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**Executive Board  
Second Regular Session**

**Rome, 2–3 June 2003**

# PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 5

*For approval*



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## DEVELOPMENT PROJECT— LESOTHO 10266.0

### Support to Free Primary Education

<b>Number of beneficiaries</b>	<b>285,300</b>
Duration of project	4 years (1 January 2004–31 December 2007)

#### Cost (United States dollars)

Total cost to WFP	14,452,294
Total cost to government	39,353 to school meals programme 9.27 million to government school meals programme

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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.

Regional Director, Southern Africa  
(ODJ):

Ms J. Lewis

Senior Liaison Officer, ODJ:

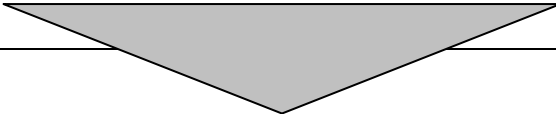
Ms E. Larsen

tel.: 066513-2301

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# Executive Summary

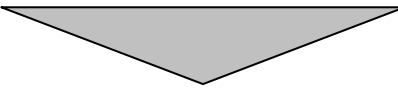


High dropout rates from Lesotho schools are hampering poverty-reduction strategies, the key focus of the United Nations Development Assistance Framework (UNDAF). In 2000, the Government began to introduce free primary education (FPE), including free school meals, to increase enrolment and attendance; the goal was FPE by 2007. Enrolment and attendance in lower grades increased significantly, but drop-out rates at higher grades, not yet included in the programme, remain high. Even with free education, many poor households cannot meet associated education costs. A major problem is the situation of 73,000 orphans, most of whom are victims of HIV/AIDS. Lesotho has one of the highest HIV/AIDS prevalence rates in the world: 31 percent of adults are infected.

WFP food will supplement the Government's school meals programme, allowing all primary schoolchildren to receive meals. As FPE is introduced into higher grades, WFP assistance will be reduced. In highland areas, WFP will be the main provider for the lunch programme until 2006, when the Government plans to include these areas. WFP will undertake a mid-term review to assess government progress in taking over the lunch programme. Families of orphans and herd boys will receive rations on a pilot basis as an incentive to keep children at primary schools. In mountain areas, food will be used on a pilot basis as an incentive to community members to improve infrastructure and implement environmental and diet diversification programmes in support of sustainable implementation of FPE.

This programme addresses objective 2 of WFP's five development objectives (see Executive Board decision 1999/EB.A/2): "To enable poor households to invest in human capital through education and training". It will also aim to meet Millennium Goal 2, achieving universal primary education by 2015.

## Draft Decision\*



The Board approves Development Project Lesotho 10266.0 "Support to Free Primary Education" (WFP/EB.2/2003/5-A).

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\* 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 session.



## PROBLEM ANALYSIS

### Socio-economic Development Context

1. Lesotho is a least-developed, low-income, food-deficit country (LDC/LIFDC). It is landlocked and largely mountainous, with terrain rising to 3,500 m; arable land accounts for less than 10 percent of its area. Negative land use has led to severe deterioration of fragile soils and declining productivity.
2. Lesotho's population is 2.2 million, increasing at an estimated 2.1 percent annually. Three quarters live in rural areas, of whom 40 percent are under 15. About 68 percent are considered to be poor; nearly half are classified as destitute. Adult HIV/AIDS prevalence of 31 percent exacerbates the situation, reducing the availability of productive community members and increasing the burden of care.
3. To meet the challenge of poverty reduction, economic policies are focused on resource allocation and strategies prioritizing activities with direct bearing on the poor. In line with recommendations from a 2001 review of poverty and livelihoods, the Poverty Reduction Strategy Paper (PRSP) further aims to expand access to basic education for all and improve the quality and efficiency of the education system. The strategy includes introduction of FPE for all, including school lunches, and improvement of infrastructure to accommodate the influx brought about by the FPE scheme.
4. The UNDAF strategic aim for Lesotho is to accelerate progress towards halving poverty by 2015. Because poverty and education are closely related, the UNDAF for 2002–2007 stresses support to FPE and promotion of gender equality in education, with particular emphasis on increased literacy among men. Currently, 40 percent of heads of poor and ultra-poor households have no formal schooling, compared with 23 percent among heads of non-poor households.

### Education

5. The most recent estimates of adult literacy (1996) indicate that only 38 percent of men and 55 percent of women are literate. Enrolment rates differ between boys and girls, most distinctly in the net enrolment rate of 65 percent for boys and 72 percent for girls. The reduced difference in the gross enrolment rate could reflect late enrolment by boys and longer duration of schooling; gross enrolment is over 100 percent in both cases, reflecting enrolment in primary schools of children well beyond primary-school age. This gender bias reflects boys' role in pastoral households herding cattle and small animals, full time or part time. This is not expected of girls, who continue schooling more regularly.
6. Enrolment data from 2002 show that although more boys are present in lower grades, they drop out more than girls. The turning point of the ratio of boys to girls occurs in grades 2 and 3 in highland areas, compared with grades 4 and 5 in the lowlands and foothills, which may reflect the fact that boys become herders when very young. Reduced enrolment figures across grades reflect drop-outs of approximately 10 percent to 15 percent per grade. Repetition rates are also high, sometimes 25 percent. Only 30 percent of primary school pupils enter secondary schools.



