70. WFP has developed an Evaluation Quality Assurance System (EQAS) based on international good evaluation practice. It sets out process maps and templates for evaluation products as well as checklists for feedback on quality for each of the evaluation products. This quality assurance does not interfere with the views and independence of the evaluation team, but ensures that the evaluation is systematically based on clear and convincing evidence and presented clearly and logically.

71. The evaluation team will be required to ensure the quality of data used in the evaluation report is checked for validity, accuracy and reliability. The evaluation report will clearly indicate limitations to the conclusions that can be drawn from the evidence. In addition, the

evaluation will benefit from an external peer review panel, which will review and discuss (by video/telephone conference and/or by email) the draft Inception Report and draft Evaluation Report. The panel will be composed of professionals with experience in school feeding, nutrition and (possibly) social safety nets/social protection.

4.D. Phases and Deliverables

Table 7: Phases and Deliverables for the Evaluation

Phase	Timing	Expected Outputs
1. Design Phase		Terms of Reference
Preparation of draft TOR by OE	March 2010	
Circulation of TOR for review	March 2010	Improved draft of TOR
Clearance of TOR by Dir, OE	March 2010	FINAL TOR
Team selection & contracting	March-April 2010	Team assembled
2. Inception Phase		
Joint meeting of all team leaders in Rome	April 2010	Briefing
Preliminary desk review of literature by team	April 2010	Drafting Inception Report
Team briefing & planning visit to Gambia (with Evaluation Manager)	May 2010	Draft Inception Report
OE quality assurance & report revisions	May 2010	Revised draft Inception Report
OE circulates Inception Report to key stakeholders for comments	June 2010	Comments matrix to team leader
Evaluation Manager and team leader review comments, consider methodology changes if necessary.	June 2010	
Clearance of Inception Report by Dir, OE	June 2010	FINAL INCEPTION REPORT
3. Evaluation Phase		
Finalise literature review	June-September 2010	Sections of evaluation report drafted
Conduct quantitative/qualitative studies	June-July 2010	Survey Report
Analyse survey results	August 2010	Sections of evaluation report drafted
Field work	Sept 2010	Team members' reports
Team leader debrief on progress	Sept-Oct 2010	Aide memoire
4. Reporting Phase		Summary/Evaluation Report (Draft) Comments Matrix
team leader drafts evaluation report	Oct 2010	Summary/Evaluation Report
OE quality assurance & report revisions	Nov 2010	Revised draft Evaluation Report
OE consolidates comments	Nov 2010	Comments matrix to team leader
team leader revises ER	Nov 2010	
Clearance of ER by Dir, OE	Nov 2011	FINAL EVALUATION REPORT
National education workshop	March 2011 (tentative)	Presentation of key findings and evidence
5. Executive Board (EB) and Follow-up		
Editing & translation	Dec 2010 – Jan 2011	Final date submission = 3 Dec '10
Preparation of Management Response	Dec 2010 – Jan 2011	Management Response
Presentation of Summary Evaluation Report & Management Response to EB	Jan 2011	EB summary approved
Dissemination of report	Dec 2010 – Jan 2011	

Note*:* Schools closed for holidays mid-July to mid-September, depending on region.

72. The evaluation will take place in five phases with timing as shown in the table below. Design phase is to establish and agree on the terms of reference, identify the evaluation team leader and team members, establish the reference group and compile background information and relevant documents for easy access of the evaluation team during the next phase.

73. Inception phase is for the evaluation team to arrive at a common understanding of the terms of reference, review documentation, develop an evaluation matrix accordingly, decide on the methodologies to be used during the evaluation and site selection for field work, assign division of responsibilities in the team and determine the logistics arrangements for

field work and the timetable for delivery of the evaluation report. This will be captured in a brief inception report.

74. Evaluation phase is to compile the evidence from documents and field work. This phase will take place in two parts: first, finalising desk review in preparation for fieldwork, so that the evaluation team goes to the field as prepared as possible; and, second, field work at community/school/and household levels, at sub-national levels, and with stakeholders in capitals. At the end of this phase the team leader will debrief key stakeholders at the Country Office, Regional Bureau & Headquarters on progress (subject to triangulation of all evidence) and the Education Donor Coordination Group.

75. Reporting phase is to present the findings of the evaluation in a concise and well-substantiated evaluation report, including the quality assurance process. The draft report will be shared with key stakeholders and for comments and revised in as much as comments are justified. Key findings and evidence may be presented at a national school feeding strategy workshop, facilitated by the WFP Country Office and the Education Donor Coordination Group, as appropriate.

76. Presentation to the WFP Executive Board and follow-up, with the purpose of reacting to and implementing recommendations that the evaluation will make.

5. Organisation of the evaluation

5.A. Evaluation team

77. The team leader for the evaluation requires strong evaluation and leadership skills and technical expertise in one of the technical areas listed below. His/her primary responsibilities will be (a) setting out the methodology and approach in the inception report; (b) guiding and managing the team during the inception and evaluation phase and overseeing the preparation of working papers; (c) consolidating team members' inputs to the evaluation products; (d) representing the evaluation team in meetings with stakeholders; (e) delivering the inception report, draft and final evaluation reports (including the Executive Board summary report) in line with agreed OE standards (EQAS) and agreed timelines. The full job description is provided separately.

78. The evaluation team members will bring together a complementary combination of technical expertise in the fields of evaluation, quantitative and qualitative methods, education, nutrition, social safety nets, food security, economics, capacity building and gender. The team leader will be internationally recruited. The remaining team members will be a mix of international, regional and national recruitment. The blend of technical areas across the team will depend on that of the team leader first. At least one team member should be familiar with WFP's work in general.

79. The evaluation team members will contribute to the design of the evaluation methodology in their area of expertise; undertake documentary review prior to fieldwork; conduct field work to generate additional evidence from a cross-section of stakeholders, including carrying out site visits, as necessary to collect information; participate in team meetings, including with stakeholders; prepare inputs in their technical area for the evaluation products; and contribute to the preparation of the evaluation report. The full job descriptions are provided separately.

80. All members of the evaluation team will abide by the Code of Conduct for evaluators (attached to individual contracts), ensuring they maintain impartiality and professionalism.

5.B. Roles and Responsibilities

81. **Reference Group**. The evaluation manager will set up an advisory reference group composed of WFP stakeholders (from school feeding units in the Policy and Programme Support Divisions, the regional bureau and key staff in the CO) and key partners in programme implementation. The purpose of the reference group is to serve as a sounding

board for early feedback on key evaluation products (e.g. the TOR and evaluation report), according to the communication milestones shown above.

82. **WFP Country Office** will also (i) provide access to information that is necessary to prepare and conduct the evaluation; (ii) be available to the evaluation team to discuss all aspects of the school feeding programme that the evaluation team considers relevant; (iii) facilitate the evaluation team's contacts with stakeholders; (iv) administratively support the contracting of Gambian consultants selected by OE for the evaluation team and/or to conduct tracer studies, who will report to the team leader and OE; and (v) arrange in-Gambia meetings and field visits, and provide logistical support during the fieldwork. HQ and Regional Bureau staff will also be available for discussion with the evaluation team and provide information.

83. **Evaluation Manager**. The evaluation will be managed by Marian Read, Senior Evaluation Officer in the Office of Evaluation (OE) of WFP. The evaluation team leader reports to the evaluation manager, who has the following responsibilities: (a) manage the process of sharing the draft terms of reference with stakeholders to obtain comments and revise the terms of reference; (b) identify and recruit the evaluation team leader and in consultation with him/her identify and recruit evaluation team members; (c) identify and set up the reference group and peer review panel; (d) organize all communications between the evaluation team and other stakeholders (WFP, reference group, etc.); (e) manage collection of documentation from within and outside WFP and make this information available to the evaluation team in an organized (f) review and exercise first level quality assurance on the evaluation products (inception report, tracer impact study reports, evaluation, and EB summary report); (g) manage the evaluation within the given budget and time.

84. **Director, OE**. The evaluation manager reports directly to the Director, OE, who will provide second level quality assurance and guidance on evaluation or technical issues, as required.

5.C. Communication

85. The evaluation will ensure communications at several milestones in the form of distributing and discussing: (a) the draft terms of reference; (b) the draft inception report; (b) briefing for the WFP Country Office and key partners at the beginning and end of the fieldwork; (c) the evaluation report. In addition, the evaluation results will be incorporated into OE's new lessons' sharing system, once it is established to ensure lessons will be accessible to users in and outside WFP.

5.D. Budget

86. The evaluation will be funded from OE's Programme Support Budget. The overall budget figure is US$ 200,000. Details are in development pending final agreement on methodology, including tracer study of impact.

Annex 2: Team Member Biographies

The evaluation team consists of a team leader, Dr. Joanne Capper, a specialist in education, and three evaluation team members. The team leader was responsible for compiling the contributions of the other team members and preparing the reports in all its drafts.

Mr. David Fleet, Economist and Social Sector Specialist provided insights on the economic analysis of education indicators, analysis of value transfer to the household level and capacity development outcomes related to school feeding.

Ms. Wanjiku Gichigi, the Food Security, Feeding Programmes and Qualitative Methods Specialist provided insights in to food security/safety net aspects of the evaluation; provided technical assistance to the Participatory Rural Appraisal (PRA) component of the survey and represented the team during the training sessions prior to the fieldwork on both the quantitative and the qualitative studies of the Impact Evaluation.

Ms. Deepa Shanadi, Nutritionist and Statistics Specialist provided insights into the nutritional component of the survey and was responsible for analysis of the quantitative data (household survey, including the food consumption survey and the five other surveys (student, teacher, headteacher, cook, and school environment checklist). She provided the analysis to the team members.

Annex 3: Evaluation Methodology and Matrix

1. Evaluation Methodology

1.A. Methodological Approach

1. The methodology to be used in this evaluation will draw from both quantitative and qualitative approaches and will compare students, schools and households in both treatment (receiving School Feeding [SF]) and control (no SF) groups. In the initial stage of the study (June, early July), data will be gathered from schools, students and households. Using the results of that data, a PRA will be developed and conducted during August, and interviews will be held with key organizational representatives in September/October to better understand the issues and information revealed in the June data collection. The months of July and August will be used to code and analyze the data, and to delve more deeply into background literature, and to analyze secondary databases (much of it very helpfully provided by the OE/WFP). In addition, using macro-level data from UNICEF and World Bank datasets, the team will compare Gambia's status on key indicators with those of other similarly developed Sub-Saharan African countries (particularly those in West and Central Africa) with and without SFPs.

2. Data from the primary data-collection efforts listed above will be triangulated with secondary information obtained in the literature and secondary data sets.

3. The primary data collection has been designed to measure outcomes and impacts articulated in the objectives of the three SFP Logframes for the WFP Country Office (CO) since 1999, and as specified in the Evaluation Matrix. The school feeding logic model also was adapted to The Gambia. The study is designed to capture beneficiary perspectives regarding the implementation, outcomes and impact of Gambia's WFP/SFP with regard to education, food security, safety net, value transfer and nutrition. Beneficiaries' perspectives are critical, because impact is a function of the appropriateness and effectiveness of activities in relation to the needs of the target population. More detailed descriptions of the school, household and PRA data-collection activities and instruments are provided below.

4. A local consultant will be contracted to manage the quantitative and PRA data-collection efforts. These tasks include: identifying, hiring and training experienced enumerators and supervisors; arranging transportation and logistics; pilot testing and revising the instruments in collaboration with the study team members; providing general oversight during the data collection; and managing the data coding and entry process. It is expected that all instruments will be pilot tested during the training of enumerators and supervisors (early June), and may be revised based on pilot results and feedback from the local contractor, enumerators, supervisors and Evaluation team members.

5. **School-level Data Collection:** Forty-four schools (22 SF and 22 non-SF) will be visited for approximately one day each, using at least one enumerator and one supervisor.[51] Individual interviews, focus groups, observations and data checks will all be used to gather a range of data regarding school feeding and its impact on enrollment, attendance, dropouts, completion and continuation to higher levels of schooling, as well as on the process and procedures of school

51 It should be noted that sample sizes are limited due to budgetary constraints, and that the Team recognizes that confidence in the findings would be higher with larger samples and more reliable data.

feeding. Data will be gathered from teachers, head teachers, students (grade 6 and in some cases grade 9), cooks and members of the Food Management Committees. Data regarding teachers' credentials, training and attendance will be gathered from head teachers, teachers and students.

6. Although Regional Education Directors will be notified of the evaluation activities in their region, they will be requested not to notify schools. Our experience in the school visit conducted during the inception phase suggested that everyone in the school had been prepped for our visit and that activities observed were not necessarily representative of a typical school day. In addition, to avoid bias favoring school feeding, we prefer that the individuals and groups interviewed at the schools not be told that this is a study of school feeding, but rather something more general, such as a study of education by the UN.

7. **Household Survey (HHS)**: A survey of 500 households will be conducted (250 treatment and 250 control) in the catchment areas surrounding each sampled school, approximately 11-12 households per school (250 control and 250 treatment). The surveys will be facilitated by enumerators overseen by supervisors trained specifically for the purposes of this evaluation.

8. The survey is intended to obtain a clearer picture of the decisions households make when choosing whether to send their child(ren) to school, specifically, the extent of influence that school feeding has on these decisions relative to other factors such as household income/livelihood, cultural practices, food vulnerability and value transfer. In addition, current data shows that a large number of children do not complete primary school, and the information gathered through the HHS should provide a better picture regarding the reasons that households decide to withdraw their child(ren) early or that children choose to leave school voluntarily. The survey will be used to contribute to the assessment of the overall impact of school feeding at the household level and details regarding household income/livelihoods, food vulnerability and value transfer will be collected in order to ascertain their influence (if any) in this process.

9. The current HHS was drawn primarily from the one used in the Kenya evaluation study and modified to suit the data needs of the Gambia Evaluation team. The Survey has been designed to gather information from households in the following areas:

- Respondents' demographics (including location, household composition etc);
- Household income and assets (levels, sources, broken down by household members);
- Household expenditure details (including education-related spending);
- Household facilities (water source, latrines etc.);
- Health status of child members; common childhood illnesses related to nutrition
- Food consumption patterns throughout the year and amounts, with particular reference to school-aged children;
- Educational history of household members (including school attendance, levels of schooling and age at completion etc.);
- Motivations and incentives for sending children to school or not;
- Involvement of school aged children in household income generating and other activities;

- Household views on the importance of education in general and benefits to the household of school feeding in particular;
- Economic benefits accruing to households from school feeding (both whilst children are participating in school feeding as well as after they leave school);
- Household coping strategies and if/how these are influenced by school feeding;
- Any other safety net interventions received by households; and
- Community involvement in schools (including Food Management Committees).

10. ***Nutritional Indicators.*** Anthropometric measurements such as weight and height, mid-upper-arm circumference and anemia were considered for use in this evaluation, but decided against for various reasons. In collaboration with WFP staff, the decision was made to assess students' and households' nutritional status through reports of household food consumption over the 24-hour period prior to the interviews. The WFP School Feeding Policy argues that school feeding enhances students' diets and provides a net increase in energy and kilocalories, as well as students' overall food consumption. The food-consumption data gathered during the HHS will allow the team to compare the food consumption of treatment and control-group students (by gender) and households on nutritional elements such as vitamin A, iron, iodine, protein and calorie intake.

11. Questions on child morbidity also are included in the HHS in an attempt to assess the extent of morbidity and school absences in children enrolled in school feeding programs and to compare these with students from control schools.

12. **Community Involvement in School Feeding:** Focus-group interviews of each school's Food Management Committee (FMC) will be conducted to gather the following information:

- the community's capacity to assist in the implementation and monitoring of school feeding activities;
- views of programme effectiveness;
- committee structure;
- selection procedures;
- gender representation and influence,;
- tasks they perform;
- overall functioning;
- understanding of their role;
- interpretation of the school feeding guidelines;
- views on the strengths, weaknesses and effectiveness of school feeding as it affects participation in education and educational achievement;
- views of school and teaching quality;
- suggestions for future SFP improvement; and
- suggestions for transferring a greater share of the responsibility for school feeding to the community.

13. Since the plan is not to inform the schools of site visits in advance, the FMC members will be identified and interviewed during the PRA community visits described below.

14. ***Participatory Rural Appraisal (PRA):*** The PRA will be conducted to shed light on some of the issues identified in the HHS and school-level data collection. The opinions and experiences of individual beneficiaries, including community leaders and home environments from 16 school communities (8 SF and 8 non-SF) will be sought during focus group discussions of households representing a given socio-economic group using PRA tools. The results of the PRA will be used to: validate findings, provide descriptions/explanations for patterns and variations, and portray perceptions of the school communities. The key informants and types of measures to be used are specified below.

Table 1: PRA Study – Likely Areas Of Exploration And Data-Collection Tools To Be Used[52]

Informants: Village Heads and Religious Leaders
• Institutional Diagram on Food Security/Safety Net – contribution of SF
• Historical Calendar (10 years): key events and changes
• Socio-economic classification of the community - based on months of food availability at household level
• Access to school or obstacles to enrolments/attendance
• Seasonal activity calendar
Informants: Food Management Committee; Cluster Monitors; Head Teacher; Teachers
• Historical Calendar (10 years)
• Trends in Attendance and performance – relation with farm labour; changes in community perceptions
Informants: Sample Households from different levels in food insecurity ranking[53]
• Seasonal Activity Calendar (labour demands on students)
• Coping Strategies; consumption patterns (role of SF on food supply at HH level)
• Monthly source of HH income

15. **Cost Efficiency and Effectiveness:** This section addresses the evaluation question relating to the cost efficiency of the World Food Programme, CO (WFP/CO) SFP (i.e. did the observed outcomes and impacts warrant the costs involved and could the same impacts be achieved at lower costs or higher impacts achieved for the same resources).

