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**Executive Board
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PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

For approval



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DEVELOPMENT PROJECT – BENIN 10308.0

Promotion of Formal and Non-Formal Education of Children and Youth

Number of beneficiaries	68,300 (of whom 32,800 are girls)
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Duration of project	Five years (1 July 2004–30 June 2009)
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Cost (United States dollars)

Total cost to WFP	16,500,571
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Total cost to Government	1,273,169
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NOTE TO THE EXECUTIVE BOARD

This document is submitted for approval by the Executive Board.

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

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



EXECUTIVE SUMMARY

The project is based on Millennium Development Goals 1 and 2, which relate to the elimination of extreme poverty and hunger, and to universal primary education. These objectives are reflected in Benin's Poverty-Reduction Strategy Paper (2003–2008) and in the United Nations Development Assistance Framework for Benin (2004–2008). The project's two components correspond to two of the UNDAF's objectives: (i) to fight poverty and food insecurity; and (ii) to ensure equal access to quality basic social services. The priority for basic education, including school feeding, is one of the pillars of the national strategy outlined in the Poverty-Reduction Strategy Paper.¹

In conformity with the Strategic Plan (2004–2007) approved by the Executive Board at its October 2003 session, the project will centre around formal and non-formal education, with special attention given to girls (nearly 50 percent of the 68,300 beneficiaries). It will provide support to the development of national policies that aim to reduce poverty and food insecurity and decrease the disparity between girls' and boys' education by ensuring equal access to basic education, training and social protection.

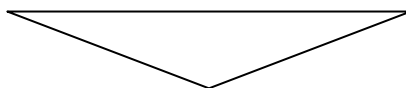
In conformance with WFP's strategic thrust, the principal component of the project, formal education, will be implemented in areas that are the most underprivileged in terms of education. The second component, non-formal education, will cover all the Beninese institutions aiding troubled children and youth, provided that those institutions offer formal, non-formal or vocational education and can guarantee that they function smoothly.

For effective management, responsibilities for project execution will be distributed according to the skills and abilities of the ministries concerned. The Ministry for Primary and Secondary Education, and the Ministry for the Family, Social Protection and Solidarity will be responsible for technical implementation and project monitoring, while the National Directorate for WFP projects in the National Ministry for Long-Term Planning and Development will be responsible for logistical management of food commodities, in close coordination with the WFP country office in Benin. An inter-ministerial steering committee will be installed at the start of the project. For the school feeding programme to realize its full potential, it should be coordinated with other projects that aim to facilitate access to school and improve the quality of teaching. Participation by parents' associations and local authorities in school canteen management will be of vital importance for ensuring that the canteens operate well and that the parent associations and local authorities are able take over from WFP.

¹ Page 38, paragraphs 128 and 131 of the PRSP.



DRAFT DECISION*



The Board approves development project Benin 10308.0, “Promotion of Formal and Non-formal Education of Children and Youth” (WFP/EB.1/2004/8-A/2).

* This is a draft decision. For the final decision adopted by the Board, please refer to the “Decisions and Recommendations” document issued at the end of the Board session.



PROBLEM ANALYSIS

1. Benin is a least developed, low-income, food-deficit country with a per capita gross national product of US\$368 in 2001. The population growth rate is 3.3 percent, so the population—6.3 million in 2001—should reach more than 10 million in 2016, with a strong concentration in the departments of the south.
2. Economic progress recorded over the last five years as a result of favourable global prices for cotton, the country's principal currency source, resulted in economic growth of about 5 percent per year. The incidence of poverty has not changed significantly, however, and it affects women more than men. In 2000, 25 percent of the urban population could be regarded as poor, while in rural areas that rate reached 30 percent; moreover, 16 percent of the population that year lived in extreme poverty.² Since 2002, cotton production has begun to show signs of crisis.
3. In general, agricultural production ensures the country's caloric self-sufficiency, but populations in some regions have problems accessing food. The areas with the highest food deficits are: north-western Atacora, the plains of Gourma and North Borgou, the southern part of Zou and the extreme southwest, and the southeast, which is more urbanized. Small-scale farmers, self-employed fishers and urban households with low incomes are the most affected by food insecurity. According to a vulnerability assessment conducted by WFP in June 2002, 33 of the country's 77 districts are at risk of food insecurity.
4. The most recent United Nations Development Programme (UNDP) Human Development Report, published in 2002, ranked Benin 159th of 175 countries. The infant mortality rate is 87 per 1,000 live births; 23 percent of children under 5 (one in four) exhibit moderate stunting and 11 percent exhibit severe stunting. The illiteracy rate for adolescents is 45.7 percent, and there are strong disparities between rural and urban areas and between boys and girls.
5. Molestation, physical abuse, abandonment and economic exploitation are among the problems affecting children and youth. In recent years, around 100,000 children aged 6–16 have left their families voluntarily or have been forced to leave to search for work. The forced marriage of young girls is common practice, particularly in rural areas among illiterate families. About 29 percent of adolescent girls live in a kind of marriage imposed by tradition and have their first pregnancy at an early age. The Government, non-denominational organizations and non-governmental organizations (NGOs) attempt to respond to these practices by offering these girls refuge and training.
6. Improving the social and economic conditions of disadvantaged populations, fighting poverty and food insecurity, and enabling access to social services are among the major national priorities reflected in the Benin Poverty Reduction Strategy Paper (PRSP) (2003–2005) and in the United Nations Development Assistance Framework (UNDAF) (2004–2008).
7. Concerning basic education—primary education and the first cycle of secondary education—the national gross enrolment rate is 94.3 percent, a figure well above the objective of 78 percent set in 1990 by the States General for Education for 2002. Only the departments of Borgou/Alibori and Atacora/Donga have not yet attained universal education; their gross enrolment rates are considerably below the national average. In all the departments, however, even in those that have reached or exceeded the 100 percent