7. The Government gives particular attention to education. In November 2001, a strategy was set out for introducing FPE for all, abolishing school fees by one grade per year; all grades should be free by the beginning of 2006 in both highland and lowland areas. School meals are part of this introduction only in 714 lowland schools; it was assumed when the Government designed the programme that highland schools would receive WFP development support. Current government support for school meals through local purchases of ingredients by hired caterers may not be feasible in mountain areas, where markets are less accessible. The cost of this scheme in 2002 was estimated at US\$9.27 million, 69 percent of the national primary education budget.
8. In the mid-1990s, the Government introduced the School Self-Reliance Project (SSRP), which encouraged school committees to establish school gardens and rear livestock to help to replace WFP assistance. Some schools can now supplement WFP-supplied commodities, but very few have become self-reliant or able to provide meals to higher grades. School advisory committees are mandated to advise school managements on financial issues and to supervise meal programmes; committees consist of the head teacher, one teacher representative, two parent representatives, the village chief and one church representative.
9. There is a marked difference in enrolment between grades currently included in FPE—grade 2 was included in 2001, grade 3 in 2002—and the rest. Even with free education, however, many poor households send children out to work simply to survive. Hiring boys as herders is a common survival mechanism among resource-poor households. As Lesotho society becomes poorer, girls are increasingly removed from school to care for siblings while both parents look for work.
10. Many orphans drop out of school to care for siblings or to seek work to support their families. Currently, an estimated 30,000 orphans attend primary school. Responses from men and women caregivers of AIDS orphans show that food is the highest priority, followed closely by clothing and money for school fees.
11. The Government has introduced a bursary programme to cover the school fees of orphans in grades 4 to 7, but it does little to meet the other needs of families hosting orphans. Non-governmental organizations (NGOs) have developed pilot interventions to empower women and children infected and affected by HIV/AIDS, with the aim of creating a supportive social environment and increasing self-sufficiency. The benefits of these interventions will take time to develop, however; there will be a disproportionate number of orphans among school drop-outs in the meantime.

### **Previous WFP Assistance**

12. Since the mid-1990s, WFP has provided nearly all external food aid for Lesotho. Support for food for work was phased out during the first country programme in 2000–2002; WFP development assistance has since focused on supporting primary education. In 2002, WFP assisted 562 primary schools with 110,000 pupils—down from 865 schools with 183,000 pupils in 1995.
13. A WFP country programme evaluation in late 2001 concluded that food aid remained an appropriate development resource in Lesotho, even though there had been delays in operationalizing the country programme. In view of the Government's limited capacity to implement development activities and the staff constraints inevitable in a small country office, the evaluation suggested that the country programme approach may not be appropriate for small offices such as Lesotho, and recommended that WFP revert to a project approach, focusing on assistance to primary education.



**TABLE 1: OVERVIEW OF PREVIOUS WFP SUPPORT TO EDUCATION IN LESOTHO****Previous WFP assistance to education and related institutes**

<b>Project no.</b>	<b>Title</b>	<b>Duration</b>	<b>Total WFP cost (US\$)</b>
230	Pre-school and school feeding	1 year	932 500
230 (Exp. 1)	Pre-school and school feeding	7 months	260 700
230 (Exp. 2)	Pre-school and school feeding	2 years	1 416 000
230 (Exp. 3)	Pre-school and school feeding	7 years, 11 months	19 018 200
230 (Exp. 4)	Primary school feeding	3 years, 1 month	14 130 800
230 (Exp. 5)	Primary school feeding	3 years, 6 months	16 283 300
230 (Exp. 6)	Primary school feeding	5 years, 1 month	25 024 700
544	Feeding university students, boarding-school pupils and hospital patients	4 years, 7 months	1 559 700
544 (Exp. 1)	Food assistance to post-primary education training institutions and aid to hospitals	4 years, 6 months	2 661 700
544 (Exp. 2)	Food assistance to post-primary education training institutions and hospitals	3 years	5 163 200
544 (Exp. 3)	Institutional feeding	4 years, 7 months	4 807 900
544 (Exp. 4)	Institutional feeding	3 years, 1 month	4 152 400
3853	Support for the development of education and school self-reliance	5 years	30 256 627
3853 (Exp. 1)	Food assistance to primary schools	5 years	13 316 550
CP Activity 1	Food assistance to primary schools	2 years	2 493 500

Note: Project 230 was approved in 1964, and project 544 in 1966.

14. Notwithstanding significant implementation problems, school feeding has successfully overcome short-term hunger and encouraged regular attendance at primary schools. The activity has helped to overcome the food gap in some of the most food insecure communities. Parents and the Government strongly support the continuation of WFP assistance to primary schools.
15. During the 2000–2003 food crisis, WFP targeted household food support through a regional emergency operation (EMOP) to 650,000 beneficiaries, with additional support through nutrition programmes for children under 5 and emergency school feeding. When this project was designed, it was not clear how the situation would develop, or whether emergency relief aid might be required beyond the crisis.



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## PROJECT OBJECTIVES AND OUTPUTS

### Long-term Objectives

16. The long-term objective of WFP food assistance is to support the Government's goal of achieving FPE by 2015.

### Immediate Objectives

17. During this 2004–2007 project, WFP aims to:
- reduce drop-out rates between grades from 10–15 percent to 5 percent and achieve minimum attendance of 80 percent on all school days by primary day-schoolchildren, particularly in higher grades and among herd boys and orphans; and
  - establish basic infrastructure for sustainable implementation of FPE, particularly the school meal component.

### Outputs

18. The expected outputs are:
- lunches for 208,300 children at highland schools, averaging between 120,000 and 150,000 per day;
  - lunches for 53,000 children in grades 6 and 7 in lowland schools;
  - take-home rations for 10,000 orphans and herd boys, increasing from 2,500 per month;
  - basic infrastructure—storage rooms, latrines and kitchens—built as required;
  - environmental activities and diet diversification programmes established in support of school meal programmes as required; and
  - family rations for 24,000 participants in infrastructure improvement and FPE support activities.