16. The approach to this question will involve relating costs incurred under the WFP/CO programs implemented between 2001-2010, to the resulting impacts (both positive and negative, foreseen and unforeseen), and comparing those with alternative means of implementing school feeding (e.g., provision of take home rations, different targeting strategies, greater degree of local purchasing, cash transfers, etc.). Likely benefits under various targeting strategies, modalities and implementation structures will be considered. Detailed discussions with WFP Country Office staff, the School Agriculture and Food Management Unit (SAFMU) and the Department of State for Education (DoSE) will be held to discuss perceived

52 Dependent on findings and issues that emerge from the first phase of the primary data collection.
53 Done by village and religious leaders.

efficiency and effectiveness of current implementation structures and to explore the potential benefits under various other scenarios generated by the team. Data generated by the Boston Consulting Group (BCG) on SF costs will be used for comparative purposes[54] and verified through reviews of other costing studies and WFP project reports.

17. During the inception mission, it became apparent, that due to pipeline breaks in funding, the size of the ration had been reduced to 50 percent since early in the 2009-10 academic year and there were days and weeks that SF was not available to schools. The team will explore the consequences of these breaks through interviews with school staff and students during the school-based data collection and during PRA exercises at household levels to assess effects of this feeding break on children and household decision-making.

18. Analyses will be validated, major differences and issues associated with various strategies examined, and a SWOT analysis conducted, all in collaboration with the Country Office and SAFMU staff, and with relevant other DoSE administrators. Lessons learned from the experience of attempting to hand over responsibility for the management of SF distribution activities to SAFMU and the subsequent return of those responsibilities to WFP will be explored with Government and WFP staff to obtain both organizations' perspective and to attempt to determine strategies that may ultimately result in a successful transition.

19. **Sample Selection**: *School Sample*. Since all basic schools in the rural regions have been receiving SF, it's not possible to identify a "pure" control group. Three alternatives have been selected. First, during the inception phase, we learned that students in grades 7-9 in the 1-9 schools were benefiting from SF, although the target group for SF is students in grades 1-6. However, students attending schools with only grades 7-9 are not receiving food, but are living in the same communities and socio-economic circumstances as those attending 1-9 schools. A sample of 7-9-only schools in the rural areas will be used as part of the control group. Although they are not the main grade-level target of WFP school feeding, they are located in the same regions as the targeted schools and students, thereby eliminating possible differences attributable to geography and location.

20. Second, the team noted that there are rural communities specified as urban, but located adjacent to targeted schools in the Western Region. A sample of those schools and households will be selected, using criteria that render them similar to those in the SFP rural areas (e.g., access to electricity, distance from markets). Advice from the WFP/CO and local data-collection contractor will be sought in selecting appropriate criteria.

21. The third group will be drawn from recently established schools in the rural regions (grades 1- 6 or 1-9) that have been recognized by the Ministry of Education, but not yet included in the SFP.

22. Each of these categories of control groups may not be a perfect match with schools in the treatment group. For example, newer schools are likely to have more students that have not previously attended school, and/or live in more remote rural areas. Only those that are similar in size and age (i.e., having been operating for several years) will be selected as control schools.

54 SF Analysis – Final Report, Bcg, February 2010.

23. For the SFP treatment schools, 22 schools will be selected from the 500 current schools in the SFP. The CO has provided the team with a list of SF schools by region, broken down by grade levels (i.e., ECD, Lower Basic School [grades 1-6], Basic Comprehensive Schools [grades 1-9], and whether they are madrassas. From this list, a number of schools were able to be selected from each of the regions in which the SFP is operating (i.e., regions 2-6) in quantities representative of the total number and level of schools in that region.[55] (Some of the control schools will be drawn from region 1.) In addition, schools will be selected to represent the various districts within regions, although there not all districts will be represented. Although schools will be selected from each region, the analyses will not be conducted by region (nor district), as the regional sample size will be far too small to be statistically meaningful. Generally, schools will be selected if they have an ECD connected to them, and if they have students in grades 1-9, although some grade 1-6 schools will also be selected. Only madrassas serving both boys and girls will be selected, as well as those that have been operating over most of the 2001-10 time period, and that have students in grades 1-6. Many madrassas serve only boys, many are quite small, and a number have been in operation for only a few years.

24. Following the actual sampling, limitations of the school sample were noted. As selecting a valid control group was problematic, since virtually all Lower Basic Schools (grades 1-6) and Basic Cycle Schools (BCS - grades 1-9) in the rural parts of the country were participating in the WFP/SFP a compromise was made by selecting control schools from a section of Region 2 not participating in the WFP SFP. In addition, because some BCS schools in the WFP/SFP regions are also feeding students in grades 7-9, some Upper Basic Schools (UBS - grades 7-9) not receiving school meals were substituted for BCS schools as controls. This selection resulted in comparability being somewhat compromised as Region 2 comprises 56 percent of the control group whereas only 14 percent of the treatment group. As a result, conclusions based on these comparisons should be viewed with reservations because of the relative weight of Region 2 schools, which are geographically closer to the capital city of Banjul and its surrounding urban areas, which influences a wide range of factors relating to the education sector and household livelihoods.

Numbers of Schools Actually Sampled by Region		
Region	Control	Treatment
2	13	3
3	2	5
4	1	3
5	4	6
6	3	4
Total	23	21
% Region 2	56	14

25. *Household Sampling*. Households will be selected randomly from Local Government authority records for each school. If appropriate records are not available, samples will be drawn

55 All sample selections were done by the evaluation study team leader, with the exception of those in region 1, for which no list was available. These control schools were selected by the local contractor.

with the assistance of the schools' head teachers. Other control households may include those not sending some or all of their children to school, but located within the SFP regions.

26. *PRA Sampling*. The PRA study will be designed to ensure a data collection strategy that is able to broadly solicit representations and views of the different food-security strata on school feeding in rural Gambia. Representation will be done by selecting school communities and individual beneficiary households within stratified food security groupings. Sampling for the PRA will be done by the Evaluation team and will be provided to the Contractor. PRAs will be conducted in 16 communities in Regions 2 and 5 only in order to limit expenses associated with travelling to all 6 regions. PRA's in the border area of region 2 will be interviewed for control schools. A minimum of 6 to 8 group interviews will be required for each strata or population group.

27. **Data Analysis:** Data obtained from the household surveys and quantitative aspects of the school visits will be entered into an SPSS database using an agreed coding system. Data from the food-consumption survey will be analyzed using Nutrisurvey, a program specifically designed to do nutritional analysis and available online at no cost.

28. The local consulting firm will be responsible for all data entry, with accuracy being of the utmost concern, but will not be responsible for the analysis of the data, which will be done by the Evaluation team members. Analyses will be conducted so as to inform the subsequent PRA, and the interviews of key governmental and organizational representatives.

29. The analyses will compare control and treatment groups, focusing on the influence of school feeding on school enrollment, attendance, completion and achievement, as well as on perceived outcomes regarding household food vulnerability and livelihoods in both the short and longer terms. In addition, analyses will aim to identify factors that may influence household decisions regarding whether to enroll or withdraw children from school.

30. The statistical approach of multiple regression will be used to identify the extent to which various factors influence the intended (desired) outcomes, such as school attendance or learner achievement. So, for example, which of the following factors account for students completing primary school - school quality, school meals, family wealth, teacher certification, mother's education, etc? Multiple regression provides weightings that indicate the extent to which each of these factors influences school completion. T-tests or f-tests will be used to compare differences between treatment and control schools. And all analyses will compare boys and girls.

31. *HHS Analysis*. contains a detailed description of the coding and analysis of the HHS.

32. *PRA Data Collection and Coding*. The precise questions and tools to be used in the PRA will depend on information gaps arising from the phase one data collection in June/July. The contractor will be responsible for entering and/or summarizing the PRA data using coding schemes developed and provided by the Evaluation team. Some flexibility in the course of analysis would allow for modifications as new categories emerge inductively and for insights to emerge from the qualitative data during analysis.

33. A pretest period for the coding scheme will be required to test the clarity and consistency of the various category definitions, which will be done by coding a sample of the data. Coding sample text, checking coding consistency and revising coding rules will be required through an

iterative process to ensure inter-rater reliability. It is expected that there will be interaction between the Contractor and the members of the Evaluation team during this phase.

1.B. Evaluation matrix

34. The Evaluation Matrix for this study is based on the objectives contained in the three project documents that describe the work of the WFP/CO during the timeframe of this study. WFP's recently-adopted School Feeding Policy (2009) includes new policy areas of safety nets, value transfer, and a platform for providing other socio-economic benefits. Although not all areas of focus in the Policy statement are reflected in Gambia's SF projects, two objectives are in the current project and listed in the Evaluation Matrix: a phased exit strategy designed in collaboration with the Government by December 2007; and the provision of capacity-building support to enhance management of food for education (FFE), including enhanced M&E through government cluster monitors.

35. The Policy document also includes a set of standards, each of which will be addressed within the context of this evaluation, not as areas of accountability or impact, but rather as documentation of current status and guidance for next steps. These standards are: sustainability; alignment with national frameworks; stable funding and budgeting; needs-based, cost-effective program design; strong institutional arrangements for quality implementation, monitoring and accountability; a strategy for local production and sourcing; strong partnerships and inter-sector coordination; and strong community participation and ownership.

36. The SF Policy also lays out WFP's role in transiting from WFP support and implementation of SF to that of the Government and local communities. Development of local capacity is a central responsibility of WFP in this transition process. The team will attempt to articulate the current status of transition on the chart representing the Stages of Transition articulated and graphed in the SF Policy.

37. Outcomes and impacts related to assessing the extent that school feeding serves as a social safety net are listed in Table 2 below.

Table 2: Assessment of Social Safety Net

Outcomes	Impacts
• Effects of the transfer value of the food received by children at school on the family's income	• Improved food security • Increased investments in household productive assets
• Changes in food consumed at home as indicated by household food consumption score	• Improved health/nutrition status of non-school going children and other household members • Decrease in reliance on negative coping mechanisms • Decrease in child labour participation

38. The school-based and household surveys have been designed to gather information directly related to each of the impacts in the three project logframes. Data will be gathered on the following variables and comparisons between control and treatment groups by gender will be made:

- Primary school enrolment, attendance, dropouts, repetitions, continuation, and completion for boys and girls in grades 1-9;

- Amount of learning achieved;
- Participation in school feeding according to degree of food vulnerability/level of wealth;
- Amount of food transfers to household (taking into consideration food that may be "replaced" by school meals);
- Nutritional value of school meal as contribution to overall nutrition inputs;
- Value of food transfers relative to income levels;
- Changes in time available for and spent on income generating activities as a result of children being in school;
- Extent of remittances paid to households correlated with educational level of those providing the remittances and whether or not they participated in SF;
- Extent of use of children in farming and other labour activities; and
- Changes in coping strategies adopted in times of food shortage (particularly where this represents a change towards less damaging coping strategies.

39. Analyses will be performed to compare the results of the survey for children who participate in school feeding and those who do not in order to identify any patterns that emerge. Since the focus on safety-net outcomes in the School Feeding Policy expects that the value transfer will be more significant for poorer, more food-insecure households, comparisons will also be drawn between households that are rated poorer/more food insecure with those that are relatively more well off and more food secure.

40. Following the analysis of the results of the household survey, a series of PRA studies will be conducted in sample school catchment areas to examine in more detail any significant patterns or surprising results arising. PRA studies will explore with households in greater detail the impact of school feeding on the household's food vulnerability situation and the decision making process that households undertake in terms of utilizing or not the economic value of a school meal where it is on offer. The PRA also will explore any longer term contributions that arise in terms of beneficiaries' longer term contributions to household food security.

41. This part of the evaluation will also seek to take into consideration other safety net/value transfers that households benefit from. Again, the household survey will generate data on the sources of any such transfers and this will be cross-referenced with information from other donor organizations operating in the areas to assess complementarity and gaps in provision.

Data collection methods

42. Several instruments and data sources will be used to collect data:

- Enrolment and attendance – records from Regional Education Offices, Cluster Monitors, WFP/CO and SAFMU will be compared with teacher and school records on day of the school visit and the number of children present/absent on that day. Teacher attendance/absence for the day also will be recorded. (Note:) We will attempt to corroborate this data with reports from those interviewed during the household survey. Improvements to enrolment data made through the work of the CSR also will be used.
- Repetition, dropouts, completion – MoBSE data set and improvements made through the work of the CSR;

- Learning achievement – Gambian Basic Education Certificate Examination, National Assessment Test and Early Grade Reading Assessment scores;
- Nutrition - Food consumption patterns and dietary intake (particularly dietary diversity and dietary quality) of households, using household informant's 24- hour recall.
- Value transfer – A study (WFP/CO No author or date reported) was conducted to explore the impact that fees for SF had on children's' consumption of school meals, attendance, capacity to learn, value transfer to households, stock balances and contributions spent on vendors' food. The strategies used in this study will be applied in the school-related questionnaires, in the HHS and PRA.
- Available data/indicators from international databases (UNICEF/World Bank Edstats) will be used to compare country indicators of similarly-developed countries participating and not participating in a WFP SF program, with Gambia's indicators.

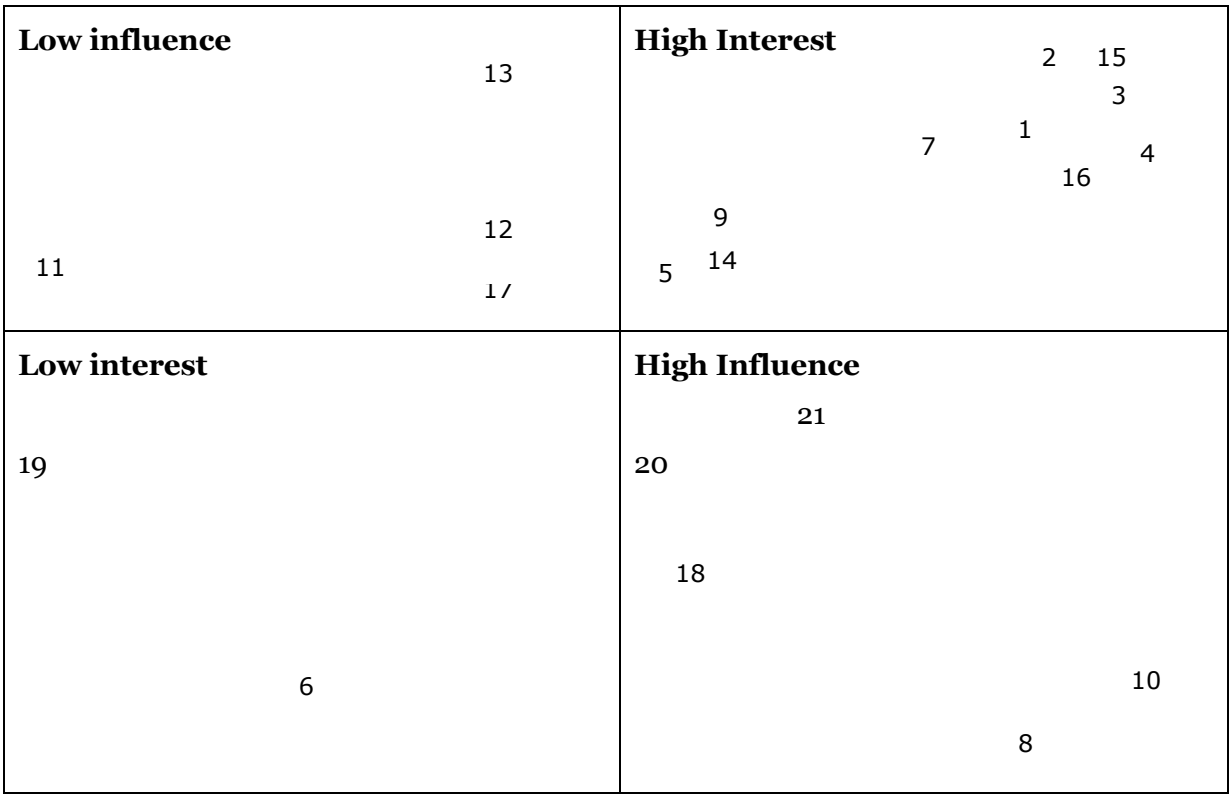
2. Subject and Stakeholders of the Evaluation

43. 2.A. Stakeholder Analysis

44. The evaluation will involve consultation with a wide range of stakeholders with roles to play and interest in the outcomes of the evaluation. Care will be taken to absorb and integrate the wide-ranging interests and views of various stakeholders in an objective manner.

45. Figure 1 provides a graphic depiction of the various stakeholders with regard to their level of interest and their role/influence over the evaluation.