² Source: United Nations Development Assistance Framework (UNDAF) for Benin (2004–2008).



gross enrolment rate,³ there are districts that are still severely or moderately under-enrolled.

8. Although at the national level the gross enrolment rate for girls is 78.10 percent, a deeper examination at the district level shows that there are real difficulties in girls' enrolment in the departments of Atacora and Alibori and, to a lesser extent, in Zou, Borgou and Atlantique.
9. The educational system has many problems: unequal access, lack of teachers, particularly qualified and certified teachers, and poor-quality education. The repetition rate is about 19 percent, and the drop-out rate is 8.28 percent (9.18 percent for girls). The economic and cultural obstacles to parents enrolling their children in school and keeping them there exacerbate the weakness of the system.
10. To mitigate these deficiencies, a reform is currently under way, supported by the World Bank, the International Monetary Fund (IMF), the United Nations Children's Fund (UNICEF), the United States Agency for International Development (USAID) and the Cultural Cooperation and Action Service of the French Embassy among others, with the support of international NGOs, including Catholic Relief Services (CRS), World Education, Aid and Action, and *Borne Fondeen*. The reform aims to raise the quality of the system by various means: syllabus revision, improvement of the school environment, teacher training, provision of handbooks and supplies, and strengthening of parent associations to involve parents more in school management.
11. Opening school canteens in disadvantaged rural areas is one of the strategies the Government has adopted to standardize basic education. In 2002, the Ministry for Primary and Secondary Education managed 273 canteens throughout the country. Financed by funds provided by the Heavily Indebted Poor Country Debt Initiative launched by the IMF and the World Bank, the programme began in 2000; the number of canteens has risen each year. CRS provides assistance to 99 canteens in 12 districts in the departments of Alibori, Borgou, Djonga and Atacora. In 2002, WFP assisted 442 canteens in all departments except those on the coast. The experience has shown, however, that the presence of a canteen, while useful, is not sufficient to remove the obstacles to girls' enrolment in rural areas, in particular their contribution to family income.

Previous WFP Assistance

12. WFP support to primary education in Benin dates back to 1964, with some interruptions. In 1999, WFP adopted the programme approach, and school feeding was integrated into the 2000–2003 country programme (CP) as an activity, at a cost to WFP of US\$8 million. The average number of beneficiaries of the activity is 55,000 pupils.
13. A recent evaluation shows that the CP does not offer more flexibility than the projects that preceded it. On the contrary, it reinforces the compartmentalizing of activities, leading to complexity of implementation and a loss of effectiveness. The evaluation mission thus recommends that an intervention take place, beginning in 2004, within the framework of a single project comprising two distinct components corresponding to the two country programme activities: support to the development of basic education in general and education of young girls in particular, and aid to vulnerable groups.

³ The gross enrolment rate exceeding 100 percent is explained by the high numbers of children who have passed the standard age for this level of schooling. In Benin, this phenomenon is caused by biennial recruitment, in particular in rural areas.



14. In evaluating the school feeding activity, the mission noted that the distribution of schools selected under the CP did not always correspond to current enrolment rates or to the findings of WFP vulnerability analysis and mapping (VAM). The evaluation noted that the National Directorate for WFP-Supported Projects (ND/WFP), under the National Ministry for Long-Term Planning and Development, lacks the financial means to manage the activities in conformity with established operational contracts. The inclusion of adequate funds in the national budget is therefore a prerequisite to project implementation. The evaluation mission recommended the creation of an inter-ministerial steering committee to ensure coordination of the project.
15. A WFP mission involving the United Nations Educational, Scientific and Cultural Organization (UNESCO) visited Benin from 24 March to 13 April 2003. The mission's mandate was to formulate the new development project by determining its basic components, their geographic distribution and implementation modalities, and to make recommendations for efficient use of food aid. The mission felt that WFP aid in Benin was justified by the incidence of poverty and food insecurity, and by the under-enrolment noted in certain regions of the country. Concerning the project's future geographic coverage, institutional framework and logistics management, the mission confirmed the findings of earlier evaluations. The present project is based on the conclusions and recommendations of the mission and takes into account the logical framework (see Annex III) established by national authorities and WFP during a joint seminar on 25 and 26 March 2003 conducted by a WFP-GTZ (German Agency for Technical Cooperation) monitoring-and-evaluation consultant.

PROJECT OBJECTIVES AND OUTPUTS

Long-Term Objective

16. The project will contribute to the development of national policies aimed at reducing poverty, food insecurity and the disparity between girls' and boys' enrolment in schools by ensuring equal access to basic education, training and social protection.