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## ROLE AND MODALITIES OF FOOD AID

### Functions

19. WFP food aid will enable poor households to invest in human capital through primary education. Food aid will have the following functions:
- to encourage children to enrol in and attend primary schools through individual and household incentives;
  - to provide a supplement to daily food consumption or an income transfer, allowing households to allocate funds to other educational expenditures; and
  - to encourage communities to improve school facilities and FPE support activities such as environmental and diet diversification programmes; a modest food ration will compensate for the opportunity cost of participation.



## Food Inputs and Commodity Justification

20. Maize meal, beans and oil will be provided for school lunches in lowland and highland schools. Take-home rations and compensation for participation in school infrastructure creation will consist of maize meal. School meals provide approximately one third of the children's daily caloric requirement; take-home rations provide 40 percent of the daily cereal requirement of a family of five.
21. The maize meal will be fortified with micronutrients, providing up to 100 percent of the children's daily iron requirements. Efforts will be made to enrich the maize meal with soy flour to increase the protein content. High-energy biscuits (HEB) were considered as an early morning snack to increase intake of micronutrients and protein and as an early meal that could increase children's concentration span; many of them come to school on an empty stomach. Biscuits were excluded from this project, however, because of the high cost.

**TABLE 2: RATIONS BY ACTIVITY**

Activity	Commodity rates (g)							
	Maize meal	Pulses	Oil	Kcal	Protein (g)	Protein (%)	Fat (g)	Fat (%)
School lunch	150	40	20	851	23.0	10.8	26.5	28.0
Take-home rations and food-fund activities	1 000	0	0	3 600	100.0	11.1	40.0	10.0

## Food Aid Modalities

22. Food for the school meal programme will be delivered to schools and prepared on site by caterers paid for by FPE. Meals will be provided between classes as early as possible during the day and eaten at school. Additional food can be purchased by caterers or provided by school gardens.
23. The families of orphans and herd boys will receive family rations once a month through schools, district health centres or NGOs upon presentation of evidence of regular school attendance. Food provision will be integrated into services important to this highly vulnerable group, including HIV/AIDS awareness, counselling and psycho-social support.
24. A food fund will be established to provide compensation for community members and parents helping to improve school infrastructure and implement environmental and diet diversification programmes. It will consist of fortified maize meal and will be allocated to schools according to projects identified. Participants will receive food rations at the end of each month in which they have participated in construction or maintenance of school facilities and gardens, and tree planting, according to work norms to be established in collaboration with the schools. These activities are already in progress in some schools in the lowlands and foothills under the School Self-reliance and Feeding Unit (SSRFU), which operates in the Ministry of Education. The unit was established to promote technical skills in livestock and crop production by schoolchildren and communities; new activities will be promoted mainly in highland areas.





## PROJECT STRATEGY

### Implementation Strategy

25. This development activity in support of FPE will provide:
- food commodities to the school meal programme in the higher grades of lowland schools until FPE is fully implemented, thus helping to curb excessive drop-out rates from higher grades;
  - support for sustainable implementation of a school meal programme in highland schools in the absence of the FPE meal programme;
  - take-home rations for orphans and herd boys in vulnerable areas;
  - a food fund to support improvement of infrastructure and environmental and diet diversification activities.
26. The Ministry of Education will be the main executive authority. The pilot activity supporting orphans and herd boys will be jointly supervised by the Ministry of Health and Social Welfare but implemented by NGO partners. WFP support will be integrated with government, United Nations and NGO partners as appropriate. An overview of actors is provided in Annex I.

### ⇒ *School Meals*

27. Under the government school meal scheme in lowland and foothill areas, private caterers are paid 2 Maluti (US\$0.18) per pupil per day to purchase, prepare and serve food according to set menus. Such a programme is not foreseen in highland areas under FPE, of which the current phase continues until 2006. The Government provides WFP-supported schools with meal preparation funds at 0.7 Maluti (US\$0.05) per day per child in grades included under FPE for fuelwood, utensils and cooks' salaries.
28. WFP will utilize existing arrangements for the government school meals scheme: caterers will be recruited from the communities surrounding each school, with preference given to unemployed women. Caterers will be required to show proof of ability to prepare and distribute school meals.
29. Caterers will collect WFP-provided commodities from school storage facilities and purchase additional items and fuel in local markets. They must ensure that food is properly stored and hygienically prepared. The anticipated hygiene control will include spot checks during monitoring visits. Water and sanitation programmes will be undertaken in WFP-assisted schools through the United Nations Children's Fund (UNICEF). The role of school advisory committees will be to supervise feeding programmes, for example by participating in selection of cooks and caterers, providing storage for food, supplying firewood and inspecting the quality of food being cooked.

### ⇒ *Pilot activity to provide assistance to orphans and herd boys*

30. The Ministry of Health and Social Welfare will be the government implementing partner in this sub-activity, in collaboration with NGO partners.
31. In selected pilot areas, family rations of fortified maize meal will be provided to families of orphans and herd boys against evidence that the children are enrolled in school and attend regularly. This activity will be implemented as part of NGO programmes aiming to



increase self-sufficiency by creating projects to improve household incomes. Linking WFP assistance with such NGO-supported activities should help to reduce dependence on food aid.

32. To avoid stigmatization of orphans in schools, education programmes for teachers will continue. Life-skills training for prevention of HIV/AIDS among schoolchildren will be implemented jointly by partners such as UNICEF, the Ministry of Education and World Vision International (WVI), which have been developing and providing HIV/AIDS awareness and education programmes.