Figure 1: Stakeholder Interest/Influence



Key					
1	Department of State for Education - National	**2**	Department of State for Education - Regional	**3**	SAFMU
4	Schools	**5**	Department of State for Planning and Economic Development	**6**	Department of State for Finance
7	Department of State for Agriculture	**8**	Gambia Bureau of Statistics	**9**	Department of State for Health, GAFNA, NNA
10	Beneficiaries and non-beneficiaries	**11**	European Union	**12**	World Bank, AFDB, Islamic Development Bank, Canadian International Development Agency
13	TNT, Govt. Of Italy, multilaterals	**14**	NGOs	**15**	WFP Country Office, Gambia
16	WFP Rome	**17**	WFP Logistics Unit, Gambia	**18**	Other UN agencies (WHO, UNICEF)
19	Education Joint Donor Co-ordination Group	**20**	World Bank/UNESCO CSR Group	**21**	WFP Executive Board

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Annex 5: List of persons Interviewed

SAFMU: Amadou Jallow, PEO and team.

UNDP: Momodou Touray, Programme Specialist.

Child Fund: Eustace Cassels , Country Director.

Ministry of Basic and Secondary Education: Momodou Sanneh, Deputy Permanent Secretary.

WFP Country Office: Satou Nasir Cham, Malcolm Duthie, Patrick Teixeira, Fatmata Seiwoh, Grace Njie, Jonsaba Marenah, Mba Ceesay, Mariam Sey Njai, Anjie Lee, Sarah Yehouenou.

UNESCO – NATCOM: Yahya Al-Mtar Jobe, Principal Prog. Officer, Deputy Secretary General, Ms. Maimuna Sidibeh, Sr Programme Officer for Culture, Mr. Cherno Omar Barry, Prog. Officer.

Future in our hands (FIOH): Kristina Lundahl, Programme Coordinator, School Quality Unit. Bubacarr M. L. Camara, Project Officer, Community Development Unit. Buba M. Faburay, Project Officer, Planning and reporting unit.

Ministry of Education: Momodou Jeng, Head of Inservice Unit (New Unit), Ministry of Basic and Secondary Education, Inilly Thorpe Place building, Banjul. Director of PCU, Yunus Hydara. Muhammad Jallow, Director of Planning, MOE. Alieu Saho, Economics Statistician, CSR team leader, Chapter 1. Momodou Cham, Planning Officer, Ministry of Basic and Secondary Education. Gibou Jobe, Researcher, National Training Authority. Aminata Jaiteh, Acting Principal Education Officer, Early Childhood Development Unit. Fafanding Sanneh, Senior Education Officer – Madrassas.

UNICEF: Merilxell Relano, Deputy Representative and OIC, Mariam Khan-Senghore, M&E Officer, Jenieri B. Sagria, Education Specialist.

BESPOR: Erling Petersen, BESPOR team leader.

WAEC: S.M. Grant, Deputy Director of Finance, A.A. Joof, Acting Head, TDD,B.S. Secka, Acting Head of Research, Jalamana Jobarteh, Head of Computer Services Department.

Region 1 Directorate: Nabani Darboe, Education Officer, Basiru Mbenga, Principal Education Officer, Anna B. John-Ceesay, Regional Director.

National Nutrition Agency (NaNA): Isatou Jeng Ngom, Principal Programme Officer, Amat Bah, Deputy Executive Director.

Gambia College: Isatou Ndow, Head of School of Education

Other: Momodou K Cham, Director of Planning, Ministry of Planning and Economic Development, Fausto Perini, Economist, European Union (EU), Alasan Bah, Project Co-ordinator, Rural Finance Project, Saite Saine, Regional Director, Regional Education Directorate, Kerewan, Njaga Kahn, Community Development Officer, Department of Community Development, Kerewan.

Annex 6: Expanded Findings on Child Health and Nutrition

Results: Household Dietary Diversity Score (HDDS): Comparing between regions, Region 6 had the lowest HDDS score (5.3 food groups) and their range also was the lowest (1 to 8).

Table 1: Household Dietary Diversity Score Between Regions

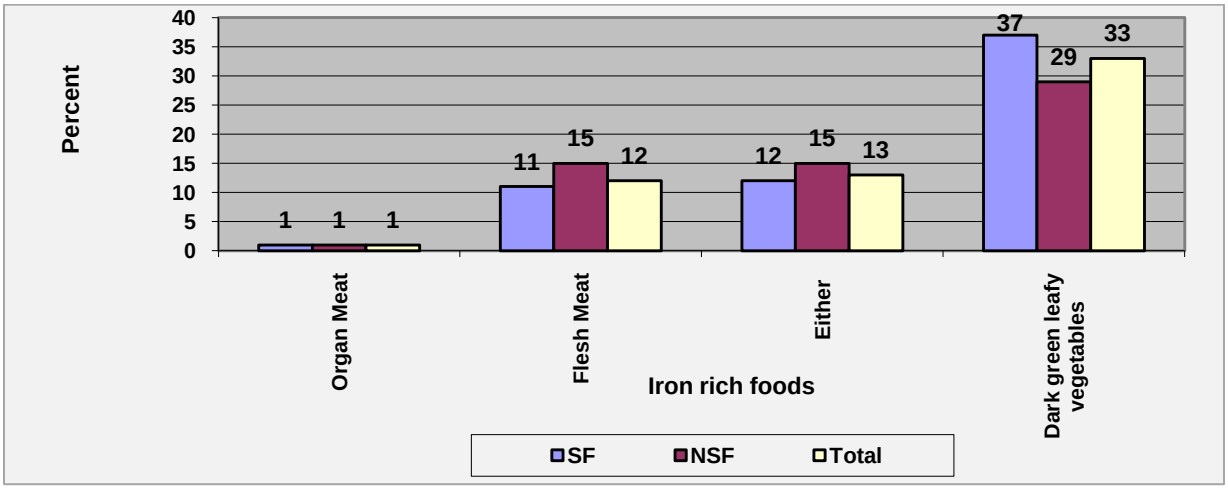
	Mean HDDS score	Minimum	Maximum
Western (Region 2) (N=199)	6.2	2	10
North Bank (Region 3) (N=89)	6.7	4	10
Lower River (Region 4) (N=60)	6. 4	5	9
Central River (Region 5) (N=92)	6.4	3	9
Upper River (Region 6) (N=83)	5.3	1	8

Results: Food consumption:

Table 2: Percent of households consuming foods in 24 hours prior to survey

Type of food	SF (N=317-334)	NSF (N=179-189)	Statistically significant difference?	Food Group
Cereals and cereal products (e.g. sorghum, maize, spaghetti, pasta, rice, bread)	100	99.5		Cereals
Fish: Fresh or dried fish or shell fish or smoked, salted, fried	90.3	92.6		Fish
Other vegetables (e.g. tomatoes, egg plant, onions, cabbages)	88.2	95.2	P<.05	Vegetables
Sweets: Sugar, honey, sweetened juice, soda/sugary foods such as sweets	90.6	87.8		Sugars
Oils/ fats (e.g. cooking fat or oil, butter, mayonnaise, margarine)	56.2	81.0	P<.001	Oil
Vitamin A rich fruits: Ripe mangos, papayas, watermelon	25.7	66.9	P<.001	Fruits
Pulses legumes or nuts (e.g. beans, lentils, groundnuts, cowpeas, dried peas	70.9	52.0	P<.001	Legumes
Condiments, spices and beverages like royco, garlic	71.8	46.3	P<.001	Misc.
White tubers and roots: White tubers, white potatoes, white yams, cassava or foods from roots, white sweet potatoes	16.1	30.6	P<.001	Tubers & roots
Dark Green leafy vegetables: Including wild ones & locally available vitamin A rich leaves such as cassava leaves.	37.2	28.6		Vegetables
Milk and milk products (e.g. goat, cow, fermented milk, powdered milk)	25.5	23.7		Milk
Flesh meat and offals: Meat, poultry, offal (goat, sheep, beef, poultry)	11.4	14.7		Meat
Vitamin A-rich vegetables and tubers: Pumpkin, yellow fleshed sweet potatoes	11.6	11.4		Vegetables
Eggs	6.0	9.3		Eggs
Other fruits	4.2	6.1		Fruit
Organ meat (Iron rich): Liver, kidney, heart or other organ meats	1.0	1.1		Meat

Figure 1: Percent of households that consume iron rich sources of in the past 24 hours of survey



Results: Dietary Patterns

Table 3: Foods consumed by ≥30 percent of households by dietary diversity tertile in The Gambia

Lowest dietary diversity (≤ 3 food groups)	Medium dietary diversity (4 and 5 food groups)	High dietary diversity (≥ 6 food groups)
Cereals (87%)	Cereals (100%)	Cereals (100%)
Sweets (33%)	Other vegetables (e.g. tomatoes, egg plant, onions, cabbages) (75%)	Dark green leafy vegetables (41%)
Pulses, Legumes, Nuts (33%)	Fish (87%)	Other vegetables (e.g. tomatoes, egg plant, onions, cabbages) (98%)
	Pulses legumes or nuts (56%)	Vitamin A rich fruits (44%)
	Sweets (81%)	Fish (94%)
	Condiments (47%)	Pulses legumes or nuts (65%)
		Milk and milk products (32%)
		Oils/Fat (79%)
		Sweets (94%)
		Condiments (68%)

Results: Child Health: Other Illnesses: Out of those households that had children 3 to 18 years old, 31 percent of respondents from SF households reported other illnesses, while only 21 percent of respondents from Non School Feeding (NSF) households reported same. The most common illnesses mentioned were the following from SF households: fever (45 percent), fever with chills like malaria (24 percent), and coughs or colds with difficulty in breathing (9 percent). In NSF households, respondents mentioned fever (61 percent), coughs or colds with difficulty breathing (10 percent), and fever with chills like malaria (8 percent). Respondents from SF households mentioned fever with chills like malaria (24 percent) much higher than respondents

from NSF households (8 percent). Furthermore, respondents from both households reported children missing school due to the illness similarly (36 percent and 38 percent for SF and NSF households respectively).

Table 4: Other illnesses mentioned by households with children 3 to 18 years old

	SF %	NSF %	Total %
Fever	45	61	49
Coughs or Colds with difficulty in breathing	9	10	9
Diarrhea	6	5	6
Fever with chills like malaria	24	8	20
Intestinal Parasites	<1	2	1
Measles	<1	<1	<1
Skin Infections	7	4	6
Other	2	3	3
Body Pain (Abdominal, Kidney, Tooth, Ear, Stomach)	8	5	5
Pneumonia	<1	<1	<1
Asthma	<1	1	<1
Sore Throat	<1	0	<1
Ringworm	<1	0	<1

Results: Child Health: Use of Bednets

The MICS 2005/6 report states that malaria is a leading cause of death of under-5 children in The Gambia. It also contributes to anaemia in children and is a common cause of school absenteeism. 72 percent of children aged 3 to 18 years old from SF HH reported using a bednet at night while 60 percent reported the same from NSF HH. This was statistically significant, ($p<.001$). However, 24 percent of the children 3 to 18 years old from the SF households reported experiencing fever with chills like malaria, compared to only 8 percent in the NSF households. This was statistically significant, ($p<.001$). The overall percentage for both groups was 68 percent which is similar to the MICS 2005/6 survey in which 63 per cent of under-5 children slept under a bednet the night prior to the survey interview. They were then further asked if they had taken any medicine for fever or malaria within the past 12 months and once again, children from SF households reported a higher percentage; 43 percent of those children from SF HH and 33 percent of children from NSF HH reported, "yes." This difference was statistical significant, ($p<.001$).

Out of those HH with children between 3 and 18 years old and who responded to the child health questions, data suggests that child health status is similar between SF and NSF HH.

Results: Child Health: Hygiene and Sanitation

All households were asked the following: "How do you and your family wash your hands before eating at mealtimes?" This is an important question because malnutrition can be directly and indirectly be induced by unsafe water, inadequate sanitation and insufficient hygiene, (Pruss-Ustun, 2008). 56 percent of SF households reported using "water only in a bowl," followed by, "running water only" (27 percent), "water and soap in a bowl" (10 percent), and "running water and soap" (8 percent). Responses were similar in NSF households also. 60 percent of SF households also reported "water in a bowl," followed by "running water only" (21 percent). "Water and soap in a bowl" and "running water and soap" also were reported by 13 percent and 6 percent of NSF households respectively. This data suggests to encourage households to wash

hands with running water and soap. Follow-up should be carried out on why majority of households are choosing to wash their hands with "water only in a bowl" over "running water."[56]

Table 5: Percent of households using following methods to wash hands before meals

	% SF (N=334)	% NSF (N=189)	% Total (N=523)
Water only in a bowl	56	60	57
Running water only	27	21	25
Water and soap in a bowl	10	13	11
Running water and soap	8	6	7

Households also were asked, "How do those people preparing/cooking meals wash their hands before preparing the meal?" Responses once again were similar between SF and NSF households. "Water only in a bowl" was reported by 45 percent of SF households and 48 percent of NSF households, followed by "running water only" reported by 25 percent of SF households, and water and soap in a bowl (21 percent), and "running water and soap" (9 percent). One household said, "never". In NSF households, "water and soap in a bowl" was the second most common response (24 percent), followed by "running water only, (18 percent). Two households (1 percent) reported "don't wash" hands."

Inadequate disposal of human excreta and personal hygiene is associated with a range of diseases including diarrhoeal diseases and polio, (GBoS, 2007). When households were asked, "What kind of toilet facility do your household members used,"[57] similar responses were once again given by both groups. 90 percent and 91 percent of SF and NSF households reported using a "traditional pit latrine," followed by "ventilated improved latrine," 5 percent and 8 percent of SF and NSF households respectively. Nine SF (3 percent) households reported "going to the bush" while only 1 NSF household reported the same. Three (1 percent) SF households each reported flush ceramic sink/bowl latrine and pour flush ceramic latrine and 1 NSF household each reported the same. Data from the 2005 MICs data indicated that use of improved sanitation facilities is strongly correlated with wealth and is profoundly different between the urban and rural areas, (GBoS, 2007). *However, no difference was found in this evaluation between vulnerability groups and type of toilet facilities used.*

Table 6: Type of toilet facilities used by households

	% SF (N=335)	% NSF (N=189)	% Total (N=524)
Traditional pit latrine	90	91	90
Ventilated improved latrine	5	8	6
Going to the bush	3	1	2
Flush ceramic sink/bowl latrine	1	1	1
Pour flush ceramic sink/bowl latrine	1	1	1

The main source of drinking water was reported to be piped tap by both types of households (64 percent SF households and 76 percent NSF households respectively). Protected well was reported by 25 percent and 18 percent of SF and NSF household respectively, followed by unprotected well (8 percent and 4 percent of SF and NSF households respectively), followed by borehole (3 percent each).[58]

56 MICS survey only looks at source of water for hand washing.
57 MICS survey also asks about kind of toilet facility used, but answer choices are different from the household survey used in this evaluation.
58 MICS also asked about source of drinking water, but answer choices are different.

Table 7: Source of drinking water for households

	% SF (N=335)	% NSF (N=189)	% Total (N=524)
Piped tap	64	76	68
Protected well	25	18	23
Unprotected well	8	4	6
Borehole	3	3	3

Table 6: Anthropometric Data for Children (0-59 months) by Region

	National	Banjul Region 1		Western (Brikama) Region 2		North Bank (Kerewan) Region 3		Lower River (Mansakonko) Region 4		Central River (Janjanbureh) Region 5		Upper River (Basse) Region 6	
	% of children	% of children	Absolute n. of children	% of children	Absolute n. of children	% of children	Absolute n. of children	% of children	Absolute n. of children	% of children	Absolute n. of children	% of children	Absolute n. of children
Underweight (MDG 1, weight for age- severely and moderately malnourished)													
MICS year 2010	NA *(Not available)*	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
MICS year 2005/6	20.3	22.5	196	19.6	1413	28.9	823	33.1	404	29.9	682	28.5	914
MICS year 2000	17.1	7.2	30	13.2	717	26.4	482	22.3	83	38.3	90	30.9	535
Wasting (acute malnutrition, weight for height)													
MICS year 2010	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
MICS year 2005/6	6.4	4.4	196	9.3	1413	8.6	823	8.7	404	4.0	682	6.3	914
MICS year 2000	8.2	3.3	30	5.5	717	11.5	482	7.3	83	20.1	90	12.1	535
Gambia Vulnerability Analysis 2003 (6- 59 months)	NA	NA	NA	6.4	NA	4.9	NA	8.9	NA	11.1	NA	8.6	NA
Stunting (chronic malnutrition, height for age)													
MICS year 2010	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
MICS year 2005/6	22.4	24.4	196	26.4	1413	47.3	823	39.8	404	38.7	682	34.6	914
MICS year 2000	19.1	17.0	30	18.8	717	34.3	482	28.8	83	44.7	90	29.4	535
Gambia Vulnerability Analysis 2003 (6- 59 months)	NA	NA	NA	22.7	NA	21.	NA	25.9	NA	30.3	NA	32.5	NA

Annex 7: Further Explanation on Quality Standards

Capacity Building/Sustainability

1. WFP's Strategic Plan 2008-11 (extended to 2013) sets out its approach to transitioning from a food aid to a food assistance organisation. Strategic Objective 5 of the plan, to strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase, includes the following goals:

- To use purchasing power to support the sustainable development of food and nutrition security systems, and transform food and nutrition assistance into a productive investment in local communities;
- To develop clear hand-over strategies to enhance nationally owned hunger solutions; and
- To strengthen the capacities of countries to design, manage and implement tools, policies and programmes to predict and reduce hunger.