Immediate Objectives

17. In the districts where the enrolment rate is weak and the gap between girls and boys is great, the immediate objectives will be to:
- a) increase the number of school enrolments;
 - b) encourage school retention;
 - c) improve attendance and performance;
 - d) in the social sector, strengthen shelters for troubled or disadvantaged children and youth so that they are guaranteed a formal or non-formal education or vocational training; and
 - e) promote the participation of local authorities and parents in the management of activities associated with children's education.

Expected Outputs

18. The principal outputs of the project will be:
- a) increased school enrolments, particularly in the first year of the primary cycle;



- b) improved school attendance and performance; and
- c) increased girls' enrolment the three last years of the primary cycle, until the gap between girls and boys is bridged.
19. Girls from poor families in rural areas far from a secondary school and living in girls' homes will have the possibility of continuing their studies beyond the primary cycle.
20. The principal component, formal education, will also contribute to including parents more in canteen management through the parent associations and management committees. Greater parental presence should reinforce children's attendance, motivation and learning, and improve the operation of the canteens.
21. The informal education component will strengthen the capacity of the governmental institutions and NGOs assisting troubled children and youth. The component will also improve children's and young people's access to quality training.

Expected Outcomes

22. An average of 68,300 beneficiaries will participate in the project, comprising:
- 55,000 public primary school pupils (33,000 boys and 22,000 girls);
 - 2,200 primary-level boarding-school pupils from rural areas (1,000 boys and 1,200 girls);
 - 4,000 young girls in secondary-level girls' homes;
 - 3,500 orphans (1,500 boys and 2,000 girls); and
 - 3,600 girls in training centres.
23. Among the pupils of the selected primary schools, 6,000 girls will receive take-home rations. All pupils will be the subject of annual plans submitted by the technical ministries to the inter-ministerial steering committee for approval. The basic education component will receive 71 percent of food; the component for orphanages and girls' training centres will receive 29 percent. Depending on available resources, 20 percent to 50 percent of the parent associations will benefit from training in management and monitoring. Nearly 50 percent of the beneficiaries will be girls.

SUMMARY TABLE OF BENEFICIARIES AND PERCENTAGE OF FOOD ALLOCATED, BY CATEGORY					
Beneficiary category	Number of beneficiaries			Food quantity for 5 years (kg)	Percentage of food, by category
	Girls	Boys	Total		
PPS* external	22 000	33 000	55 000	11 797 500	49.85
PPS internal	1 200	1 000	2 200	1 603 800	6.78
Girls' homes	4 000	-	4 000	2 916 000	12.32
Dry rations**	6 000	-	6 000	450 000	1.90
Orphanages	2 000	1 500	3 500	3 402 000	14.37
Training centres	3 600	-	3 600	3 499 200	14.78
Total	32 800	35 500	68 300	23 668 500	100

* PPS: public primary school.

** Girls receiving dry take-home rations are not considered beneficiaries because they are already counted as beneficiaries under school feeding.



ROLE AND MODALITIES OF FOOD AID

Role of Food Aid

24. In the public primary schools selected, WFP will provide pupils with a food supplement served in the form of a canteen meal that will encourage parents to enrol their children in the educational system and keep them there.
25. Food aid will also constitute an income transfer for the pupils' families. The quarterly provision of 5 kg of vegetable oil will compensate parents for their daughters' schooling, which keeps the girls from carrying out domestic work or engaging in income-generating activities.
26. For the primary and secondary level boarding schools, vocational training centres and social centres covered under the project, WFP aid will constitute material support, making it possible for these institutions to provide regular meals to pupils, diversify meals and operate throughout the entire school year while guaranteeing quality training.

Food Inputs and Commodity Justification

27. WFP's commitment will reach 23,669 mt, comprising 18,593 mt of cereals, 2,313 mt of pulses, 1,327 mt of vegetable oil and 1,436 mt of canned fish. Cash resources permitting, WFP will consider local purchases.
28. The composition of the ration corresponds to the country's food habits. The ration size was revised compared with that of the CP ration, however, in conformity with standards established by WFP, UNESCO and the World Health Organization (WHO).
29. The daily individual ration for pupils enrolled for school feeding will comprise:

	(g)
Cereals (maize or rice)	200
Pulses	30
Canned fish	20
Vegetable oil	10

30. The daily individual ration for pupils in boarding schools, girls' homes, and vocational centres and social institutions will comprise:

	(g)
Cereals (maize or rice)	450
Pulses	45
Canned fish	25
Vegetable oil	20



PROJECT STRATEGY

Geographic Coverage

31. The criteria for identifying areas of intervention for the school feeding programme are based on gross enrolment rates below the national average, together with a gross enrolment rate for girls that is also below the national average. More often than not the northern areas, where gross enrolment rates in general and girls' enrolment rates in particular are the lowest, are also the areas with the most frequent occurrence of child abuse.
32. Taking into account these criteria, WFP aid to school canteens and the distribution to girls of take-home rations will be targeted to 35 of the country's 77 districts.
33. Support to girls' homes, to training centres and to social centres, on the other hand, will be provided at the national level and will exist in the form of institutions that are well managed and under the control of WFP and administrative authorities.