### **⇒ Pilot activities on infrastructure improvement and FPE support activities**

33. The SSRFU will be the government implementing partner for this pilot activity in collaboration with United Nations, NGO and donor partners, who will provide non-food inputs and technical advice. The Ministry of Agriculture and Forestry and the Food and Agriculture Organization of the United Nations (FAO) will provide technical advice; UNICEF will initiate school vegetable gardens in selected schools. Each school currently has a school advisory committee to generate community support; where they have been active, the benefits to schools and children are readily apparent.
34. To qualify for WFP assistance, school advisory committees must submit proposals detailing activities to SSRFU, including type of activity to be implemented, benefits expected for the pupils and community, a work plan indicating the number of workdays, expected participants and non-food inputs and technical expertise required. Endorsement must be obtained from village chiefs and district education authorities prior to submission. Management arrangements and the roles of third parties such as NGOs and United Nations agencies should be clearly indicated.

### **Food Logistics**

35. To the extent possible, WFP will purchase commodities in South Africa and neighbouring countries, with transport to extended delivery points (EDPs). If commodities cannot be obtained in the region, shipments will be made to Durban; WFP will arrange transport to EDPs. In either case, EDPs will be existing warehouses in each district maintained by the Food Management Unit (FMU), a government logistics body responsible for food handling and distribution. The warehouses are secure and adequate for the quantities envisaged. Deliveries should be made each quarter during term time. Estimated landside transport, storage and handling (LTSH) cost for this project is US\$100/mt.
36. FMU will receive, store and further transport commodities from warehouses to schools, where they will be stored prior to distribution.
37. For assistance to orphans, herd boys and environment activities, WFP will contract FMU to transport commodities each month to schools or the premises of NGO partners for distribution to beneficiaries.

### **Phasing-out**

38. FPE, including free meals financed by the Government, will be phased in by grades in the lowlands and foothills; all seven primary grades will be included by the start of the school year in January 2006. Providing WFP commodities in these areas will help to prevent drop-outs among children in grades 6 and 7 while school fees are progressively



abolished. The Government will take over school feeding in primary schools in the lowlands and foothills in tandem with abolition of school fees; from the beginning of 2006, WFP food assistance will no longer be required in these schools.

39. In highland areas, the phasing out strategy includes reducing the number of schools to be supported. It is proposed that in 2007, the final year of the project, WFP will only support schools in the highly vulnerable districts of Quthing, Qacha's Nek, Mokhotlong and Thaba Tseka. After WFP's withdrawal, food will be provided by the Government, supplemented by inputs from school gardens and communities. Regular consultations with the Ministry of Education will review the strategy in the lowlands and foothills and the possibility for government take-over in highland areas. The current Government strategy lasts until 2006, so WFP will participate in establishing future strategies for highland areas to allow progressive phasing out of its involvement in school meals in favour of new activities supporting particularly vulnerable groups, such as people affected by HIV/AIDS, orphans and herd boys.

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## **BENEFICIARIES AND BENEFITS**

40. In 2004, 53,000 schoolchildren in the foothills and lowlands will receive school meals; the figure for 2005 will be 24,000. WFP support will no longer be required from the 2006 school year, when all grades will be included under the FPE programme.
41. In highland schools, 130,000 children will receive dietary support for 180 days in 2004. The number is expected to increase each year to 150,000 in 2006, because more children will remain in school as a result of abolition of school fees and provision of a daily meal. It is expected that schools in less vulnerable mountainous areas will be released from the programme in 2007 in favour of targeted support to children from the poorest families in the most vulnerable highland areas.
42. The programme of support for orphan and herd boys will be phased in gradually in selected most vulnerable highland areas; the initial target is 2,500 children in 2004. The programme is expected to expand to 10,000 children in 2007 with improved targeting mechanisms, increased understanding of support modalities and integration with other support services. As this is a new activity, selecting beneficiaries and identifying the best ways to provide support will be piloted with partners who have proven expertise, such as Dorcas Aid, Catholic Relief Services (CRS) and the Salvation Army.
43. A review of lessons learned regarding beneficiary targeting, implementation strategy and support services under the pilot activity will be included in the mid-term technical review planned for the end of 2005. The purpose will be to determine the scope and composition of support services that will best address the needs of this vulnerable group. The availability and appropriateness of future support by implementing partners, the Government, United Nations, NGOs and other partners will be reviewed.



<b>TABLE 3: BENEFICIARIES OF THE WFP SCHOOL FEEDING PROGRAMME IN 2002</b>
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Area	District	No. of schools	No. of children
Lowlands and foothills	ButhaButhe	59	10 457
	Leribe	142	21 294
	Berea	103	16 014
	Maseru	172	26 051
	Mafeteng	131	14 992
	Mohale's Hoek	74	9 244
	Quthing	32	3 400
<b>Subtotal</b>		<b>713</b>	<b>101 452</b>
Mountains	Buthabuthe	13	2 298
	Leribe	30	6 702
	Maseru	46	7 610
	Mafeteng	12	1 968
	Mohale's Hoek	75	12 339
<b>Subtotal</b>		<b>176</b>	<b>30 917</b>
Vulnerable mountains (Senqu river valley)	Quthing	78	15 377
	Qacha's Nek	94	18 777
	Mokhotlong	103	20 058
	Thaba Tseka	117	26 951
<b>Subtotal</b>		<b>392</b>	<b>81 163</b>
<b>Total</b>		<b>1 281</b>	<b>213 532</b>



<b>TABLE 4: BENEFICIARIES BY ACTIVITY BY YEAR</b>
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Year	School fee free grades	School meal programme			Take-home rations	Infra-structure and FPE support
		Pupils in highlands	Pupils in lowlands and foothills	Total children per year	Orphans/ herd boys	Number of workdays in the food fund *
2004	1-5	130 000	53 000 (grades 6,7)	183 000	2 500	360 000
2005	1-6	140 000	24 000 (grade 7)	164 000	5 000	360 000
2006	all	150 000	0	150 000	7 500	360 000
2007	all	115 000	0	115 000	10 000	360 000
<b>Cumulative</b>		<b>208 300</b>	<b>53 000</b>	<b>261 300</b>	<b>10 000</b>	<b>720 000 (24 000 people)</b>

\* The number of workdays is based on activities engaging approximately 20 people for 30 days per year. Actual implementation may require a different set-up.