2. In line with this refocusing of priorities and in accordance with the above stated goals, the organisation's approach to school feeding is summarised as follows on WFP's website (http://www.wfp.org/our-work/preventing-hunger/school-meals/new-approach-quality-standards)

"WFP is changing its approach to school meals. In line with the 2008-2011 Strategic Plan, WFP is transitioning from a food aid to a food assistance organization. School meals are moving away from individual, isolated projects to more strategic and comprehensive approaches.

WFP is gradually moving away from direct implementation of school meals and working on enabling government ownership, developing capacity and accountability while ensuring hunger, food security and nutrition are high on national agendas."

3. A set of 8 quality assessment standards, which are aspirational in nature, have been developed to guide the design and implementation of sustainable school meals programmes and these standards have been drawn on in order to assess both the current status of school feeding in The Gambia and also to assess the likely impacts of measures undertaken at the level of the CO .

4. It is understood that these standards have been formally adopted since the design of the programmes being evaluated and as such, any lessons to be drawn from progress made will be highlighted for the purpose of learning lessons and informing the future design of programmes as opposed to being used for assessing accountability. The following paragraphs set out the 8 quality standards along with a summary of progress made and a rapid assessment of the status of each of them as conditions apply currently in The Gambia.

5. **Quality Standard 1: A strategy for sustainability.** *Elements of sustainability are embodied in a comprehensive roadmap, a transition strategy that will be agreed upon with government and WFP and all school meals stakeholders, by including milestones, timing, targets and benchmarks for achievements.*

6. The current project document (Project 10548) makes reference to the future sustainability of school feeding in The Gambia, stating that WFP will help to "enhance government capacity to phase-in sustainable FFE activities", and identifies one of the outputs of the project as being "a phased exit strategy designed in collaboration with the Government" to be put in place by December 2007. The intention for WFP to gradually decrease its contribution to the SF programme alongside an increasing contribution from government was clearly stated in the project document, although with no schedule specified nor any reference to the amounts involved.

7. Interviews with DoSBE senior officials (Permanent Secretary and Deputy Permanent Secretary) confirmed the government's awareness of the potential limit to WFP support to school feeding in The Gambia in the long run and the PS stressed this fact at a debriefing on

the initial findings of the evaluation team during a workshop held with government education staff, the WFP Country Office and partner organisations on October 5th 2010.

8. That being said, interviews with the Country Office staff confirmed that the planned exit strategy has not yet been developed. Concentration of efforts on dealing with the global food/economic crisis in 2007/8 and capacity limitations within the DoSBE are quoted as being the main constraints. The Country Office itself has, however, begun to engage with government on the subject of moving towards a national school feeding programme, albeit on a small scale and a more informal basis, as is evidenced by the awareness of senior officers within the DoSBE and their efforts to communicate the necessity of preparing for "handover" of the FFE programme in years to come. A formal process for developing a definitive strategy is yet to be developed but there are a number of steps being taken in the development of the other quality standards which are pre-requisites (it is not a linear process) for the development of such a strategy (see below).

9. **Quality Standard 2: National policy framework.** *National planning for school meals should ensure that the government has identified the most appropriate role for school meals in its development agenda, Poverty Reduction Strategies, education, nutrition or social protection sectors, or in sectors policies or plans which form the basis for basket funding or sector-wide approach that determine the allocation of donor resources.*

10. Under the government's Strategy for Poverty Alleviation I, launched in 1992, and which consisted of four pillars – (I) Enhancing the Productive Capacity of the Poor, (II) Enhancing Access to and Performance of Social Services, (III) Local Level Capacity Building and (IV) Promoting Participatory Communications Processes – the provision of school meals was identified as a key target of the programme to expand basic education under Pillar II.

11. An interim PRSP following on from the SPA and developed in 2000 provided revised objectives which were: (1) to integrate Poverty Reduction as part and parcel of economic growth, (2) to build on existing participatory processes in order to institutionalise participation in development, (3) to identify the broad priority action areas for poverty reduction, and (4) to identify the institutional capacity constraints and lay the foundations for improved systems and processes for public resource management. This was followed by the full PRSP (2003-5) which recognised the long-term nature of poverty and the need to be comprehensive in its approach to all policy matters, covering governance, budgetary management, macro-economic stability and structural reforms, and to involve all stakeholders in the extensive monitoring of the strategy's outcomes. The strategy also recognised the need to provide social safety nets for the poor.

12. The Education Investment Programme under PRSP I focused on pro-poor investments targeting areas where participation of the poor was the least and aimed to address factors that limited participation. However, no reference was made to school feeding, either as a strategy for improving enrolment and attendance or to improve nutrition as a means of increasing performance of students.

13. PRSP II (2007-11) focuses on five major pillars: (I) Create an Enabling Policy Environment to promote Growth and Poverty Reduction, (II) Enhance the capacity and output of productive sectors: Agriculture, Fisheries, Industry, Trade and Tourism, with emphasis on productive capacities of the poor and vulnerable populations, (III) Improve Coverage of the basic social services and social protection needs of the Poor and Vulnerable, (IV) Enhance governance systems and build the capacity of local communities and Civil Society Organizations (CSOs) to play an active role in economic growth and poverty reduction, and (V) Mainstreaming poverty related cross-cutting issues into poverty reduction.

14. There are no specific references to school feeding as a strategy within PRSP II. However, at the basic education level, one of the stated focuses of PRSP II is on ensuring a school environment conducive for teaching and learning, under which school feeding and infrastructure supports such as school canteens can be said to lie. Furthermore, school

feeding is mentioned in the PRSP II Annual Progress Report for 2007, noting its objectives to increase enrolment, attendance and completion rates.

15. The government's Education Policy 2004-15 clearly references school feeding and its role in improving learning by increasing the nutritional intake of children: *"The integrated approach of addressing the nutritional needs of the learner through school feeding/canteen schemes will be enhanced and the provision of a conducive environment that takes cognisance of the importance of hygiene, water and sanitation promoted."*

16. The policy also states the government's intention to expand the school feeding programme and to support infrastructure requirements in support of school feeding through the establishment of school canteens along with partner organisations. Again, the focus for this policy is on improving the nutritional standards of school children as opposed to recognising school meals as providing an incentive to enrolment and attendance.

17. The policy includes the development of the School Agriculture and Food Management Programme designed to support government's efforts towards achieving the Education for All goals and national objectives of poverty reduction "through the fostering of an appreciation of agriculture as a sustainable livelihood skill". It is envisaged that inputs will be provided to strengthen and improve the productivity of agricultural programmes "to supplement and complement the WFP supported school feeding programme in the short and medium terms, paving the way for sustainability". School farms and gardens are identified for enhancement for use as learning resource.

18. Government strategy on school farms and gardens, as they relate to school feeding, is specified in a rudimentary National School Garden Strategy, which aims to facilitate effective implementation of programmes and provide a significant contribution to the SF programme. The strategy sets out a range of focal areas relating to agriculture and livestock production, establishment of school canteens and sensitisation/mobilisation for "Home Grown Food for Education" as well as brief details on strategies to be employed, which include provision of inputs, training, development of manuals/guidelines, competitions, M&E, community mobilisation, media campaigns, workshops etc. Draft workplans for the implementation of the strategy are also provided.

19. However, the World Bank publication "Rethinking School Feeding: Social Safety Nets, Child Development, and the Education Sector" (World Bank 2009) warns against the presumption that school farms and gardens can make significant contributions to the sustainability of school feeding programmes. The document makes the point that "expecting children and their teachers to grow food on a production scale is exploitative and an inappropriate use of the education system" and that the level of production of most school gardens would be insufficient to produce the required amount of food. Discussions with the WFP CO staff indicated reservations with this approach taken by the Government, due to limited previous success, but as a compromise, the CO has agreed to part fund (with FAO and the Rural Finance Project, funded by International Fund for Agricultural Development [IFAD]) a pilot project covering 40 school gardens to assess the extent to which such a strategy might be feasible prior to any large scale roll-out. The project will be implemented utilising strict selection criteria, which include availability of water supply and land, and involve a number of government and partner organisations including Peace Corps Volunteers, FIOH (NGO), SAFMU, the National Nutrition Agency (NaNA), and the Forestry Department which together will provide training and technical inputs in order to maximise the potential success of the project.

20. It is noted that The Gambia is a net importer of food with high levels of poverty. The household survey conducted as part of this evaluation revealed that approximately 60 percent of households in the school feeding rural areas (where agriculture is the main livelihood) grew enough food to last 6 months of the year or less, suggesting it would be a huge challenge for communities to contribute significantly to school gardens for the production of the quantities of food required for school meals.

21. The Government Education Sector Strategic Plan 2006-15 makes a brief reference to school feeding, indicating that meals will be provided for students in all the regions, but noting the large fiscal burden that the programme incurs. WFP's role in supporting FFE is recognised within the strategy as contributing to the realisation of the goals of EFA, and it is stated that such support helps "to facilitate access and the retention of students" at the lower basic level.

22. In the DoSBE's Education Sector Medium Term Plan 2008-11, the provision of school lunches through the Food for Education Initiative is identified as a contributor to increasing education opportunities and WFP's contribution to the resourcing of the sector plan via its contribution to school meals is explicitly recognised.

23. The sector policy and strategy are implemented via a sector-wide approach (SWAP) to which all donors active within the sector contribute. The SWAP is accompanied by a medium-term expenditure framework (MTEF) which sets out detailed resource requirements broken down by priority areas, along with identified funding commitments from both government and donors and identifies funding gaps in both investment and recurrent budgets.

24. Overall, whilst school feeding and associated activities such as supporting school farms and gardens are referred to in a number of national policy and strategy documents, these remain to be developed into coherent national strategies beyond the programme cycles of WFP funding.

25. **Quality Standard 3: Stable funding and budgeting.** *Stable funding is a prerequisite for sustainability. As the programme becomes national, it needs a stable funding source independent of WFP. This funding may be through government core resources or through development funding. In the long term, a national budget line for school meals is needed.*

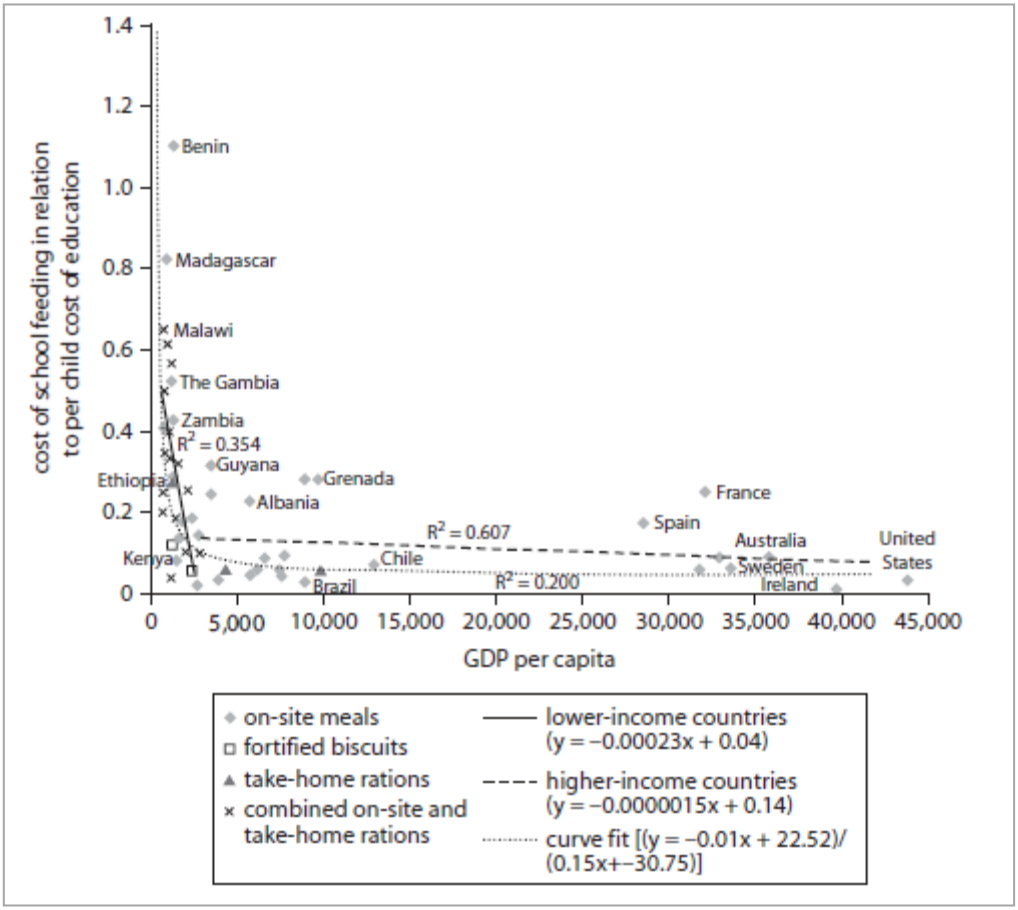
26. As mentioned above, the Education SWAP encompasses a MTEF, which sets out funding requirements and resource commitments from both the Government and donors. The Education Sector Strategy 2006-15 identified funding commitments from WFP and highlighted that these were for the provision of school meals. However, the level of detail of the budget does not go down to a budget line for school feeding and the WFP contribution comprises part of the overall costs of basic education. Some important observations have been made by the evaluation team regarding the financing of the requirements of basic education within the strategy as well as the updated Medium Term Sector Plan 2008-11:

- The funding gap for the basic education component was 61.5 percent of requirements of the 2006-15 strategy;
- Within the overall education budget, there was a funding gap of approximately 66 percent of the investment budget and 60 percent of the recurrent expenditure budget;
- In the Medium Term Plan, the funding gap was estimated at 43 percent of investment expenditure and 32 percent of recurrent expenditure;
- A significant part of the reduction in the funding gap was due to the Gambia qualifying for Heavily Indebted Poor Country and Multilateral Debt Relief Initiative (MDRI) funding, enabling increased government allocations.
- It is significant that only 15 percent of the recurrent expenditure and 18 percent of investment expenditure is covered by government contributions in the Medium Term Plan

27. Within this funding context, the WFP contribution to the FFE programme constitutes 99 percent of its overall cost, with government contributing just 1 percent (BCG 2009) in respect of staff allocated to implementation of the programme (essentially within SAFMU and Regional Education Offices). The extent of the reliance on WFP funding is further highlighted in Figure 1 below. Figures are based on education costs per child from the

UNESCO Institute for Statistics, and school feeding costs per child calculated from country programme documents and WFP reports. The cost per child of the school feeding programme for the Gambia is equivalent to over 50 percent of the overall cost of education per child, which has significant implications for potential sustainability in both the medium and long terms.

Figure 1: Ratio of per Child Cost of School Feeding in Relation to per Child Cost of Basic Education, versus GDP per Capita



Source: "Rethinking School Feeding: Social Safety Nets, Child Development, and the Education Sector" by Donald Bundy, Carmen Burbano, Margaret Grosh, Aulo Gelli, Matthew Jukes, and Lesley Drake, World Bank 2009

28. Based on figures produced by the CSR team in July 2010, The Gambia spent 17 percent of government recurrent expenditure on education (excluding debt interest) in 2009. Whilst this is low relative to other ECOWAS countries, it represents an increasing share of GDP, rising from 1.9 percent in 2007 through 2.2 percent in 2008 to 2.3 percent in 2009 (although down from 3.2 percent in 1998 and 4.1 percent in 2001: Source: PRSP I)

29. However, whilst Gambia benefits from debt relief having qualified in 2007 for Heavily Indebted Poor Country funding, the country remains heavily indebted and some of the gains from relief have been eroded by the global financial slowdown 2007 onwards (Source: CSR review Presentation, July 2010). The International Monetary Fund (IMF) staff report for the 2010 Article IV consultation (The Gambia—2010 Article IV Consultation: Staff Report, Statement by the IMF Staff Representative, Public Information Notice on the Executive Board Discussion, and Statement by the Executive Director for The Gambia, IMF September 2010) suggests that whilst the country is making macroeconomic progress, with GDP rising at an average of 6 percent p.a. from 2007-9 and the prospects are relatively positive for continued growth in the coming years, recent funding of higher than planned government

expenditure has been financed by short-term domestic debt, placing the progress achieved for macroeconomic stability at risk if this is not rectified.

30. The need to maintain fiscal discipline would imply that there are limited prospects for additional revenues becoming available in the short-term to finance increased expenditures in the education sector as a whole, and for the large amounts required for school feeding in particular.

31. Currently, almost 100 percent of the basic education recurrent budget is taken up by staff salaries and subventions to Grant-in-Aid schools and Madrassas meeting government standards and the majority of the other recurrent expenditures, such as school operating costs, are financed externally (CSR Presentation July 2010). This is within the context of the 17 percent of government recurrent expenditure allocated to education, which, as mentioned above, is below average for ECOWAS countries. Given the wide range of improvements required in the provision of basic education, there are consequently many competing demands for additional expenditure on the basic education budget.

32. Whilst the macroeconomic situation is improving slowly (over the medium term, GDP growth is projected to pick up to about 5½ percent per year, IMF 2010), the scope for raising large-scale additional finance internally for the education budget in the short term appears limited. Although Gambia's domestic revenue base is relatively high compared with other African countries with similar levels of GDP (between 2000 and 2009, domestic revenues captured an average 18.3 percent of GDP, 20.3 percent for the last five years and 19.4 percent in 2009), this implies that the tax burden is also relatively high, which may restrict the potential for increasing it further. With other government departments also competing for any additional revenues accruing from increased economic growth, the challenge faced by DoSBE in securing significant additional resources for school feeding will likely be a difficult one.