Implementing Organizations

34. The Ministry for Long-Term Planning and Development will be responsible for liaison between the Government and WFP for basic problems relating to the project; and the Ministry for the Family, Social Protection and Solidarity will be in charge of technical execution and supervision of the project.
35. The technical ministries, with the support of their departments, will be responsible for annual planning and for collecting and processing data relative to their activities, based on indicators defined in the logical framework. These ministries should also ensure coordination between all stakeholders in their areas with a view to avoiding duplication of efforts and to promoting complementarities between the project, the other bilateral and multilateral agencies and the NGOs.
36. The ND/WFP, within the Ministry for Long-Term Planning and Development, and its departmental branches will have the dual role of coordination and logistical management of the foodstuffs in collaboration with the WFP country office and the United Nations Volunteers (UNVs) involved on the ground. The ND/WFP will submit to the technical ministries and to WFP reports on the movement of foodstuffs. To do this, the ND/WFP will be equipped with an adequate budget by the State, estimated at US\$1.3 million for the duration of the project; the budget will include logistics costs—storage, transport, distribution—the provision of full-time staff, travelling and other expenses for the monitoring and evaluation (M&E) of the project by counterpart staff.

National Coordination

37. An inter-ministerial steering committee, comprising representatives from the Ministry for Long-Term Planning and Development, Ministry for Primary and Secondary Education, Ministry for the Family, Social Protection and Solidarity, ND/WFP, Federation of Parent Associations and the WFP country office, will be operational at the start of the project. The committee, which will meet twice a year, will be tasked with facilitating the spread of information to stakeholders, examining the project's progress and recommending revisions. The committee will also examine the activities proposed by the technical ministries, taking into account the results obtained over the course of the year and the available resources. The Ministry for Long-Term Planning and Development will make sufficient resources available to ND/WFP to ensure that the project is operational.



Implementation

38. Project implementation will be based on partnership and the participation of beneficiary communities, parents and district-level representatives from the technical ministries. This participation is essential to the project's success.
39. The start of the project will be preceded by meetings between the stakeholders and partners involved, at both the central and district levels, to inform them about the project's objectives and means of implementation, in particular the responsibilities of each party and the monitoring methods to be used. It will be important to explain at these meetings why WFP is phasing out of certain districts and remaining in others, and to emphasize the concept of equity that the new project seeks to adopt.
40. The implementing partners will be in charge of social mobilization and awareness-raising among parents, installation of canteen management committees and their operation, daily management and supervision of food and reporting.
41. At the departmental level, the ministries' decentralized services, ND/WFP and UNVs will ensure project coordination, execution and monitoring. Coordination meetings of all partners will take place quarterly.
42. At the school level, the management committees will be responsible for receiving and managing food and for monitoring the canteens. The committee members, half of whom will be women, will designate a president, warehouse keeper and treasurer. These committees, with the support of the UNVs, will be in charge of the quarterly distribution of take-home rations.
43. As in the past, contributions for the preparation of meals—purchase of seasoning, payment of cooks' salaries and other expenses—the cost of which could vary from CFAF⁴ 10 to 25, or for the coverage of transport expenses (CFAF 2 per ration), will be collected and managed directly by the management committee members.

Food Aid Logistics

44. WFP will take charge of all internal transport operations and part of the cost of the storage, handling and distribution of food through the internal transport, storage and handling (ITSH) provision of US\$65.43 per ton, a rate that will be reviewed periodically.
45. The ND/WFP will ensure payment of the salaries of the counterpart's logistics staff: 1 professional logistics officer, 3 logistics assistants, 10 warehouse keepers and 20 warehouse employees.
46. Cash resources permitting, WFP will purchase maize on the local market, which will contribute significantly to reducing transport expenses.
47. The annual plan regarding the distribution of food commodities based on the total number of beneficiaries approved by the inter-ministerial steering committee will be signed jointly by the ND/WFP and the WFP representative in Benin.

⁴ US\$1= CFAF 528.7 as at 31 December 2003.



WFP Exit Strategy

48. The Government's development policy based on decentralization implies partial assumption of responsibility for education and social services by the beneficiary communities, which should contribute to financing certain construction works and maintenance and to covering the salaries of the community teachers⁵ and other expenses associated with the canteens.
49. The parents' associations and other local management committees will be responsible for seeking out and implementing sustainable ways of operating the canteens, according to guidelines set out in government policy. These new responsibilities will be clearly defined in the plan of operations. With this gradual take-over of responsibility for running the canteens, local authorities should participate more in the improvement of the school environment and the smooth running of the canteens. The formation of the parents' committees, which will take place during project implementation, will be continued in partnership with international and national NGOs, depending on the availability of resources.
50. In parallel with the efforts of local authorities, the Government has already begun to take over from WFP with the installation, in 2002 and 2003, of 273 canteens across the country, selected according to precise criteria; the aim is not to cover every school in Benin, but, like WFP, to link the award of a canteen to development objectives suited to local problems.