44. Activities supporting school infrastructure and quality-improvement programmes will be implemented by community members in collaboration with WFP and its partners according to schools' proposals. It is expected that people working in the activities will be from the poorest groups. Table 4 shows the number of workdays available under the food fund; these will be divided among the schools according to needs, for sustainable implementation of the FPE and WFP school meal programmes.
45. School meals are expected to benefit more girls than boys until drop-outs among boys decline significantly. Enrolment data for 2002 showed that highland schools had an all-grade average of 53 percent girls, compared with 49 percent in lowland schools. Take-home rations will be directed towards boys, reflecting the focus on support to herd boys. Assistance to orphans will benefit boys and girls.

### Anticipated Effects of the Project on Women

46. Girls outnumber boys in Lesotho primary schools, particularly in the higher grades. The project therefore has a bias towards improving boys' education, although it is designed to improve enrolment and attendance for both sexes.
47. By giving priority to women caterers, the project will contribute significantly to women's employment opportunities and empowerment in rural areas. WFP will encourage women's participation in management of the school meal programme, infrastructure improvement and FPE support activities. HIV/AIDS sensitization and awareness activities, related to this project through support to orphans, will focus on the disproportionate burden that the pandemic places on women and will aim to establish supportive community attitudes and care networks.



## PROJECT SUPPORT

48. The school meals component will support the FPE programme. The World Bank, UNICEF and bilateral donors also provide assistance to basic education. In collaboration with UNICEF and the World Health Organization (WHO), WFP will integrate a minimum package of school health and nutrition services carried out in the same schools. This will include systematic deworming, health, nutrition and hygiene education, life-skills training for prevention of HIV/AIDS and access to clean water and sanitation. Improvements to kitchens, latrines and water points will be carried out collaboratively, building on expertise and non-food inputs available in partner organizations. WFP will work with the Joint United Nations Programme on HIV/AIDS (UNAIDS) and UNICEF to improve access to school feeding programmes for orphans and children with parents infected by HIV/AIDS.
49. Assistance to orphans and herd boys such as counselling and psycho-social support will be provided in association with ongoing NGO activities supported by UNICEF and bilateral donors.
50. During 2003, WFP, UNICEF and WHO will jointly investigate intestinal worm infestations among schoolchildren, and if necessary introduce a deworming programme in schools receiving WFP assistance.

### Landside Transport, Storage and Handling

51. It is proposed that WFP should pay the full internal transport, storage and handling (ITSH) costs for food deliveries from EDPs to distribution sites. The Ministry of Education does not have a transport budget, mainly because caterers purchase food for the schools. Previous ITSH costs were paid by other ministries, which led to delays in releasing funds. The possibility of using private transporters will be explored as a way of establishing complementary delivery modalities, avoiding delays and creating competition with the private sector.

### Other Direct Operational Costs

52. Lesotho is part of the pilot project for the ARGOS monitoring system (a WFP/Global School Feeding Initiative project), which will be expanded if successful, particularly in areas that are difficult to access for monitoring activities. Expansion will be explored through a separate proposal; it could be the subject of a budget revision to this project.
53. To complement ARGOS and to encourage district-based monitoring and analysis of FPE information, additional computer equipment will be provided to district authorities to strengthen project management.
54. WFP and its partners will design short courses on food handling, including safe and hygienic storage, management and preparation. Visual aids and education materials will be prepared and distributed to schools; these will explain the importance of an adequate diet, including the school meal, and carry basic health and nutrition messages, particularly regarding sanitation and hygiene.
55. Fuel-saving stoves will be built and pots purchased for schools that lack them. Materials for constructing kitchens and stores will be procured to complement inputs from partner organizations and communities. A similar collaborative approach will be used to provide seeds and tree seedlings for school gardens and tree plantations. Environmental support



will be pursued through the German Quality Improvement Fund established for this purpose.