33. As noted above, The Gambia is a Heavily Indebted Poor Country and capital expenditure is mostly supported by foreign funding through grants and loans. The total amount of foreign funding represents 7 percent of the GDP during the last five years (CSR 2010). The IMF Staff Report of September 2010 on the 2010 Article IV Consultation also notes that currently, the EU is delaying planned budget support to the country over concerns relating to political and human rights issues to the tune of €25 million over 3 years or about 1½ percent of GDP a year. The report observes that, although dialogue with the EU is ongoing, should the delay be extended further, the authorities have agreed that a corresponding fiscal adjustment would be necessary to maintain macroeconomic stability.

34. Given the fact that the current SF programme is experiencing a shortfall in funds (food has been provided on half rations since January 2010, with no definite end to the shortfall in sight), the potential for raising additional funding for a government run programme of SF from external sources may be similarly challenged.

35. The WFP CO is fully aware of the challenges involved in raising the necessary level of funding required to run a nation-wide programme of SF and has developed its own country-based strategy in line with WFP's decentralised procedures (WFP The Gambia: Resources Mobilisation Strategy 2010-2012). The strategy seeks to broaden the donor base in a joint resourcing strategy with government and covers multilateral donors and funding windows, strategic partnerships with UN agencies and the private sector, as well as seeking increased cash and in-kind contributions from government.

36. Government commitment to resource mobilisation for SF as a social protection measure is demonstrated by its recent approach to the EU for assistance from its reserve funding provision for The Gambia in order to finance the extension of SF to some of the urban areas in response to the global food crisis. These funds could have been used for alternative purposes, but government chose, with support from WFP, to engage in an extended dialogue with the EU to secure funding from an institution which generally favours cash transfers

over SF for social protection measures (Source: interview with Senior Economist at EU Delegation).

37. **Quality Standard 4: Needs based, cost-effective quality programme design.** *School meals programmes should be needs and design based according to a correct assessment of the situation in the country. Programme targeting is important to select the correct beneficiaries and to choose the right modalities of food delivery and a food basket with the right quality. Complementary actions such as food fortification and deworming should be a standard part of any school meals programmes.*

38. The WFP financed SF programme is currently targeting the rural areas in Gambia (part of Region 2, and Regions 3-6) as these are the most food vulnerable areas with the lowest school enrolment rates. Previous projects have also funded urban areas (part of Region 2 and Region 1) but higher enrolment rates and lower uptake of the school meal in these areas were the basis of phasing out. However, in times of food crisis and shocks, government has requested for their re-admission to the programme and currently, some schools in the urban areas have been included in a supplementary SF programme fully funded for 2 years by the EU.

39. Part of this programme includes the provision of a vulnerability analysis and mapping (VAM) specialist to work with partner organisations to develop a comprehensive VAM analysis for The Gambia and build the capacity of in-country institutions to conduct future analyses.

40. The objectives of this capacity building input are:

- Reinforce consultative processes to establish a national level food security working group comprising of government ministries, partner agencies, and NGOs;
- Build capacity of government stakeholders, in particular increased institutional capacity of the Ministry of Economic Planning and Industrial Development to act as the key sponsor of the food security working group and increased technical capacity of the Planning Service Unit of the Ministry of Agriculture (PSU-Ministry of Agriculture) to undertake food security and vulnerability analysis; and
- Support efforts to set up a food security monitoring system (FSMS) which builds on existing systems and is complemented with user friendly VAM tools adapted to the Gambian context.

41. It is noted that VAM studies are not specifically for the SFP but food security in general (including Emergency Operation (EMOP); other types of programmes e.g. food or cash for work; other donor/NGO interventions etc). Based on the findings, each programme can identify specific groups to target and the SFP can make use of this in the future.

42. The Education Policy 2004-15 and Strategy 2006-15 essentially clarifies government policy towards SF as being a nationwide strategy. As new schools come into being within the rural areas and progress to meet with the required infrastructure and education standards, they become eligible (subject to funding availability) to become part of the WFP financed SF programme. This could potentially mean in the future, if enrolment levels continue to rise, an increasing number of schools and beneficiaries over time, resulting in an increasing funding requirement.

43. The WFP CO makes the case that the availability of funding is a pre-requisite for any new school to be admitted to the programme, but once "in", subsequent fundraising activities are required to cover such new schools.

44. **Quality Standard 5: Strong institutional arrangements for implementation, monitoring and accountability.** *A government institution or ministry should be responsible for the implementation of the school feeding programme and adequate resources, staff capacity, management skills, knowledge, and technology at central and sub-national levels made available. Robust implementation arrangements are necessary to*

ensure quality food and resources are managed transparently through adequate monitoring and reporting mechanisms.

45. **Government institution responsible.** SAFMU established under the DoSBE carries government responsibility for implementation of the SF programme across The Gambia. This unit is financed by DoSBE and is headed by a Principal Education Officer with a team of staff charged with overall government responsibility. The unit is responsible for drawing up food requirements and transmitting these to WFP on a timely basis, as well as for ensuring the timely submission of required information (school requirements, monitoring reports, monthly returns etc.) from the Regional Educational Directorates (RED). This latter role in respect of ensuring that REDs provide the requisite information is sometimes problematic where a RED may be under-performing since the hierarchical structure of the Ministry of Basic and Secondary Education is such that Regional Directors are more senior than the Principal Education Officer heading up SAFMU who inevitably is required to go elsewhere within the Ministry to put pressure on when it is necessary.

46. **Robust implementation arrangements.** Since the adoption of WFP's 2008-20011 Strategic Plan, the CO has made concerted efforts to improve the planning, management, monitoring and evaluation of the SF programme, involving counterpart staff in SAFMU and the Regional Education Directorates, schools and communities.

47. A wide range of high quality planning, management and M&E tools and techniques have been introduced and updated. Key initiatives introduced/strengthened include a FFE Food Management Manual and associated SF Code of Conduct (which includes penalties for non-compliance), detailed monthly and quarterly monitoring report templates for head teachers, cluster monitors, REDs, SAFMU and WFP, training reports and action plans, guidelines for FMCs, and Designated Consignee Lists for receiving food deliveries.

48. The CO reports that there have been issues with quality on the use of a number of tools following their introduction/revision. For example, a report prepared by the CO analysing the Monthly Return Forms submitted in Central River Region (CRR) from September 2009 to July 2010 shows that although above 50 percent of forms were submitted in 9 of the 11 reporting months, in May, only 19 percent were submitted and in June and July, none were submitted, giving an average submission rate of 54 percent. None of those forms submitted were submitted by agreed deadlines, hindering timely analysis.

49. Other examples include the non-recording of food payments to cooks, some schools recording more food being distributed than they had received and discrepancies in stock balances (which in some cases were significant) and non-recording of any losses. The conclusion of the analysis was that a good number of forms were not filled in "clearly or neatly" and in most cases were not verified by cluster monitors which should have been the case. 50 percent of schools were said to be filling in all parts of the forms but most had not done this correctly. An important conclusion was that schools were not following reporting guidelines issued, indicating that more work is needed on these.

50. Overall though, the CO feels that progress is being made and things are slowly improving. In a report of a joint monitoring visit conducted by SAFMU and WFP staff in June/July 2010 to all regions covered by the programme to monitor progress after a number of training programmes, it was reported that 40 percent of schools visited had registered improvements in food record keeping and that computation of rations was generally excellent (although some problems remained with converting the computations into actual quantities using the provided measuring scoops). (Source: Joint WFP/SAFMU Post Training Monitoring Mission to WR, NBR, LRR, CRR and Upper River Region (URR), June 28 – July 5th, Field Findings, WFP CO). The role of the REDs and cluster monitors in supervising record keeping at school level has been highlighted as a key area for improvement by the WFP CO.

51. Interviews with programme staff in the CO suggest that SAFMU planning and submission of food requirements is slowly improving, albeit with mistakes in each

submission. However, interviews with some staff within Regional Education Directorates and cluster monitors suggest that there is a widespread perception that the tools mentioned above are "WFP" tools rather than being part of the DoSBE's own FFE management processes.

52. At regional levels, regular review of the SF programme has been incorporated into the bi-monthly Co-ordinating Committee Meetings (CCMs) held between head teachers, Regional Directors, DoSBE Planning Unit and Directors of the various education units (ECDC, Life Skills etc.). This is a government-run forum and WFP is invited to join each meeting, presenting papers and progress reports as required. This is a strong example of the incorporation of the SF programme into existing government systems, as is the fact that SF responsibilities have been written into job descriptions of head teachers, cluster monitors and RED staff. The evaluation team were informed by both the CO and a Regional Education Director that recently introduced performance assessment processes include aspects of units' and individuals' work relating to SF, although it was recognised that very few such performance assessments have been carried out to date.

53. **Location of SAFMU and Relationship with WFP.** This Unit is located outside of the main buildings of the DoSBE, alongside the WFP warehouse and logistics unit. The evaluation team feels that this physical location away from the main DoSBE offices and close to WFP structures is somewhat problematic and acts to reinforce the impression that the SF programme is a WFP initiative and not a government owned programme. It is also noticeable that there is a physical separation between WFP programme staff responsible for programme implementation but who also carry responsibilities for building the programme planning, management and implementation capacity of SAFMU. These WFP staff are located in the main UN building away from their counterpart staff, again, providing separation between the two.

54. Interviews with staff of WFP, SAFMU and REDs tended to suggest that whilst the CO has been making concerted efforts to involve government staff in all aspects of the planning, management, M&E of the programme (including the development of the various tools and processes established), there was still a partial "them and us" mentality existing, occasionally on both sides.

55. The evaluation team recognises that after 40 years of SF programme implementation in Gambia, where responsibility and authority have primarily been in the hands of WFP, the process of moving towards government ownership and takeover will inevitably take time and not be without difficulty. The participatory approach adopted by the CO is to be commended and the results achieved, whilst not without problems, are encouraging in that quality tools and processes have been developed and are being introduced into existing government systems.

56. **Quality Standard 6: Strategy for local production and sourcing.** *Producing from the local market whenever feasible, is key to achieving sustainability while encouraging agricultural growth. School meals programmes should include an action plan for local sourcing. Connecting small-scale farmers to markets and ensuring that a deliberate, incremental strategy is in place to tie supply to school feeding demand is important. Countries and partners should carefully balance international, national and local procurement of food to support local economies without jeopardizing the quality and stability of the food pipeline.*

57. To date, only salt has been regularly purchased locally within the country (some sugar was purchased locally when a CSB snack was provided in project 5932.1 from 1999 to 2004) and a strategy to increase the level of local purchasing across the SF ration is yet to be developed.

58. The WFP CO has started to develop a more detailed knowledge of local and regional markets through a recent study that took place concurrently with this impact evaluation.

Unfortunately, the results of this study were not available to be incorporated into the evaluation findings.

59. The CO has regular contact with the Planning unit in the Department of Agriculture and is provided with regular updates on local prices of agricultural production (in particular regarding elements included in the school meal). However, to date the difference between the local price and that which WFP can obtain on the international market buying in bulk has meant that it has not been economically viable to purchase anything else locally.

60. The fact that The Gambia is a significant net importer of food with small-scale local farmers rarely producing a surplus suggests that there are significant challenges in even the medium and longer term to pursuing purchasing other items locally. However, the market study may provide additional information that may suggest a way forward.

61. **Quality Standard 7: Strong partnerships and inter-sector coordination.** *Well-designed school meals programmes include the involvement of many sectors, such as education, health, agriculture and local government, along with: an explicit link between school meals and other school health and nutrition or social protection programmes; a coordination mechanism (task force, working groups, sector group, etc.); and strong operational partnerships.*

62. A Memorandum of Understanding (MoU) for Cooperation and Harmonization between the Ministry of Basic and Secondary Education and certain Development Partners active in the education sector was finalised in February 2010 as a way of ensuring that development assistance provided by partners yields maximum benefits to the development of the sector and sustainable reduction in poverty in the country. A list of Development Partners signed up to the MoU is attached.

63. The overall objective of this MoU is to *"support The Gambia's education system in achieving a more efficient and equitable delivery of education services at all levels, through the effective coordination of external assistance and quality policy dialogue with all stakeholders."*

64. The MoU goes on to reference the Ministry of Basic and Secondary Education policies and strategic plans as providing the overall framework and direction of the education sector and signifies the intent of signatories to the following:

- Hold review and co-ordination meetings semi-annually, led by the Ministry of Basic and Secondary Education, to comprehensively review progress in the sector, identify problem areas and courses of action to deal with difficulties;
- Hold bi-monthly co-ordination meetings for all development partners and key stakeholders to facilitate timely and harmonised reporting and enhance accountability for government and donor resources, as well as monitoring progress at schools. These meetings are designed to reduce duplication of work and transaction costs associated with data collection and processing and involve providing documentation and tools to support the integration of procedures; and
- Hold other meetings as required to discuss specific and pressing issues.

65. Whilst the focus for these meetings is the development of the education sector as a whole, it is noticeable that WFP has been invited to act as Lead In-Country Donor due to both its high level of funding to the sector but also due to its strong relationship with the Ministry (Quote from the WFP Country Director). SF is an integral aspect of the review process and WFP's position as Lead In-Country Donor sits well with its advocacy role with respect to SF. Greater elaboration of SF within the Education Sector Strategy and Medium Term Plans is a key objective of the WFP Country Office (as indicated during interviews with the Head of Programmes) and the achievement of this objective would help to facilitate bringing it higher up on the agenda of both the review meetings and ultimately government policy.

66. Donors are expected to endeavour to provide indicative commitments to the Education Sector Strategic Plan on an annual basis in order to facilitate the government's planning and budgeting process, as well as providing up to date information on activities and expenditures. A clearly defined government strategy for SF would fit well into this process.

67. At the regional level, Technical Co-ordinating Committees (TCC), comprising representatives from line ministries, Local Government Authorities, and NGOs operating in the region, are charged with the responsibility for providing technical oversight of and support to development interventions, as well as co-ordinating activities of different partner organisations. An Education Sub-Committee exists within the structure with responsibility for education activities including SF. The evaluation team did not have the opportunity to meet with any of these committees and verbal reports from key informants suggest that they vary in their effectiveness.

68. WFP has strong working relationships with a number of government agencies and NGOs working in the rural areas (e.g. FIOH, CRS, NaNA) and have pooled personnel and resources to deliver a number of training programmes on the role of FMCs, management of school gardens, hygiene and nutrition. Project reports provide details of a range of local and international partners working to provide additional elements of the essential package (canteen development, utensils, latrines etc.). The WFP Country Office has also worked to develop stronger relationships with other UN partners and as mentioned above, has entered into a co-financing relationship with FAO to develop a pilot project for increasing production from school farms and gardens. The evaluation team were also informed of a MoU that has been drafted with UNICEF to foster closer working relationships between the two agencies in particular with respect to the common schools they are currently supporting.

69. **Quality Standard 8: Community participation and ownership.** *School meals programmes that respond to community needs, are locally owned and that incorporate some form of parental or community contribution tend to be the strongest programmes most likely to graduate successfully from donor assistance. Programmes that include this component from the beginning and consistently maintain it have the most success.*

70. The current SF programme, in particular since 2008, has had a strong focus on community capacity building in order that the community's contribution to SF is maximised and of high quality. FMC have been established in most schools (although these are not always operational: The Joint WFP/SAFMU Monitoring Mission in June/July 2010 observed that of 20 schools visited, only 30 percent were operational) and a series of training initiatives involving FMCs, cooks and community members contributing through participation in school gardens have been held in collaboration with other technical agencies (government, NGO and multi-lateral). Action plans are developed with communities after each training activity and these are then followed up during joint monitoring visits by WFP and SAFMU staff, as well as by cluster monitors during their regular monitoring visits.

71. FMCs are actively involved in the management of food from when it arrives via approved consignee lists, through storage at school and measuring out daily allocations for cooking. Cooks from the community are engaged to prepare school meals, being remunerated with a bag of rice per month for their time. Interviews with programme staff at WFP and SAFMU and project monitoring reports indicate that FMCs vary in their abilities to monitor the whole process and in their engagement, but some encouraging signs have been reported and there was at least one case during the evaluation team field mission in September/October where the community refused to sign a waybill when the transporter arrived with a shipment of food that was short of the stipulated number of bags of peas.

72. Households are required/requested to make small contributions in cash or in kind towards the school meal (issues around these contributions and how they are enforced are discussed elsewhere in this report).