BENEFICIARIES AND BENEFITS

51. The target groups intended for the project are children and young people from rural areas and from the regions considered most disadvantaged in terms of school enrolment and child abuse rates. The project will favour young girls, especially those in girls' homes and training centres. Orphans, abandoned children, handicapped children residing in specialized centres, street children and those in trouble with the law residing in social rehabilitation residences will also benefit from food aid.

Selection Criteria for Beneficiary Schools and Institutions

52. In the 35 rural districts targeted by the project, primary schools will be selected according to the following criteria:
- a primary public school in a rural area;
 - a school with less than 50 percent girl pupils;
 - a school in which the number of pupils does not exceed 250;
 - an establishment with an operational parents' association, half of whose membership comprises mothers elected to the management committee;
 - an establishment comprising at least three functioning classes and three teachers; and
 - a school with a nearby water source.
53. With the exception of the girls' homes, the formal education component will not involve schools located in the regional capitals. In the schools selected, all students will eat in the canteens.

⁵ Locally recruited teachers with limited training intended to make up for the lack of certified teachers.



54. The take-home rations will go to girls enrolled in the last three years of the primary cycle. The quarterly distribution of these rations will be *in addition to* meals eaten at the canteen. The girls will have to demonstrate a monthly attendance rate of 80 percent or higher, which will be monitored by project authorities.
55. Once the schools are selected, the communities will be mobilized to (i) elect management committee members, (ii) begin constructing or procuring a kitchen and warehouse and (iii) make the school environment more attractive.
56. The homes for secondary-school girls recognized by or under the control of the Ministry for Primary and Secondary Education will be able to benefit from WFP aid.
57. The training centres and social aid institutions will have to be recognized by the supervising ministries and be equipped with refectories, dormitories and bathroom facilities. They will also have to demonstrate at least two years of satisfactory operation, and provide schooling to children who have reached the legal school age. They will also have to be non-profit, and able to provide technical training and to possess adequate infrastructure.
58. Any school establishment or social institution wishing to receive aid through the project will have to fill out a request-for-assistance form. Specialized institutions and training centres will have to produce an identification card for each child.
59. The list of establishments or social institutions considered, within the framework of the project and as approved by the inter-ministerial committee, will be included in the start-up letter. That list will remain valid until the end of the project, with the exception of the schools excluded for failure to conform with WFP procedures or because of poor management.

Expected Benefits

60. In schools with canteens, porridge will be served in the mornings and a full meal will be provided between 12.00 and 13.00 165 days a year. The daily individual ration will provide 950 kcal (50 percent of daily needs), 31 g of protein and 23 g of fat. This food will improve the pupils' concentration and attention during morning and afternoon classes. Parents will be satisfied that their children have at least one nourishing meal a day in the canteen, which will represent a saving for the family budget.
61. Girls residing in the girls' homes will improve their knowledge, which will benefit them later, allowing them to take on a professional career or acquire social status. Their example could serve as an incentive in their communities of origin. The vocational training will allow troubled children to learn a trade.
62. Each beneficiary in the primary boarding schools, girls' homes, training centres and specialized institutions will receive three meals a day for 270 days a year, with a daily ration of 2,000 kcal (90 percent of daily needs), 60 g of protein and 45 g of fat.

Expected Outcomes for Women

63. Establishment of parents' associations that operate better and are more involved in canteen management should create the conditions for equal representation of women in these associations. Greater participation by mothers in the parent associations will also be a condition for awarding a canteen.



64. The project will contribute to the application of Enhanced Commitments to Women ii and v, which involve expanding activities that allow girls to attend school, and ensuring that women are equally involved in food distribution committees and other programme-related local bodies.

PROJECT SUPPORT

Partnerships

65. The WFP country office in Benin will create a focus group that brings together partners working in school feeding; the group will have a rotating presidency among its membership. Its objective will be to share information in order to avoid duplication of efforts. WFP will participate in a working group on reforming primary education (World Bank, UNICEF, USAID, Service for Cooperation and Cultural Activity of the French Embassy) to seek out complementarities among actions, more particularly those involving HIV/AIDS, deworming and the school environment. Depending on available resources, WFP will renew and if possible enlarge its cooperation with the NGO World Education as regards training and monitoring parents' committees in charge of canteen management.
66. Among the 35 WFP-supported districts, some will also benefit from support from UNICEF's country programme (2004–2008). UNICEF and the WFP country office will work together to develop joint activities, in particular for the non-formal education component.

Non-Food Inputs

67. At the start of the project, WFP will organize a workshop for implementing partners on the following themes:
- approaches and methods for social awareness-raising;
 - warehouse management;
 - meal preparation, food hygiene, health education and deworming; and
 - record-keeping, data collection and filling out monitoring cards.
68. UNVs will organize department-level information sessions on the role of take-home rations for girls.
69. The rules for running the canteens will be set down in a management handbook created by WFP and distributed by partners. The ingredients for meal preparation will be provided by the Government, the communities concerned and WFP, within the limits of the available budget.

MONITORING-AND-EVALUATION AND REPORTS

70. M&E will be based on the indicators laid down in the logical framework:
- Food management will be monitored on a monthly basis by departments in the Ministry for Primary and Secondary Education and the Ministry for the Family, Social Protection and Solidarity in collaboration with ND/WFP for the distributed rations. The data will be integrated into reports submitted to the ministries and to the



ND/WFP, which will consolidate them before submitting them to the WFP country office in Cotonou.