### **Monitoring and Evaluation (M&E)**

56. Monitoring and reporting on enrolment, food stocks and distribution have been problematic in previous phases of WFP assistance, partly because of poor communication facilities and because many schools are difficult to reach. The ARGOS programme, to be piloted during 2003, could help to solve this problem. The Government, through the senior district education officer, will ensure that minutes of meetings held by school advisory committees are maintained at the school level, and the project manager will have to report quarterly on the number of schools with active school advisory committees.
57. Basic programme performance data to be collected regularly are:
  - number of children enrolled at the start of each term, by sex and grade;
  - attendance/drop-out information by grade and sex, and characteristics of individuals who drop out;
  - number of children who benefit from meals, by sex and grade;
  - amount of food delivered to each school and utilized during the distribution period; and
  - average meal size and composition.
58. Forms will be prepared for record-keeping by schools and consolidation at the district level. Technical and material support will be provided for establishing a database for consolidation and analysis of data at the district and national levels.
59. School records will be submitted monthly to district offices of the Ministry of Education, and forwarded with an overview report to the ministry in Maseru, from which WFP will receive copies of the reports and a detailed compilation of the basic indicators at the end of each term. This facilitates calling forward by school for the forthcoming term and discussion of implementation adjustments with the authorities involved. During 2003, a baseline survey will be conducted to improve understanding of the performance of the school feeding programme and to form the basis for a monthly and termly monitoring system. A follow-up survey may be conducted every year to provide benchmarks for periodic data collected through regular monitoring.
60. The NGOs involved in support to orphans and herd boys will provide monthly reports of their activities to WFP; information will be recorded regarding other services provided to the target groups.
61. Schools will make reports regarding infrastructure improvement and FPE support activities on forms provided by WFP, covering progress made, numbers of people involved, amounts of food distributed and intended and actual benefits. The reports will be forwarded through the same channels as the regular monthly report, and may be integrated into a single format. Where NGO partners are involved, they will provide monthly information. Many of these activities will be implemented on a pilot basis according to approved proposals, so the monitoring system will develop in accordance with the most appropriate implementation modality.
62. Standard reporting formats in line with WFP's requirements for development projects will be prepared by the Ministry of Education in collaboration with other stakeholders and ministries.



63. Studies on particular themes will be conducted with NGO partners and government authorities to review the activities in terms of appropriateness, sustainability and contribution to FPE. With regard to support to orphans and herd boys, WFP and NGOs will undertake occasional household surveys to determine their socio-economic status and identify food or nutrition problems that should be addressed.
64. A mid-term technical review will be undertaken towards the end of 2005 to determine:
- progress made by the Government in phasing out school fees;
  - the effectiveness of project components in improving school enrolment and attendance;
  - the role of meals and take-home rations in daily diet and their value as an incentive for school enrolment/attendance;
  - the impact of school meals and take-home rations on household spending and costs such as examination fees, clothes and shoes;
  - actions required to ensure the phasing-out of WFP assistance in selected mountain schools by the end of 2006, including review of Government strategy and achievement in phasing out school fees;
  - the scope and types of support services and composition of implementing partners found most appropriate for continuation of support for orphans and herd boys in selected highland areas; and
  - any negative effects of food aid, and how to remedy them.
65. WFP field monitors will be placed in the districts to monitor the activities and work with United Nations volunteers to support counterparts and partners in planning and implementing the programmes at district level and building reporting capacity.

## PROJECT FEASIBILITY AND SUSTAINABILITY

### Technical Feasibility

66. This project coincides with introduction of the Government's FPE programme; the two programmes operate in parallel, overseen by SSRFU. Future WFP assistance to education will be integrated with FPE and will help to strengthen and expand it.
67. Activities to support orphans and herd boys and those to improve infrastructure and support FPE will be initiated on a pilot basis in collaboration with NGO and United Nations partners to ensure technical backstopping as required. Close monitoring of implementation will ensure that lessons learned are integrated as the project develops.

### Social Viability

68. Although the introduction of FPE has been effective, many school-age children are still not attending formal education. Providing school meals has, however, proved an acceptable means of encouraging children to enrol and attend school regularly.
69. Providing a food incentive to families caring for orphans could encourage orphans to remain in primary school and help to meet family food requirements. The activity will be introduced on a pilot basis and incorporated with other NGO-supported activities aiming to





help these households to become self-supporting. Possible stigmatization will be reviewed to avoid isolation of the children and their host families.

## RISKS

70. The main risks for this project are related to the Government's ability to sustain implementation of FPE. Risks related to FPE are:
- the ability to fund expansion of FPE to higher grades without external assistance;
  - the ability of the Government's capital expenditure budget, which funds rehabilitation and construction of schoolrooms, to keep pace with increased enrolment resulting from the introduction of FPE; and
  - the Government's ability to expand teacher-training programmes quickly enough to provide sufficient fully trained teachers to provide sound primary education.
71. A second important issue is the changing relative value of school meals and take-home rations in terms of the survival requirements of the most vulnerable households. This may lead to children dropping out temporarily to engage in more directly beneficial coping strategies. To mitigate this risk, the opportunity costs of school attendance need to be reviewed continuously in the light of livelihood security in the targeted areas.

## Environment

72. The shift to private caterers could help to reduce the environmental impact of school meals, as caterers will use the most economical fuel—often gas or paraffin, which some caterers are already using. WFP and partners will promote the use of fuel-saving stoves and pots.
73. WFP will endeavour to provide commodities that need minimum cooking, such as maize meal and split peas, to reduce the amount of fuelwood required.
74. A proposal will be submitted to Headquarters for German grant support to some environmental activities additional to the ones incorporated under this project.

## DISINCENTIVES, DISPLACEMENT AND DEPENDENCY

75. Lesotho is a significant importer of food commodities; in a normal year, local production meets less than half of the national food requirements. Only a small proportion of agricultural production enters the national marketing system. The project is therefore unlikely to have significant disincentive effects on national agricultural production.
76. Regular local procurement of foodstuffs to supplement WFP commodities is likely to stimulate local agricultural production, particularly vegetables, eggs and milk depending on the school meal menus, and improve returns for local producers, particularly those in mountain areas, who are hampered by poor transport and undeveloped markets.



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## **COORDINATION AND CONSULTATION**

77. The proposed WFP project addresses key concerns of the Government's development plans and supports the UNDAF strategic focus for Lesotho. Government ministries, United Nations agencies, bilateral donors and NGOs active in Lesotho were consulted during project preparation. An implementation strategy will be prepared to accompany the plan of operations. WFP will involve all stakeholders in identifying appropriate implementation modalities and may advocate for a letter of intent on collaborating in this project, in line with details outlined in the implementation strategy, to be signed by all partners in support of FPE in Lesotho.