Summary

Table 1 below presents each of the quality standards and examples of indicators providing the means to assess the overall status of progress towards achieving the standards in The Gambia

Table 1: Situation regarding progress towards Quality Standards for Sustainable School Feeding Programmes

Quality Standard	Capacity Assessment	Status/Progress
Quality Standard 1: Strategy for Sustainability	Limited	No strategy currently in place despite being included as a target for end 2007 in current programme document. Senior DoBSE staff are aware of the need to develop government strategy on school feeding and WFP CO have identified supporting government in developing it as a priority. This is a pre-requisite for developing strategy including timescale, indicators etc. for government takeover
Quality Standard 2: Sound alignment with the National Policy Framework	Limited	Strategy for national school feeding programme still needs to be developed. School meals identified as key target to expand basic education in Strategy for Poverty Alleviation. PRSPs I and II focus on the provision of safety nets and participation of the poor in all areas including education. PRSP II refers to improving learning environments for children and progress reports refers to SF and objectives to increase enrolment, attendance and completion rates. Education Policy 2004-15 and Education Sector Strategic Plan 2006-15 refer to role of SF in improving learning but not as an incentive for enrolment. Clearly state government intention to expand SF and have national scope. School Agriculture and Food Management Programme (for which there is a rudimentary National Garden Strategy) is included and emphasises role of gardens in supporting SF. Potentially over-ambitious in role if can play in providing food for SF, pilot programme designed with funding support from WFP, FAO and IFAD (via Rural Finance Project). Funding from WFP supporting "access and retention of students" recognised in Strategic Plan.
Quality Standard 3: Stable funding and budgeting	Limited	SWAP for implementing the Education Sector Policy and Strategic Plan includes MTEF setting out funding requirements and resource commitments. WFP contribution for provision of school meal highlighted but not for a specific SF budget line, rather under overall costs of basic education Significant funding gaps exist in the MTEF (43 of investment and 32 of recurrent expenditure in 2008-11 Medium Term Plan Govt contribution is only 1 of overall SF budget and relates only to staffing, office and support costs. Cost per child of SF is more than 50 of overall cost of education per child. While macro economic situation is improving, likelihood of significant increases in government revenue to support increasing education budget in the short to medium term to fund significant part of SF costs is low Already significant reliance on donor funding to support education budget

Quality Standard	Capacity Assessment	Status/Progress
Quality Standard 4: Needs based, cost-effective quality programme design	Limited	SF programme broadly targets rural areas as these are the most food vulnerable and with lowest level of enrolment. VAM capacity recently available to WFP with the assignment of a VAM position. The most recent official VAM study done was in 2003. Even though deworming is not mentioned in the National Nutrition Policy, it has been recognized that targetting school-aged children for deworming is effective because it is confirmed that they have the highest intensity of worm infestation than any age group. The National Nutrition Agency carries out deworming along with Vitamin A supplementation. Education Policy and Strategy reflects government preference for a nationwide SF programme for all students Government adopts flexible approach in times of crises, approaching other donors (e.g. EU) to fund SF in urban areas as a result of increased vulnerability in these areas due to global food price crisis 2007 onwards
Quality Standard 5: Strong institutional arrangements for implementation, monitoring and accountability	Limited/ Weak	SAFMU established as responsible arm of DoBSE for implementation of SF programme, but physically separate both from the ministry and WFP programme staff. Capacity limitations exist within SAFMU but training and mentoring support being provided by WFP. Quality programme management tools developed by WFP in collaboration with SAFMU and REDs, particularly since 2008 and integrated into DoSBE management and reporting structures and processes. Some issues regarding quality regarding use of tools remain. Regular review of programme implementation takes place between WFP, SAFMU and REDs and performance management systems in place but not yet fully utilised. Senior DoBSE staff taking direct interest in implementation.
Quality Standard 6: Strategy for local production and sourcing	Limited	No strategy for local purchase currently in place, primarily due to limited knowledge of local and regional markets. Being addressed via WFP funded market study. Only very limited local purchases have been made throughout life of the SF programme, primarily for salt WFP in regular contact with Planning Unit in Department of Agriculture and receive information on local prices of food, particularly with respect to items included in the school meal ration. Gambia is a net importer of food and majority of subsistence farmers rarely produce a surplus.
Quality Standard 7: Strong partnerships and inter-sector coordination	Moderate	MoU for Co-operation and Harmonisation between Ministry of Basic and Secondary Education and development partners in place since February 2010 covering education sector as a whole. Partner group meets semi-annually to review progress and SF is regular item on agenda. WFP holds strategic position as Lead In-Country Donor in the group, sitting well with its advocacy role for SF Strong relationships exist with NGOs and other government departments supporting development of other aspects of the "essential package".
Quality Standard 8: Community participation and ownership	Weak	FMCs established in the majority of schools but are not operational in a large number WFP CO has organised and supported a number of training programmes to build capacity of FMCs in collaboration with partner organisations. This has been done in earnest since 2008 and progress is being made slowly with FMCs involved from receipt of food right through to the delivery of the meal itself.

Source: Evaluation team's assessment based on WFP "School Feeding Quality Standards Assessment - Assessing Capacity for Sustainable School Feeding" Draft Version

Signatories to the Memorandum of Understanding for Cooperation and Harmonization among the Ministry of Basic and Secondary Education of the Republic of The Gambia, on the one hand, and certain Development Partners in the Sector on the other

World Bank

African Development Bank (AfDB)

UK Department for international Development (DfID)

European Union (EU)

Arab Bank for Economic Development (BADEA)

United Nations Children's Fund (UNICEF)

United Nations Fund for Population Affairs (UNFPA)

World Food Programme (WFP)

World Health Organization (WHO)

Islamic Development Bank (IDB)

OPEC Fund for International Development (OFID)

French Ministry of Foreign and European Affairs (PAFEG)

Sight-Savers International (SSI)

Government of the Federal Republic of Nigeria

Friendship In Our Hands (FIOH)

Child Fund The Gambia

Government of the United States of America

Gambian Peace Corps

Voluntary Services Overseas (VSO)

ActionAid The Gambia

Government of Spain

Government of the Republic of China on Taiwan

Government of Venezuela

Japanese International Cooperation Agency (JICA)

United Nations Educational, Scientific and Cultural Organization (UNESCO)

Annex 8: Meal Cost and Value Transfer Calculations Methodology

Calculation	Methodology
1. Per meal/Dalasis	**BCG Cost Calculation :** BCG calculation per beneficiary cost = *US$38.6 p.a* (200 days, 700 kcal ration) Average exchange rate across whole of 2008 was US$1 = D 22.4 Cost per meal = US$38.6/200 x 22.4 = D 4.32 = Cost for a 700 kcal meal In Gambia, ration is 551 kcal, so **Cost** is D 4.32 x 551/700 = ***D3.40 per meal*** **LOCAL PRICES VALUE TRANSFER** (2008 prices provided by WFP CO) Ave. price of rice was D807 per 50kg. Daily value ration = D807 x 100g/50kg = D1.61 Estimated price peas/beans equivalent = D40 per kg. Daily value ration = D40 x (30g/1kg) = D1.2 Estimated price of oil = D350 per 5l. Daily value ration = D350 x (10g/5l) = D0.7 Estimated price of salt = D100 per 5kg. Daily ration value = D100 x (3g/5kg) = D0.06 **Value Transfer** is D1.61 + D1.2 + D0.7 +D0.06 = ***D3.57 per meal*** **CURRENT PROGRAMME BUDGET** Total beneficiaries = Ave 119,000 p.a over total 4 years and 199 days per year gives total meals 119,000 x 4 x 199 = 94.7 million meals Total cost of programme = US$ 13,635,330 Average exchange rate across whole of 2008 was US$1 = D 22.4 Cost is US$ 13,635,330/94.7 x 22.4 = ***D3.22 per meal***
2. Value transfer per beneficiary per year	Value Transfer per meal x no. of meals = D3.57 x 199 = **D711**
3. Value transfer per household per year (no pipeline breaks) *	Value Transfer per household per year = Value transfer per beneficiary x average number of children per household going to school Value transfer per beneficiary x no. beneficiaries = D711 x 2.4 = ***D1,710***
4. Value transfer per household 2008**	In 2008, there were 159 feeding days instead of the planned 199. So value transfer is value of meal x ave. no. of children x 159 days: D3.57 x 2.4 x 159 = ***D1,366***
5. % of household consumption on food and non-alcoholic beverages*** represented by transfer	Mean household annual consumption Food & Non-alcoholic beverages: Poorest rural area (Kuntaur Rural) in Integrated Household Survey 2003/4 = D17,388 Convert to 2008 prices using Consumer Prices Index for 2008 and 2004 from Human Development Reports, base 2000. D17,388 x (176/152) = D20,133 Planned Value transfer as % of expenditure on Food and Non-Alcoholic Beverages: D1,710/D20,133 = ***8.49%***

Calculation	Methodology
6. % of household consumption on food and non-alcoholic beverages represented by transfer in 2008**	Value Transfer in 2008 with 159 feeding days as % of expenditure on Food and Non-Alcoholic Beverages D1,366/D20,133 = ***6.79%***
7. % of household income represented by transfer	HH survey responses provided mean income from all sources as D23,317 D1,710/D23,317 = 7.33%
8. % of household income represented by transfer in 2008	HH survey responses provided mean income from all sources as D23,317 D1,366/D23,317 = 5.86%

Exchange rate used: US$1 = D22.4 as average across 2008.

5l oil assumed approximately = 5000g.

Note: Rounded figures used so slight differences when calculations made directly from this table.

Average number of children per household of 2.4 taken from results of household survey

* Based on 199 feeding days

** Based on 159 feeding days

*** Based on HH food consumption data from Gambia Integrated Household Survey, 2003-04 and selecting rural areas with lowest standard error for consumption on food and non-alcoholic beverages, value updated to 2008 prices

Annex 9: Country Context

1. A detailed contextual background statement was provided in the Terms of Reference (TOR) for this study, and in the Inception Report. The following contextual statement is intended to supplement those descriptions.

2. The Gambia is a small country with a population of 1.7 million[59], located on the west coast of Africa, and surrounded by Senegal on all but its coastal side. It is one of the least-developed countries in Africa, ranking 168th out of 182 countries on UNDP's Human Development Index (2009). With an annual population growth of 2.6 percent and strong rural-urban migration, The Gambia's population is growing, and increasingly becoming concentrated in urban areas, in part due to the immigration of refugees from Senegal. It is a young population: 40 percent are under 15, 20 percent are 15 to 24, and the economically active population (15 to 64) is 33 percent of the population.

3. **Poverty:** Prior to the completion of the Integrated Household Survey in 2003, there had been little work carried out in the country to assess poverty levels over time. Methodological differences in the few assessments completed prior to 2003 meant comparisons across data sets were difficult. However, the IHS addressed this issue and data sets have been standardized to draw a picture of poverty evolution over a longer period. Table 1 below provides information on the proportion of the population designated as being below food and overall poverty lines in selected years between 1989 and 2003. Since 1992, overall poverty has been increasing considerably in both urban and rural areas (17 percent and 22 percent respectively), with the exception of Banjul, where poverty has declined by half.[60]

Table 3: Percentage of population below poverty line 1989 -2003

Year	Food poverty			Overall poverty		
	Banjul	Urban	Rural	Banjul	Urban	Rural
1989	n.a.*	33	44		64	76
1992	5	9	23	17	40	41
1998	7	22	45	21	48	61
2003	n.a.	n.a.	n.a.	10.6	57	63

n.a. = not available

4. There are strong correlations between household size and poverty, with significant increases in poverty level when household size reaches 5-or-more persons; more than 50 percent of households with 7 – 9 members are classed as poor, and 73 percent with 10 or more are poor. Mean per capita living standards are lowest in the agriculture and fishing sectors and 63 percent of female-headed households fall below the poverty line as compared with 48.2 percent of male-headed households. PRSP II[61] identifies a range of characteristics leading to households being more likely to be classed as poor, including if they:

- live in a rural area;
- have little education;
- are in a polygamous marriage relationship;
- are female headed;
- are headed by a widow;
- have poor access to markets;
- experience low and decreasing productivity in agriculture;

[59] Executive Brief, January 2010
[60] World Bank Poverty Reduction Strategy Paper, 2009
[61] Republic Of The Gambia, National Planning Commission, Office Of The President. PRSP II, Annual Progress Report, January- December 2007, May 2008

- live outside of Banjul and its immediate environs;
- are large in size (7+);
- are headed by people of advanced age (50+).

5. Have sick family members. At the macro level, the poverty environment faced by households is constrained by a number of factors: macro-economic instability; limited access to markets; limited investment; labour market factors (low salaries and limited job opportunities in the private sector); weak public services; epidemic and endemic diseases (particularly malaria); and environmental factors (poor soil fertility, deforestation, and climate change).

6. The Gambia's first PRSP I was implemented between 2003 and 2005, but did not achieve many of the objectives the Government set for the country. Reasons cited for lack of achievement focused on macro-economic factors affecting Government revenues, the suspension of International Monetary Fund support (due to misreporting and lack of transparency, in particular on government borrowing from the Central Bank), the failure of donor pledges of support to materialize, and a general scarcity of human resources within the country to implement programs. The PRSP II covers the period of 2007 – 2011,[62] and includes the Government's stated strategy for addressing poverty issues:

- improving the enabling policy environment to promote growth and poverty reduction;
- enhancing the capacity and output of productive sectors (agriculture, fisheries, industry, trade, tourism and infrastructure) with emphasis on productive capacities of the poor and vulnerable populations;
- improving coverage of the basic social services and social-protection needs of the poor and vulnerable;
- enhancing governance systems and building the capacity of local communities and civil society organizations (CSOs) to play an active role in economic growth and poverty reduction;
- mainstreaming cross-cutting issues; (gender, youth, population, Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome [HIV/AIDS], nutrition and environment) into the development process.

7. The PRSP Annual Report for 2008 concludes that allocation of resources to poverty-reduction related programs remains a challenge for the Government. Despite setting a target of allocating 25 percent of the PRSP departmental budget to the government's domestic resources, actual allocations fell short (19.2 percent in 2006, 20.8 percent in 2007 and 20.1 percent in 2008).

8. **Macroeconomic Situation:** Following a May 2010 IMF mission to The Gambia in May 2010 to conduct discussions for the 2010 Article IV Consultation and to review the Gambia's program under the Extended Credit Facility, the IMF concluded that the Gambian economy had performed well in recent years. Key findings from the mission were:

- Real GDP at-factor-cost grew by almost 6.5 percent during 2007-2009;
- Despite the global economic crisis in 2009, real GDP growth remained strong, at just over 5% (led by agriculture), and is expected to continue at the same rate;[63]

[62] International Development Support Services (IDSS), Midterm Review of the Poverty Reduction Strategy Paper (PRSP) II, January, 2010.
[63] The difference between basic prices and final prices is the total taxes and subsidies that the government has levied or paid on that production. So adding taxes minus subsidies on production and imports converts GDP-at-factor-cost to GDP.

- Inflation averaged less than 5 percent, falling to less than 3 percent at the end of 2009, reflecting a tightened monetary policy and steady local prices for food and fuel (only a modest rise to 4.1 percent has occurred in 2010);
- Gross international reserves remain at a comfortable level.
- The IMF mission highlighted some areas where progress was not as positive, including the fact that interest costs, especially on domestic debt, continued to place a strain on government resources and that overruns in government spending in 2009 were significant and not compensated for by better than anticipated fiscal performance in early 2010.

Food Security Context:

9. Traditionally, agriculture in the Gambia is characterized by subsistence food-crop cultivation, livestock rearing and semi-commercial cash crop production (Ministry of Agriculture, 2009/2010). It is labour intensive using simple technology and essentially rain fed with small areas of irrigation for rice and horticultural crops (Ministry of Agriculture, 2008/2009). A majority of farmers are smallholders (85 percent) who are largely net consumers, cultivating less than 2 ha (Ministry of Agriculture, 2009). Poverty and food insecurity have been associated, until recently, with subsistence, small-scale farmers many of whom are groundnut producers (PRSP II 2007; Dept of State and Economic Affairs, 2006; WFP, 2008) Food insecurity is related more to access to food rather than availability, particularly since the global food price crisis (WFP, 2008).

10. Female-headed households comprise 18 percent of all rural households with approximately 63 percent of them falling below an income per capita of US$1 per day compared to 48 percent of male-headed households. Approximately 63 percent of the rural and 57 percent of the urban population live in poverty (GASFP, 2010).

11. Livelihood options other than agriculture include remittance from home and abroad, income generating activities, sale of cash crops and livestock, and wage employment (Joint Pre Harvest Assessment, 2007). There is little information available on the extent to which these contribute to the livelihoods of rural households. Given that own production supplies less than 7 months of food to most households, it would be reasonable to question whether food insecurity and vulnerability are related more to risky strategies than to production issues both at the household and at the national level. According to the Global Agriculture and Food Security Program (GASFP) report (2010), national food security is constrained mostly by low or decreasing purchasing power, particularly among rural households; and, inadequate diversification of income generating activities and assets. In addition, the employment market is highly saturated (JAM, 2009).

12. A WFP VAM (2003), exercise found that most households ate 3 meals a day and had a diversified, complete diet with cereals, proteins (mainly from fish) and vegetables. The study also found that acute malnutrition was associated more with illness and poor weaning practices. According to this report, the Region 4 accounts for 21 percent of the most vulnerable rural population (followed by the Region 5) with the other rural regions registering between 8–12 percent. Potentially vulnerable households are also highest in the Region 4 (13 percent) while it ranges between 8-11 percent in the other regions. The report describes the vulnerable rural population as characterized by a range of 0–7 months of food from own food production, owning few livestock and fruit trees, production of low quantities of groundnuts (50 kg); and, difficulty with land access. The most important coping strategies were found to be borrowing food and money (20 percent); adding household wage labour (16 percent); selling livestock (9 percent); selling firewood (15 percent); and petty trade (8 percent). The VAM study also found that the most vulnerable households relied on non-diversified and non- resilient livelihood strategies limited by poor access to human, financial and physical assets.