- Objectives 1 (enrolment) and 3 (attendance) will be monitored at the end of each scholastic quarter by the WFP UNVs on the basis of a sample of schools and social institutions, and from school registers. These data will be included in the quarterly report.
 - Objectives 2 (retention), 3 (performance), 4 (support to shelters for troubled youth) and 5 (assumption of responsibility for education by the parent associations and local authorities) will be monitored at the end of the school year by departments in the ministries concerned. The school year will end in June; data collection and preparation of annual reports could take place in the subsequent months before school resumes in September.
71. Basic data-collection using a representative sample system will be undertaken in the months preceding project start-up. A rapid data-collection system, for example with the help of hand-held computers and transmission of data via e-mail (by WFP at the department level), will facilitate processing and will improve the lead time in preparing reports. WFP will seek to avoid duplication of effort by using the statistics regularly drawn up by the technical ministries.
72. A technical examination aiming to verify adherence to project objectives and the effectiveness of project implementation will take place 18 months after start-up. The WFP regional bureau or country office will carry out a self-evaluation halfway through the project; its cost is included in the project budget.

Landside Transport, Storage and Handling

73. The LTSH cost of food commodities up to the final delivery points (FDPs) is US\$1.5 million; part of this, US\$365,919, will go towards the ND/WFP at the rate of FCFA 9,350 per mt upon presentation of documentation attesting that the products have been distributed to the beneficiaries in accordance with the plan of operation. This rate will be reviewed in the case of major logistical modifications.
74. Transit operations and primary transport from the port to the departmental warehouses will be assigned on the basis of a contract (period to be determined) with private-sector forwarding agents, in conformity with WFP procedures. These forwarding agents will be paid directly by WFP.

PROJECT VIABILITY AND SUSTAINABILITY

Technical Feasibility

75. The project supports the national development strategies for formal and non-formal education of children and young people. The presence of a canteen in a disadvantaged rural area is an important factor in the promotion of education in that it encourages parents to enrol their children in school and keep them there. Having had encouraging outcomes for girls' education, the project's pilot phase involving the distribution of take-home rations deserves to be reproduced on a greater scale in schools equipped with canteens.
76. In order for the school feeding programme to realize its potential, it is important that the Ministry for Primary and Secondary Education first sees to it that the project schools are equipped and have qualified teachers.



Social Viability

77. The formal education component will depend in large part on mobilization of parents, school directors, teachers, managers and communities in general. The involvement of parents' associations and local authorities in canteen management will be essential for ensuring future handover of WFP assistance.

RISKS

78. Household poverty in the project areas could force some families to take their children out of school temporarily, especially during the crop year, which generally corresponds with the period of school exams. Two further risks arise at the girls' training centres: (i) non-payment of training fees by the parents or guardians, leading to expulsion; and (ii) withdrawal of girls for cultural reasons or marriage.
79. The lack of teachers could have a negative effect on expected outcomes. It is essential that the Government give this problem high priority in order that school enrolment in intervention areas can increase.
80. The inadequate level of resources of NP/WFP and of the technical ministries' decentralized structures could reduce project implementation and monitoring capacity, and therefore project effectiveness.
81. WFP budgetary constraints could have a negative impact on the recruitment and retention of staff, in particular UNVs, whose presence is indispensable for the smooth running of the project.

DISINCENTIVES, DISPLACEMENT AND DEPENDENCY

82. WFP's annual commitment will come to an average of 3,719 mt of cereals, 463 mt of pulses, 287 mt of canned fish and 266 mt of vegetable oil. These quantities represent a negligible fraction of grain and oil imports.
83. The food commodities provided under the project will be consumed by the beneficiaries in the form of meals. Given the relatively small quantities the project will import, no effect on local production or markets is expected.

COORDINATION AND CONSULTATION

84. The project was prepared by WFP with the technical support of UNESCO; it has been discussed with the bilateral agencies Service for Cooperation and Cultural Activity of the French Embassy and USAID, the multilateral agencies the World Bank and UNICEF and the NGOs operating in the formal and non-formal education sectors in Benin, CRS, World Education, Caritas and the Red Cross.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

85. For the development project "Promotion of Formal and Non-formal Education of Children and Youth" proposed for Benin, the Executive Director requests that the Executive Board approve, within the limits of available resources, US\$14,048,434, covering all basic direct operational costs.



ANNEX I

PROJECT COST BREAKDOWN		
	Quantity (<i>mt</i>)	Value (<i>US\$</i>)
WFP COSTS		
A. Direct operational costs		
Commodity ¹		
– Cereals	18 593	4 387 948
– Pulses	2 313	983 025
– Canned fish	1 436	3 231 000
– Vegetable oil	1 327	1 127 738
Total commodities	23 669	9 729 711
External transport		2 122 730
LTSH		1 548 743
Other direct operational costs		647 250
Total direct operational costs		14 048 434
B. Direct support costs (see Annex II for details)		1 372 661
C. Indirect support costs (7 percent)		1 079 477
TOTAL WFP COSTS		16 500 571

¹ This is a notional food basket used for budgeting and approval purposes. The mix and quantities of commodities, as in all WFP-assisted projects, may vary depending on availability.