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## **RECOMMENDATION OF THE EXECUTIVE DIRECTOR**

78. For the development project "Support to Free Primary Education" proposed for Lesotho for 2004–2007, the Executive Director requests the Executive Board to approve within the limits of available resources US\$12,195,617, covering all basic direct operational costs.



## ANNEX I

<b>PROJECT COST BREAKDOWN</b>			
	Quantity ( <i>mt</i> )	Average cost per ton	Value ( <i>dollars</i> )
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Maize meal	22 464	225	5 054 400
– Pulses	4 406	300	1 321 920
– Vegetable oil	2 203	950	2 093 040
<b>Total commodities</b>	<b>29 074</b>		<b>8 469 360</b>
<b>External transport</b>			<b>497 844</b>
<b>Total LTSH</b>			<b>2 907 913</b>
<b>Other direct operational costs</b>			<b>320 500</b>
<b>Total direct operational costs</b>			<b>12 195 617</b>
<b>B. Direct support costs (see Annex II for details)</b>			
<b>Total direct support costs</b>			<b>1 311 200</b>
<b>C. Indirect support costs (7.0 percent of total direct costs)</b>			
<b>Subtotal indirect support costs</b>			<b>945 477</b>
<b>TOTAL WFP COSTS</b>			<b>14 452 294</b>

<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



**ANNEX II****DIRECT SUPPORT REQUIREMENTS (dollars)****Staff**

International professional staff	496 000
National general service staff	256 000
International consultants	50 000
United Nations Volunteers (UNVs)	211 200
<b>Subtotal</b>	<b>1 013 200</b>

**Office expenses and other recurrent costs**

Rental of facility	38 000
Utilities (general)	10 000
Office supplies	25 000
Communication and IT services	42 000
Insurance	14 000
Equipment repair and maintenance	23 000
Vehicle maintenance and running cost	56 000
Other office expenses	23 000
United Nations organizations services	9 000
<b>Subtotal</b>	<b>240 000</b>

**Equipment and other fixed costs**

Vehicles	30 000
TC/IT equipment	13 000
Furniture, tools and equipment	15 000
<b>Subtotal</b>	<b>58 000</b>

<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>1 311 200</b>
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**LOGFRAME FOR LESOTHO DEVELOPMENT ACTIVITY “SUPPORT TO FREE PRIMARY EDUCATION 2004–2007”**

Goal	Performance indicators	Assumptions/risks
Contribute to the Government’s goal of achieving universal primary education by 2015.	National enrolment rate (100 percent) National attendance rate (100 percent) National completion rate	<ul style="list-style-type: none"> <li>➤ Ability of the Government to expand the school meal programme across all schools.</li> <li>➤ Assurance of adequate national budget for education facilities, teacher training, salaries etc.</li> <li>➤ Mitigation of teacher mortality from HIV/AIDS.</li> <li>➤ Increased FPE attention for remote areas.</li> </ul>
<b>Immediate objectives/purpose</b>		
<p>1. A reduction of drop out rates between grades from 10-15 percent to 5 percent and a minimum attendance of 80 percent of all school days by primary day-schoolchildren, particularly in the higher grades and among herd boys and orphans.</p> <p>2. The establishment of basic infrastructure for sustainable implementation of the FPE programme, particularly its school meal component.</p>	<ul style="list-style-type: none"> <li>➤ Enrolment rates by sex, age and grade, with specific mention of orphans and herd boys.</li> <li>➤ Attendance rates by sex, age and grade with special mention of orphans and herd boys.</li> <li>➤ Number of schools with adequate facilities (checklist to be established).</li> <li>➤ Number of schools with minimum package activities regarding diet diversification and environmental protection (checklist to be established).</li> </ul>	<ul style="list-style-type: none"> <li>➤ Adequate materials and teachers available for education of reasonable quality.</li> <li>➤ Sufficient interest from community members to engage in school improvement activities and extra-curricular activities.</li> <li>➤ Absence of major external shocks causing drop-out rates to increase.</li> <li>➤ Adequate value of the school meal and/or take-home ration in comparison to opportunity cost of school attendance.</li> <li>➤ Limited stigmatization of orphans.</li> </ul>





**LOGFRAME FOR LESOTHO DEVELOPMENT ACTIVITY “SUPPORT TO FREE PRIMARY EDUCATION 2004–2007”**

Goal	Performance indicators	Assumptions/risks
<b>Outputs</b>		
<p>1(a) Lunches for 208,300 children at highland schools, averaging between 120,000 and 150,000 per day.</p> <p>1(b) Lunches for 53,000 children in grades 6 and 7 in lowland schools.</p> <p>1(c) Take-home rations for 10,000 orphans and herd boys, increasing from 2,500 per month.</p> <p>2(a) Basic infrastructure—storage rooms, latrines and kitchens—built as required.</p> <p>2(b) Environmental activities and diet diversification programmes established in support of school meal programmes as required.</p> <p>2(c) Family rations for 24,000 participants in infrastructure improvement and FPE support activities.</p>	<ul style="list-style-type: none"> <li>➤ Number of students by age, sex, grade and area.</li> <li>➤ Composition of school meal and nutritional contribution of WFP commodities.</li> <li>➤ Number of orphans and herd boys receiving take-home rations, by sex, grade and area.</li> <li>➤ Composition and nutritional value of the take-home ration.</li> <li>➤ Number of schools with facility improvement programmes.</li> <li>➤ Number of schools with running diet diversification and environmental protection programmes.</li> <li>➤ Number of people, by sex, receiving food ration by activity type.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Government inputs to the school meal programme are safeguarded and uninterrupted.</li> <li>➤ Partners in education support programmes provide necessary inputs and technical backup.</li> <li>➤ Appropriate and transparent food handling is in place—overseen by School Advisory Committees.</li> <li>➤ Appropriate activities in place by NGOs and district authorities to reach orphans and herd boys.</li> </ul>