13. The high reliance on rain-fed agriculture predisposes households' to transitory food

insecurity. While national cereal production has been on the increase in recent years (The National Agricultural Sample Survey, 2009)[64], erratic rainfall affects production resulting in pockets of vulnerability each cropping season – more commonly between 19970s–1990s according to key informants but still happens to date.

14. Over the last few decades; an important factor affecting chronic food insecurity has been a reduction in traditional cash-crop production levels e.g. groundnut (processing and marketing issues) and early millet (degraded soils)). The reductions were sparked by structural adjustments and trade liberalization policies of the 1980s/90s that lead to cutbacks on Government spending on services to rural communities (e.g. cooperatives and extension services). (NMTIP, 2010); Comprehensive African Agricultural Development Programme. (CAADP, 2010); (NEPAD, 2004) Further cut backs occurred after the coup in 1994, where the economy was strained as donor assistance was withheld and tourism dropped.

15. Seasonal migration to urban areas for skilled and unskilled wage employment is part of the rural Gambian household's traditional livelihood options. From the 1970s, though, reduced returns from investment in agriculture combined with a concentration of institutions for higher education[65] in urban areas have driven up the levels of permanent urban migration (MEPID, 2010).

16. While it is acknowledged that the consequence of food insecurity extends to urban areas, there is little information available to expand on urban vulnerability, e.g. significance to household food security from remittances; from pre-urban agriculture; and the understanding of spatial and temporal variance. Results of a food vulnerability survey conducted in May, 2008 show that over 50 percent of households in the urban areas of Region 1 (Banjul and Kanifing Municipality) experienced some form of food insecurity; with 26 percent of these being moderately food insecure and 13 percent severely food insecure.(CILSS and Nana, 2008) The number of years household members have stayed in the urban areas affects their level of food security profoundly - the longer they stay the more food secure they become.

17. In the Gambia as whole, food consumption as well as production related development activities are highly focused on rice[66] while local rice production meets only 50 percent (or less) of the needs compared to local total cereal production which reportedly meets between 70 – 80 percent of the local requirements. (Joint Pre Harvest Assessment 2007) Although millet, for example, is the largest locally produced grain, it is considered a famine crop. One possible explanation is that millet (and maize) are mainly grown for home consumption, however, demand for them exists in neighbouring countries (e.g. Senegal, Mali and Guinea) to where the porous borders in the Gambia facilitates unregistered trade. The 2007/08 Joint Pre-Harvest Assessment report forecast for 2009 was that all grains were expected to have a growth rate of 10 percent except for irrigated rice and swamp rice, both expected to decline (by 25 percent and 7 percent, respectively). Paddy rice production has been on the increase in recent years mainly as a result of development programs under the Department of State for Agriculture and the introduction of NERICA rice which is able to grow both on lowlands and on the drier upland areas. (Ministry of Agriculture, 2009)

18. The key frameworks that guide food security policies include the Gambia's Vision 2020, the PRSP II (2007-2011) and the Agricultural and Natural Resources Policy (2006-2015). The latter includes a strategic plan aimed at transforming the agricultural sector to a more commercialised and modern status, while at the same time reducing poverty.

[64] The gross cereal production in the 2009/2010 cropping season was estimated to be 284,728 tons which was 39.8 percent higher the average for 2004 – 2008.
[65] The MoBSE has taken great strides to increase the number of rural primary and secondary schools
[66] For example, the proposed budget of the GASFP (2010) allocates the largest proportion (21 percent) of its budget to development of lowland rice production.

19. At the macro-level, advancement of food security is restricted mainly by governance[67] and structural issues, particularly within the agricultural sector; policy factors (including land tenure and a gender dimension),[68] and a low national budget base. The existing national deficit is augmented by unmet donor pledges.(PRSP II, Mid-Term Review, 2010) The recent global economic recession has also resulted in a reduction in official public aid. The IMF Country Report (2010) indicates that interest payments take up more than 20 percent of the national revenue[69].

20. Unlike the PRSP I[70], a mid-term review of the PRSP II (2010) reports that the Gambia had performed beyond its macro-economic targets and the national budget had reflected poverty budgeting close to its target of 30 percent, falling short by only 3-4 percent between 2007 and 2009. However, it would take time for these changes to translate to a positive impact on poverty levels after an extended period of low expenditure on poverty related interventions. In comparison to other poverty-reduction related sectors, the agricultural sector is still not given priority in the national budget[71], despite it being core not only to the national GDP growth[72] but also to poverty reduction and to food security. Much of the support to the agricultural sector is emphasised through development projects/programmes. At the policy level there appears to be a dilemma on how to balance boosting national production through promoting private sector investment while at the same time providing support to small scale farmers given the associated complexity of tackling poverty reduction. Under a "roadmap" developed in consultation with the World Bank, the IMF and the EU (2007), participation of private-sector companies was to be encouraged in all areas within the agricultural sector.

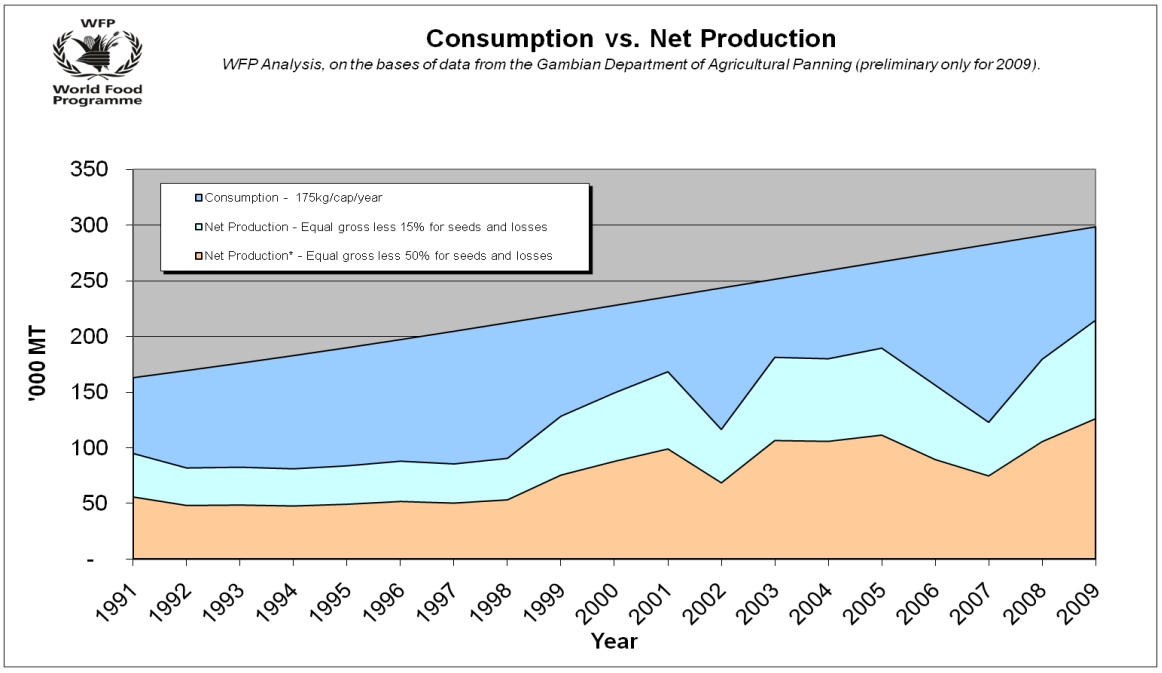
21. At the implementation level, achievements on food security have been restricted by the lack of coordination structures to provide a comprehensive picture and to identify gaps[73]. Given that most rural households produce less than 7 months of food consumed, the significance of other income sources is critical. The HFP crisis in 2008/09 instigated recognition of this gap in knowledge. A task force created during the crisis and an inter-agency assessment mission lead to consolidation of the needs and the gaps (CAADP – 2010); (GNAIP, 2010) and elevated the priority given to food security by stakeholders.[74] Another recent development that has potential to facilitate establishment of a coordination structure is the UNDP/EU steered establishment of Ministry of Economic Planning and Industrial Development (MEPID)[75] for coordination of cross-sectoral development issues.

22. Achievements on food security have also been restricted by the lack of a common understanding on food security resulting either in independent sector/sub-sector approaches[76] or food security activities conducted by NGOs[77] on a small scale. This is

[67] High senior staff turn-over rate and frequent re-structuring, especially in the Ministry of Agriculture. The Ministry has had 11 permanent secretaries and three re-structuring over the last decade.
[68] Sources: Key informants (e.g. UNDP; ActionAid) and (PROGEBE, 2009).
[69] The Gambia still faces a heavy debt burden, despite having received extensive debt relief under the Heavily Indebted Poor Countries and Multilateral Debt Relief Initiatives in late 2007 (IMF Country Report, 2010).
[70] An IMF report (Nov, 2006) on the progress under the original PRSP (2002 – 2005) indicated that macro-economic targets had not been met and that expenditure on poverty reduction had fallen.
[71] Agriculture remained below 5 percent of national budget since 2003 (GASFP, 2010). Agriculture allocated less than 5 percent compared to 16 percent for education in the PRSP (PRSP II the Mid-Term Review, 2010).
[72] The real GDP growth was almost halved in 2002 (3.2 percent) because of failed rains compared to the previous 5-year average; 1998 - 2001 (6 percent).
[73] Information gaps include significance of remittances to household food security; urban vulnerability; spatial and temporal variance etc.
[74] For example UNCT recognition of food security as a priority (2010) for inclusion in next UNDAF. A coordination forum has been created among the NGO community.
[75] The UN supported formation of the National Planning Commission that transformed to MEPID (2010). However, so far it's activities seem to be restricted to budgeting matters.
[76] For example WFP/Ministry of Agriculture have been monitoring of data available (on areas such as commodity prices; production etc) since 2008. FAO is at the conceptual stage(2010) in designing a project on building capacity of the Ministry of Agriculture/Department of Planning Services on comprehensive data analysis aimed at improved articulation of needs and appropriate interventions.

revealed by the fact that the momentum of the task force on food security discontinued with the decline of publicity and immediate concerns over vulnerability related to the high-food-price crisis, despite the fact that food prices remain higher than those pre-2008. On the other hand, the motivation force could have been diminished by the strain the response activities undertaken had on the national budget. (GAFSP, 2010)

23. **Nutrition Context:** The WFP School Feeding Policy 2009 cites research that shows "enhanced nutrition and health of primary school children leads to improved learning and decreased morbidity, paving the way for a healthier life".



24. Goal 1 of the MDG is to eradicate extreme poverty and hunger, specifically, to reduce by half the proportion of people who suffer from hunger between 1990 and 2015.

25. The Gambia National Nutrition Policy of 2000 to 2004 focuses on women and children and emphasizes the following related to child health and nutrition: promotion and support of breastfeeding; improvement of food security; improvement of food standards, quality, and safety; and prevention and management of micronutrient malnutrition." It also refers to topics such as prevention and management of infectious diseases and diet-related non-communicable diseases.

26. A specific goal outlined in the Gambia policy is, "caring for the socio-economically deprived and nutritionally vulnerable." It can be stated that the WFP SFP is an example of a program supporting this goal. Moreover, worldwide targets of the MDG, the WFP school feeding policy, and country national policy all support a school feeding program.

27. According to the State of the World's Children 2010 report, the mortality rates for infants and under-fives are 80 per 1,000 and 106 per 1,000 respectively. The Gambia ranks as having the 30th highest infant mortality rate in the world out of 193 countries where data is available. Low birth weight is estimated to be 20 percent of all births.

28. As written in the first National Nutrition Policy of 2000 to 2004, established during the development of the Gambia National Nutrition Agency, a decline in infant mortality is now being experienced due to the rise in antenatal care (90), and immunization coverage (85). The morbidity pattern is characterized by malaria, diarrheal diseases and respiratory-tract infections, which account for about 60 percent of the infant mortality rate.

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[77] For example Concern Universal; ActionAid; Agency for Development of Women and Children (ADWAC) and FIOH.

29. The first National Nutrition Policy also notes that "the seasonal agricultural pattern also contributes to acute food shortages in the rainy season often referred to as the "hungry season", as households exhaust their food supply before the harvest period. There is a high prevalence of low-birth-weight babies especially in the rainy season. Rainy season figures [of malnutrition] would have been much higher due to food shortages, inadequate care and higher rates of infection".

30. According to the MICS from 2005/06, 20 percent of children under five in The Gambia are moderately underweight (<-2 SD of the median) and 4 percent severely underweight (<-3 SD of the median). Almost a quarter of the children are moderately stunted or too short for their age. Also, 6 percent are moderately wasted or too thin for their height.

31. Data from the MICS 2005/6 survey also showed that rural children are more likely to be under weight, stunted or wasted than urban children. Those children whose mothers have primary or higher education are least likely to be underweight and stunted than children of mothers with no education.

32. Limited data is available for school-age children. The first national survey of their nutritional status in 2000 by NaNA showed that 12 percent of children aged 6 to 15 were stunted and 9 percent wasted. The report stated that while malaria, respiratory infections, and diarrhea are the major health problems among children under 5, helminth and schistosomiasis constitute public health problems, particularly in rural areas and among school-age children

33. According to another survey carried out on 2 regions in the country on 800 school-aged children (defined as 11 to 20 years old attending secondary school[78]), in 2004 by the London School of Hygiene and Tropical Medicine and Hygiene, the prevalence of under nutrition (BMI for age ≤ -2 SD) was 11.6 and obesity (BMI ≥2 SD) was 1.3, with significantly more undernourished boys than girls, and rural regions having a higher proportion of affected children. Stunting affected 11 percent of the children with prevalence 16.9 percent (weight-for-age ≤-2 SDS). Boys were significantly more underweight than girls (26 percent vs. 9 percent). This study found that both under-nutrition and stunting are common among adolescents in The Gambia, and that boys are affected to a greater extent.

34. Although a lot is known about the nutritional status of women and children, very little is known about adolescents. One reason is the lack of internationally agreed methods of assessing nutritional status during this period of life. Assessing over- and under-nutrition in adolescence is also complicated by important changes in body composition, particularly during the puberty-related growth spurt, (de Onis 1997).

35. NaNA has collected malnutrition data since 1985, both during the rainy and dry seasons (rainy = August/September and dry = February/March). The data shows that malnutrition in the under-five population during the dry season has declined by over 50 percent in the past two decades, and during the rainy season by about 5-7 percent. Overall, the under-five population is 2 to 4 percent more likely to be malnourished during the rainy season.

36. According to the Gambia National Nutrition Policy 2000-2004, causes of malnutrition for children under five are due to poor feeding practices, inadequate care and increasing exposure to infections, along with poor environmental sanitation. The document also notes that due to the high viscosity of the cereals on cooling, mothers tend to add too much water to the cereal flour and do not add nutrient dense foods such as oil, eggs, groundnut paste/flour, fruits and vegetables.

37. Mothers themselves suffer from malnutrition which is reflected by the high prevalence of low birth weight babies especially in the rainy season.

38. **Micronutrient Deficiencies:** The main nutritional problems facing the school-age child include stunting, underweight, anaemia, iodine and vitamin A deficiencies. The main

[78] Defined by WHO (Bouis et al 1998, de Onis et al 2001, Choudhary *et al* 2003).

health problems of children are helminth infestations, malaria, diarrhoeal diseases and respiratory infections, (WFP, 2008).

39. Until 2003 salt had not been iodized in The Gambia. Over 80 percent of the salt consumed comes from outside the country and most of it is not iodized. According to the MICS 2005/6 survey, only about 7 percent of households have adequately iodized salt; 5 percent of salt in the urban areas was adequately iodized compared to 8 percent in the rural areas. The survey found that Household in the poorest quintiles consumed more iodized salt compared to Household in the richest quintiles.

40. NaNA carries out programs targeting micronutrient deficiencies, visiting salt- producing communities and iodizing their salt free-of-charge. In 2008, the mobile iodization team was able to iodize 107 metric tons of salt from over 20 communities throughout the country.

41. **Education System in The Gambia:** The education sector is responsible for the provision of formal and non-formal education, with the formal system consisting of six years of lower basic school, three years of Upper Basic School, and three years of senior secondary school (SSS). The first nine years of education constitute the basic cycle school (BCS) and are financed mainly by the Government. Secondary education is primarily provided by private or grant-aided schools, the latter of which are managed by School Boards with the Government providing teachers' salaries in return for relatively modest school fees set by the Boards.

Table 4: Distribution of Human Capital: Comparisons with African average

Highest Level Attended	The Gambia	Average African Countries
No Education	54.2	51.8
LBE (primary)	13.1	28.8
UBE (lower sec.)	20.2	10.6
SSS (upper sec.)	7.5	5.1
TVET	3.6	1.9
Higher Education	1.4	1.7
Total	100	100

Source: CSR

42. The level of education in Gambia is somewhat higher than in other African countries (Table 2), although over half of the Gambian population has had no education, 13 percent have completed primary, 20 percent upper basic/lower secondary, 7.5 percent senior secondary, 3.6 percent TVET, and only 1.4 percent higher education. This would be expected to have implications for children's academic performance, since learning achievement is generally highly correlated with parent's education.