ANNEX II

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
National general service staff	132 185
International staff	220 176
International consultants	50 000
National consultants	35 000
UNVs	430 500
Temporary assistance	11 000
Staff overtime	10 000
Staff duty travel	82 000
Staff training	27 000
Subtotal	997 861
Office expenses and other recurrent costs	
Rental of facility	25 500
Utilities (general)	11 500
Office supplies	6 000
Communication and IT services	26 000
Insurance	18 800
Equipment repair and maintenance	14 000
Vehicle maintenance and running cost	75 000
Other office expenses	30 500
United Nations organization expenses	85 500
Subtotal	292 800
Equipment and other fixed costs	
Vehicles	25 000
TC/IT equipment	40 000
Furniture, tools and equipment	17 000
Subtotal	82 000
TOTAL DIRECT SUPPORT COSTS	1 372 661



ANNEX III

SUMMARY LOGICAL FRAMEWORK—DEVELOPMENT PROJECT BENIN 10308.0			
Description	Indicators	Sources of verification	Assumptions/risks
Goal	Results indicators		
Reduce poverty and ensure equal access to education, training and social protection	Poverty index	Surveys	Assumption: reform implemented
	Index of girl/boy parity	Statistical directory—Ministry for Primary and Secondary Education	Assumption: sub-regional stability
	Number of girls/boys who complete the primary education cycle and go on to the secondary	Statistical analysis documents	Assumption: national stability, good governance
Objectives	Outcome indicators (effect of output)	Sources of verification	Assumptions/risks
Objective 1: Increase number of school enrolments	1.1 Girls/boys enrolled in introductory course	School registers	Assumption: appointment of teachers
	1.2 Girls/boys entering grade six or the first year of technical schooling or vocational training	School registers	Risk: teachers' strike
Output 1: Beneficiaries served in the canteens	1.1 Number of girls/boys receiving a ration	School registers	Risk: Delay in delivery of food to final distribution point
	1.2 Number of schools targeted		
Objective 2: Encourage school retention	2.1 Girls/boys present at the start and end of the school year	Departmental management of primary and secondary education — regional management of technical schooling and vocational training	Risk: overcrowded schools
	2.2 Drop-out rate	School register	Assumption: adequate infrastructure, operational canteens



SUMMARY LOGICAL FRAMEWORK—DEVELOPMENT PROJECT BENIN 10308.0

Description	Indicators	Sources of verification	Assumptions/risks
Output 1: Girls from poor rural families, situated far from schools, who reside in girls' homes have the possibility to continue their studies	1.1 Number of girl pupils in the girls' homes	Departmental management statistics for primary and secondary education—Ministry for Primary and Secondary Education	
Objective 3: Improve attendance and performance	3.1 Number of school days attended by girls/boys	School register	Assumption: attendance by teachers
	3.2 Number of girls/boys who are promoted to the next class	School register	Risk: insufficient number of teachers
	3.3 Number of girls/boys who pass exams	School register	Assumption: teaching is of good quality
Output 1: School canteens supplied and rendered operational	1.1 Number of girls/boys receiving a ration	Beneficiary identification cards	Assumption: availability of food in the warehouse
	1.2 Number of schools targeted	Canteen registers	
	1.3 Number of days the canteen is operational	Canteen register	
	1.4 Rise in canteen cost for parents	Canteen register	Assumption: communities' awareness raised in order that they participate in the canteens and to ensure that they can take over their operation
Output 2: Dry rations distributed	2.1 Number of dry rations distributed at the start and end of the school year	Canteen register	
	2.2 Number of rations served to girls/boys in comparison with the estimated figure	Canteen register	



SUMMARY LOGICAL FRAMEWORK—DEVELOPMENT PROJECT BENIN 10308.0

Description	Indicators	Sources of verification	Assumptions/risks
Objective 4: Strengthen shelters for troubled children and youth to guarantee them a non-formal education or vocational training	4.1 Number of girls/boys who have passed the following exams: CEP (<i>certificat d'études primaires</i> , certificate of primary-level study), BEPC (<i>brevet d'études du premier cycle</i> , certificate of primary-cycle study), BAC (<i>baccalauréat</i>), DT (<i>diplôme technique</i>) and DFA (<i>diplôme de fin d'apprentissage</i>)	Ministerial decrees	Assumption: teacher qualification
	4.2 Number of girls/boys who have received vocational training	School register	Assumption: partners' support ensured (budget for maintenance of infrastructure, uniforms and general expenses, etc.)
Output 1: Centres receive assistance	1.1 Number of establishments, by type and department	Canteen register	
	1.2 Number of girls/boys served, by establishment	Canteen register	
	1.3 Number of girls in the vocational training centres having received rations	Canteen register	
Objective 5: Promote the effective participation of local authorities and parent associations in the management of activities tied to children's education	5.1 Number of parent associations and canteen management committees that have received training	UNV, ND/WFP, Ministry for Primary and Secondary Education reports	
Output 1: Beneficiaries' awareness raised by partners	1.1 Number of awareness-raising meetings (ND/WFP, UNV, Ministry for Primary and Secondary Education, etc.)	UNV, ND/WFP, Ministry for Primary and Secondary Education reports	