## ANNEX IV

<b>OVERVIEW OF ACTORS INVOLVED IN IMPLEMENTATION OF THE LESOTHO DEVELOPMENT ACTIVITY "SUPPORT TO FREE PRIMARY EDUCATION"</b>			
<b>Actor</b>	<b>Who</b>	<b>What</b>	<b>Where</b>
<b>A. Government</b>			
Ministry of Planning	Permanent Secretary	Coordination and planning of donor activities.	Maseru
Ministry of Education (MOE)	Chief, education	Implement the programme.	Maseru
School Self-Reliance Unit (SSFRU)	Project manager	Coordinator between MOE and WFP.	Maseru and districts
	Senior education officer	Oversee all school activities and programmes in the districts; monitor the activities; produce monthly and quarterly reports.	District
Ministry of Health and Social Welfare	Chief, social welfare	Oversees all orphans issues.	Maseru
Ministry of Agriculture and Forestry	District Administrative Officer	Provide seedlings and trees for planting.	Maseru and district level
FMU	Director	Transport food to FDPs and schools.	All districts
<b>B. Collaborative partners</b>			
UNDP	Resident representative	Provide technical UNDP staff to assist WFP.	Maseru
UNICEF	Programme officers	Nutrition; deworming; water and sanitation; fuelsaving stoves; school gardens; orphans; HIV/AIDS life skills in schools; assistance to teachers affected by HIV/AIDS.	Maseru, Mafeteng and Mokhotlong
WHO	Programme officers	Deworming.	Districts with high prevalence of intestinal worms among children.
UNAIDS	Programme advisor	Provide technical advice on access of orphans and other vulnerable children to WFP school feeding programmes.	All districts.
FAO	Programme officer	Provide technical advice on tree planting, school gardens.	All districts that will carry such activities.
<b>C. NGO partners</b>			
Dorcas Aid, CRS, Salvation Army	Coordinators	Provide food to orphans; monitor school-feeding programme activities; submit monthly and quarterly reports.	Maseru, Mafeteng and Mohale's Hoek



## ANNEX V

OVERVIEW OF REQUIRED TONNAGE BY YEAR AND ACTIVITY						
Activity			Maize meal	Pulses	Oil	
School lunch			150	40	20	
Take-home ration and food fund			1 000	0	0	
<b>YEAR 1</b>						
Activity	Number of children	Number of days	Maize meal	Pulses	Oil	Total
Lowland meals	53 000	180	1 431	382	191	2 003
Highland meals	130 000	180	3 510	936	468	4 914
Highland take-home ration	2 500	180	450	0	0	450
Highland food fund	12 000	60	360	0	0	360
<b>Total</b>			<b>5 751</b>	<b>1 318</b>	<b>659</b>	<b>7 727</b>
<b>YEAR 2</b>						
Activity	Number of children	Number of days	Maize meal	Pulses	Oil	Total
Lowland meals	24 000	180	648	173	86	907
Highland meals	140 000	180	3 780	1 008	504	5 292
Highland take-home ration	5 000	180	900	0	0	900
Highland food fund	12 000	30	360	0	0	360
<b>Total</b>			<b>5 688</b>	<b>1 181</b>	<b>590</b>	<b>7 459</b>
<b>YEAR 3</b>						
Activity	Number of children	Number of days	Maize meal	Pulses	Oil	Total
Lowland meals	0	180	0	0	0	0
Highland meals	150 000	180	4 050	1 080	540	5 670
Highland take-home ration	7 500	180	1 350	0	0	1 350
Highland food fund	12 000	30	360	0	0	360
<b>Total</b>			<b>5 760</b>	<b>1 080</b>	<b>540</b>	<b>7 380</b>
<b>YEAR 4</b>						
Activity	Number of children	Number of days	Maize meal	Pulses	Oil	Total
Lowland meals	0	180	0	0	0	0
Highland meals	115 000	180	3 105	828	414	4 347
Highland take-home ration	10 000	180	1 800	0	0	1 800
Highland food fund	12 000	30	360	0	0	360
<b>Total</b>			<b>5 265</b>	<b>828</b>	<b>414</b>	<b>6 507</b>
<b>TOTAL TONNAGE</b>						
Activity			Maize meal	Pulses	Oil	Total
Lowland meals			2 079	554	277	2 911
Highland meals			14 445	3 852	1 926	20 223
Highland take-home ration			4 500	0	0	4 500
Highland food fund			1 440	0	0	1 440
<b>Total</b>			<b>22 464</b>	<b>4 406</b>	<b>2 203</b>	<b>29 074</b>





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## ACRONYMS USED IN THE DOCUMENT

CRS	Catholic Relief Services
EDP	Extended delivery point
EMOP	Emergency operation
FAO	Food and Agriculture Organization of the United Nations
FMU	Food Management Unit
FPE	Free primary education
ITSH	Internal transport, storage and handling
LDC	Least-developed country
LIFDC	Low-income, food-deficit country
LTSH	Landside transport, storage and handling
NGO	Non-governmental organization
PRSP	Poverty reduction strategy paper
SSRFU	School Self-reliance and Feeding Unit
SSRP	School Self-reliance Project
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children Fund
UNV	United Nations Volunteer
WHO	World Health Organization