Table 5: Percentage distribution of household members ever attended school by LGA

LGA (local governing areas)	**Yes**
Banjul	67.3
Kanifing	68.0
Brikama	59.3
Mansakonko	45.5
Kerewan	42.4
Kuntaur	27.9
Janjanbureh	31.8
Basse	26.5
Total	**48.3**

Source: PSIA, 2010

43. Recent Poverty and Social Impact Analysis (PSIA) data (Table 3) show substantial differences across the various local governing areas (LGA), with rural LGAs having far fewer household members having attended school than those in more urban areas; for example only 24 percent of those participating in the PSIA study and living in the rural Basse LGA had attended school, compared with 68 percent of those living in the more urban area of Kanifing. (A more detailed discussion of enrolments is in the results section of this report.)

44. In addition to government, grant-aided and private schools, Gambia has a fairly high number of madrassas and more recently, early childhood development centres (ECDs).

45. *Madrassas*. Madrassas now constitute 15 percent of formal school enrolments[79], some serving primarily as religious schools designed to teach Arabic and Islamic studies (daras), while others provide a more formal education aligned with the national curriculum and offer English as a subject of instruction. (The President of Gambia recently declared that "madrassas not recognized by AMANA will be closed, so the number meeting these qualifications is likely to increase in the future.) Madrassas receiving WFP/SF are required to meet the latter standards, as well as standards regarding facilities and operations, such as school sites separate from a mosque; availability of water and toilets, school committees, and basic records; teacher-student ratios not exceeding 1:60; enrolments not less than 100; and 9 months of operation 5 days a week from 8:30 to 13:50.

46. Recent findings of the Madrassa Verification Exercise (May 2010) show that 57,698 students are enrolled in 167 madrassas, 78 percent of which are being taught by unqualified teachers, classrooms are of poor quality and there is a serious lack of furniture and teaching materials. School fees range from D175 to D1300 p.a. and teachers' salaries range from D750 to D1,500 – well below the current salaries of qualified teachers working in government schools. Moreover, madrassas do not benefit from government subsidies for teachers' salaries. Only a few madrassas have received any type of financial support, although some European citizens and the American Embassy have provided a few classrooms.

47. The Verification Exercise also found that there is a high demand by madrassas for recognition by the Government of The Gambia, and recommended that criteria for recognition be strengthened, as well as additional classrooms, instructional materials, payment of teachers' salaries for core subjects (English, math and science), and staff training provided by the Ministry of Basic and Secondary Education.

48. According to a Ministry of Basic and Secondary Education representative for madrassas, rural parents are more likely to send their children to madrassas than are urban parents, although there are now increasing trends favouring a more general education, as parents see that children who receive a basic education have increased access to a broader array of career and job options. However, since scholarships are now available in government schools,

[79] Planning Department, Coordination Committee Meeting, Madrassa Verification Exercise, March-April 2010.

particularly for girls, more families are beginning to send their children to government schools.

49. The Ministry of Basic and Secondary Education is currently developing a new curriculum for religious courses offered in mainstream schools, and the Gambia College offers courses for upgrading English and Arabic teachers as well as teachers of other subjects. Obstacles for girls, according to an interview with a Ministry of Basic and Secondary Education representative for madrassa education, include traditional views that it's not worth sending girls to school because they will only get married, and some men's preference for uneducated wives. This representative also noted that he doubts if SF is an enticement for increasing enrolment, but that reducing school fees would be.

50. *ECDs*. Another recent category of schooling in The Gambia is ECDs. In 2004, the Education Policy began to consider ECD instruction as part of a basic education and included children ages 3-6 in that category. Previously, it was primarily the private sector that provided education for young children, while the Ministry of Basic and Secondary Education provided monitoring and coordination. The motivation for including ECDs in basic education was evidence (both within and outside of Gambia) that showed that children who had attended ECDs performed better in primary school.

51. Government ECDs have no school fees, although private ECD fees can vary from D300-500 per quarter. UNICEF has provided 10 model ECDs and 15 support centres, primarily supporting ECDs in region 6. Training is being provided to teachers by Ministry of Basic and Secondary Education's ECD unit, as well as by UNICEF, and teachers are now receiving training in Jolly Phonics, which should make a substantial contribution to providing a solid grounding for reading skills. The World Bank and Japanese Government are providing support to help establish community-based ECDs, which are being piloted in regions 2 and 6, and NaNA has established baby-friendly community initiatives for children ages 0-3 in health and nutrition, also with an emphasis on facilitating communities in this process.

52. Schools that are annexed to primary schools and that meet specified Government standards now qualify to receive SF, and as of 2008, 10,617 children in ECDs have been benefiting from SF.[80]

53. The Ministry of Basic and Secondary Education ECD unit is now designing a baseline study of ECDs to be conducted in late October, early November 2010 and, at the evaluation team's suggestion is considering adding questions regarding the impact of school feeding. This information would be very useful in that it would allow comparisons between SF treatment schools and valid control schools not receiving SF. Moreover, the ECD unit has contracted with a consultant to develop an EMIS for ECD-level education.

54. Children between the ages of 0-5 account for almost 20 percent of the Gambian population, and those between 3-8 are 21 percent, constituting a significant target group.[81] Another consideration for the WFP/CO is that the nutritional needs of younger children have a greater lifetime impact than on older children.

55. Teacher Qualifications. Until recently, there were many unqualified teachers in the education system, particularly at the primary level, but the Ministry of Basic and Secondary Education required that all teachers must be qualified. For teaching at the primary level, teachers are required to have a Primary Teaching Certificate, which requires completion of SSS and 1 credit and 3 passes on the West African Senior Secondary Certificate (WASSC) examination. To teach at the Upper Basic School level (grades 7-9), teachers must get 1 credit and 4 passes. A credit is a score between 1-6, a pass is a score of 7 or 8, and a score of 9 is Fail. Unqualified teachers who are pursuing qualifications are still being allowed to teach, while they participate in a program offered by the Gambia Teachers College during summers,

[80] WFP/CO Gambia, Standard Project Report, 2008.

[81] Sidibeh, L., Evaluation of the Parental Education Programme in LRR, CRR and URR, Supervised by the ECD Unit, MoBSE and MSWG and funded by UNICEF – The Gambia, September 2009.

Christmas holidays and Easter break that includes face-to-face instruction and study at a distance. Surprisingly, there have been no studies conducted of teacher performance.

56. *Teacher Salaries*. Teacher salaries are extremely low and may undermine attempts to attract more qualified teachers into the system. As of 2006 salaries for unqualified teachers were only about D425 (US$17) per month (0.67 times GDP per capita); salaries for entry-level qualified teachers about D1,300 (US$52) per month, and at mid-career, qualified teachers earned about D2,250 (US$90) a month, (2.6 times per capita GDP). However, current salaries are, on average, D1900 for a teacher with a Primary Teaching Certificate and D2500 for one with a Higher Teaching Certificate. For the current 2010/11 academic year, teacher salaries have increased by 20 percent. Most teachers at the BCS level are Gambians, although many of the teachers at the SSS level are from outside of Gambia.

57. Low salaries contribute to limited commitment and increased need for additional sources of income, both of which are likely to have an impact on the quality and amount of learning that occurs in schools. Moreover, a recent report mentioned by a number of those interviewed but to which the team has not yet had access, found a very low quality of teaching in schools, which is evidenced in national assessment and examination results described in a later section of this report. The Ministry of basic and secondary education has recently begun an effort, being implemented through Basic Education Support for Poverty reduction (BESPOR) with support from DfID, aimed at improving the quality of teaching and learning and to build the capacity of the "whole" school in order to be able to meet improvement targets.[82] Various staff and community members in schools will receive a range of training and will develop school development plans with guidance provided by BESPOR. In addition, schools can apply for a grant of approximately US$500 to implement the plan.

58. The World Bank, through an IDA grant of US$8 million, is supporting professional development of teachers, head teachers, WAEC staff, school improvement grants and scholarships for girls.

59. *Instruction in English*. As in many countries, students are taught English in grades 1-3 using their local language, but at grade 4, English is the language of instruction. This often can be one reason student scores on national tests are low, because students have not yet become sufficiently proficient in English to understand the questions being asked. The Ministry of Basic and Secondary Education is now working on a curriculum framework for English language instruction.

60. ***Government Role in Increasing Access to Basic Education***. Access to basic education has been a priority for the Government since Gambia achieved independence in 1965. Gambia's first Education Policy (1976-1986), included a goal of increasing student enrolment in primary school, and the second Policy (1988-2003) increased the target for access to basic education from 60 to 75 percent of school-age children. It also increased the targeted transition rate from grade 6 to grade 7 from 35 to 60, and lowered the age of entry in grade 1 from 8 to 7 years old. A midterm project review in 1995 resulted in setting even higher targets including: raising the gross enrolment rate to 79 percent by the year 2000 and to 85 or 90 percent by 2003, the transition rate from primary to secondary education was raised from 69 to 75 percent, and the age of school entry was lowered, yet again, from 7 to 6 to allow more girls to complete the basic cycle by age 15. Another significant effort at this stage was to abolish school fees, although schools are allowed to charge small fees, discussed more fully later. It was this set of revisions that also included a statement that the school feeding provided by the WFP should be continued.[83]

61. ***Girls***. Student enrolment has expanded substantially in recent years, with significant gains for girls across all cycles. The NER for both genders was estimated at 46 percent in

[82] Adekanmbi, A., Blimpo, M. P., Evans, D., The State of Lower Basic Education in The Gambia: A Baseline Survey Report Prepared for the MoBSE in The Gambia, September 2009.
[83] UNICEF. Child Friendly Schools, Case Study: The Gambia, December 2009.

1991/92, but has increased dramatically to 94.9 percent in 2008-09.[84]

62. The gain in girls' enrolment is attributable to a number of efforts in addition to school feeding. A chronological list of these efforts to Support Girls' Education in Gambia from 1988-2004 is below:

- In 1988, the Forum for African Women Educationalists The Gambia Chapter established a chapter in The Gambia and established programs to increase the number of girls in school
- From 1999-2001, UNICEF worked in 4 regions to support girl-friendly schools in a variety of ways. As a result of their work, by 2003, girls' enrolment had increased substantially.
- The Government 1988-2003 Education Policy specified that girls and children between the ages of 7-15 were high priority for education services.
- In 1988, the Government established a Girls Education Unit in the DoSE.
- In 1999, the Government established a scholarship program for girls' education.
- In 2000, UNICEF began setting up Mothers' Clubs to help support girls education. These clubs are still active today and have been expanding steadily over the years.
- In 2004, the Government declared a "Big Bang" effort where government workers and NGOS from around the country went door-to-door in areas with low enrolment of girls to encourage parents to send their girls to school. This included a wide range of media to convey this social message.
- The Government began allowing regions to establish flexible school calendars to accommodate each region's agricultural needs, to remove that obstacle from children coming to school.
- The Education Policy of 2004-2015 articulated that the education of girls was a priority.
- In 2004, the WFP and UNICEF partnered to help support the provision of the Essential Package in all primary schools.
- Gender parity was reached in 2004
- School construction increased from 2000-2005 to decrease the amount that children had to travel to school to 3 km.

63. *Benefits of Primary and Particularly Secondary Education for Girls.* Many studies have shown numerous benefits of educating girls, and The Gambia is no exception. The 2005/06 MICS data for The Gambia provides solid evidence of many significant benefits to families and the society overall. Although the MICS data shows that 61 percent of the females sampled had never been to school and only 12 percent had been to primary school, those that completed secondary school enjoyed many benefits. (It will be useful to compare the figures cited below with those provided in the upcoming MICS report due out before the end of 2010.) A sample of those benefits of a secondary education for Gambian girls, families and society are listed below (percentages rounded):

- The under-five child mortality rates shows that those with no education are 140 per 1000, dropping to 133 for those completing primary school, and reduced by a further 50 percent to only 66 deaths per 1000 for those infants fortunate enough to be born to mothers who have completed secondary school.[85] The lives of 74 children per 1000 births could be saved by providing girls a secondary education.

- The likelihood of female genital mutilation for girls whose mothers had no education is 70 percent; for those with a primary education 58 percent, but for those with mothers

[84] Touray, O.A., Level of Achievement of the MDGs in The Gambia: Stocktaking Report Prepared for the UNDP Gambia Country Office (January 2010).
[85] Multiple Indicator Cluster Survey: Monitoring the Situation of Children and Woman, The Gambia 2005/2006, Key Findings, Gambia Bureau of Statistics, et al, 2006.

having a secondary education, female genital mutilation drops to 41 percent, saving 29 percent of young girls from female genital mutilation.

- The percentage of girls with no education likely to marry before the age of 15 is 14 percent; with primary education it is 8 percent, and with secondary education only 2 percent of girls are likely to marry before the age of 15. The likelihood of a girl marrying before the age of 15 could be reduced by 12 percent if she has a secondary education.
- The percentage of women aged 15-49 who believe it is ok for her husband to beat her when she goes out without telling him is 67 percent for those with no education, 55 percent with primary, and only 36 percent for those with a secondary education. The likelihood of believing that domestic abuse is acceptable could be reduced by 30 percent for girls who receive a secondary education.
- Without any education, 8 percent of girls are likely to have sex before the age of 15, dropping to 3 percent for those with a primary education and to 1 percent for those with a secondary education. Girls with no education are far more likely to have had sex at all – 73 percent, compared with 50 percent of girls who have attended primary school, and only 28 percent for girls who attend secondary school. Girls in urban areas are about 30 percent less likely to have sex before the age of 15 than are rural girls, or those from poorer families. Girls from the Fula ethnic group are far more likely to have early sex than are those from Mandinka, Wollof and Serer groups. Providing more girls with a secondary education is likely to reduce having sex before the age of 15 by 7 percent.
- Girls with a secondary education are 21 percent more likely to have comprehensive knowledge of ways to prevent HIV/AIDS; are 13 percent more likely to get tested for AIDS, almost 30 more likely to know where to get tested.
- Quite surprisingly, mothers with a secondary education are about 16 percent less likely to engage in activities that promote learning and school readiness in their 0-5 aged children, but more educated fathers were 8 percent more likely than uneducated fathers and 14 percent more likely than fathers with only a primary education to engage in activities that promote learning. (This may be worth exploring further).
- Children, ages 0-5, of mothers with a secondary education are half as likely to be left under the care of a child under 10.
- Mothers with a secondary education are 3 times more likely to send their children to ECD than are mothers with no education (45 percent vs. 15 percent) and almost 20 percent more likely than those with a primary education (26 percent)

64. **Data Quality and Availability.** A number of studies have referred to the lack of reliable data in The Gambia. The BESPOR project has worked with the Ministry of Basic and Secondary Education to establish an education management information system (EMIS), and the World Bank is currently working with the Government of Gambia to develop a sector-wide Education Country Status Report (CSR), which is intended to facilitate "a rigorous analysis of the education system, using available data, and to serve as the foundation for the Government to review, revise and implement its Education Policy (2004-2015), Education Sector Strategic Plan (2006-2015) and Medium Term Plan (2008-2011)". Draft findings of this group, which is supported by the World Bank, UNESCO and Pole Dakar, and involves various ministries and bureaus within The Gambia, are used throughout this report and referred to as CSR.

Acronyms

AGR	Annual Growth Rate
BCS	basic cycle school
BCG	Boston Consulting Group
BESPOR	basic education support for poverty reduction
CAADP	Comprehensive African Agriculture Development Programme
CO	Country Office
CRR	Central River Region
CSB	Corn Soya Blend
CSR	Country Status Report
D	dalasi
DfID	Department for International Development (UK)
DoSE	Department of State for Education
EB	Executive Board
ECDC	Early Childhood Development Centre
ECOWAS	Economic Community of West African States
EFA	Education for all
EMOP	Emergency Operation
FAO	Food and Agriculture Organization of the United Nations
FFE	Food for education
FIOH	Friendship In Our Hands
FMC	Food Management Committee
FTI	Fast Track Initiative
GASFP	Global Agriculture and Food Security Program
GBOS	Gambia Bureau of Statistics
GDP	gross domestic product
GER	Gross Enrolment Rate
GNAIP	Gambia National Agricultural Investment Programme
HDDS	Household Dietary Diversity Score
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HQ	Headquarters
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
IMF	International Monetary Fund
LBS	lower basic school
LGA	local governing areas
M&E	Monitoring and Evaluation
MEPID	Ministry of Economic Planning and Industrial Development
MDG	Millennium Development Goals
MICS	Multiple Indicator Cluster Survey
MoBSE	Ministry of Basic and Secondary Education
MOU	Minute of Understanding
MTEF	medium-term expenditure framework
NaNA	National Nutrition Agency
NEPAD	New Partnership for Africa's Development
NER	Net Enrolment Rate
NGO	non-governmental organization
OE	Office of Evaluation
PRA	Participatory Rural Appraisal
PROGEB	Regional Project on Sustainable Management of Endemic Ruminant Livestock in West Africa
PRSP	Poverty Reduction Strategy Paper
PSIA	Poverty and Social Impact Analysis
RED	Regional Education Directorates

RDA	Recommended Daily Allowance
SAFMU	School Agriculture Food Management Unit
SD	Standard deviation
SF	School Feeding
SFP	school feeding programme
SOWC	State of the World's Children
SPR	Standard Progress Reports
SSS	Senior Secondary School
THR	take-home ration
TOR	Terms of Reference
UBS	Upper Basic School
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
URR	Upper River Region
US$	United States Dollar
VAM	Vulnerability Analysis and Mapping
VT	Value Transfer
WAEC	West African Examinations Council
WFP/CO	World Food Programme/Country Office (Gambia)
WFP HQ	World Food Programme Headquarters

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