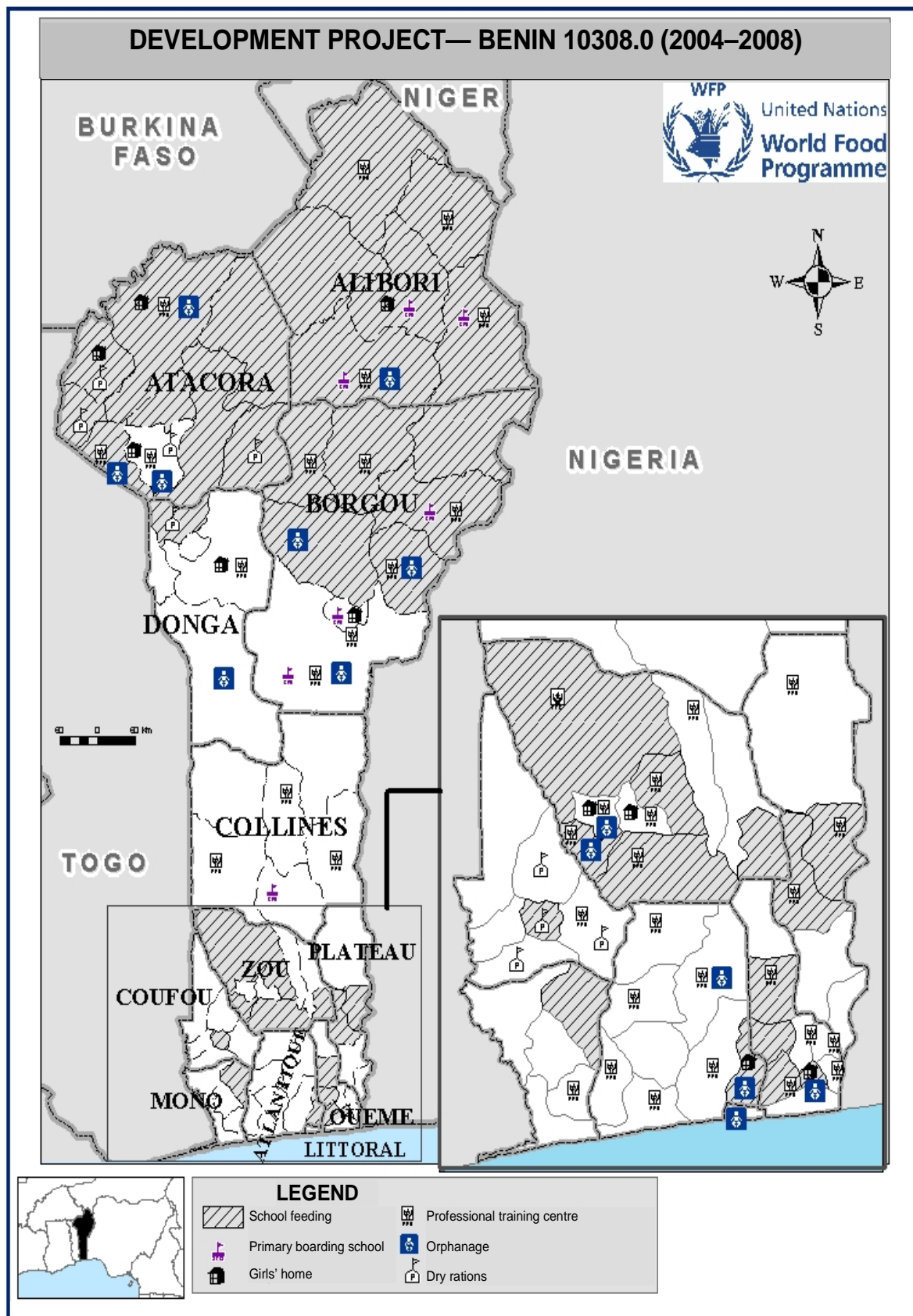


SUMMARY LOGICAL FRAMEWORK—DEVELOPMENT PROJECT BENIN 10308.0

Description	Indicators	Sources of verification	Assumptions/risks
	1.2 Number of school canteen management committees		
	1.3 Number of visits by NGO partner to the school	Visit report, based on a format used by all partners	
Activities	Inputs/resources		
Activity 1: Order food	20,500 mt over 5 years/purchase of kitchen utensils, gardening tools		
Activity 2: Transport and distribute food	Cost of transport		
Activity 3: Ensure monitoring-and-evaluation of activities			



ANNEX IV



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



ACRONYMS USED IN THE DOCUMENT

CP	country programme
CRS	Catholic Relief Service
GTZ	German Agency for Technical Cooperation
IMF	International Monetary Fund
ITSH	internal transport, storage and handling
LTSH	landside transport, storage and handling
ND/WFP	National Directorate for WFP projects
NGO	non-governmental organization
PPS	public primary school
PRSP	Poverty-Reduction Strategy Paper
TC/IT	telecommunications/information technology
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
UNV	United Nations Volunteer
USAID	United States Agency for International Development
VAM	vulnerability analysis and mapping
WHO	World Health Organization

