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PROJECT CAPE VERDE 2394 (Exp.5)

(WIS No. CPV 00239405)

Assistance to a school canteen programme

Duration of project	Four years
Total cost to WFP	11 750 347 dollars
Total cost to Government	818 544 dollars

All monetary values are expressed in United States dollars, unless otherwise stated. In October 1995, one United States dollar was equivalent to 75 escudos (Esc).

ABSTRACT

The project will support the national school canteen programme for primary schools in rural and deprived urban areas. It will address the short-term hunger of the pupils, many of whom do not eat before coming to school as a consequence of food insecurity at the household level. Food aid will also help to maintain the high attendance rates and prevent drop-out. It is planned to scale down WFP assistance during this phase. Food aid to some schools will be terminated, while parents' contributions will be increased. The project supports primary education at a critical point in time when a national school reform, aiming at improved schooling, has just been implemented, and complements other substantial donor support to the reform and to primary education in general. For instance, the World Bank supports the construction of schools, teacher training and the provision of educational material; UNDP and UNESCO provide assistance to the Ministry of Education for the strengthening of its management capacities; and UNICEF is helping in the elaboration of improved curricula and teaching materials.

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NOTE TO THE EXECUTIVE BOARD

1. This document contains recommendations for review and approval by the Executive Board.
2. Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a more business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.
3. The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.
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PROBLEM ANALYSIS

1. Cape Verde has nine inhabited islands with a total surface of 4,036 square kilometres. Only 10 percent of the land is arable, and it is practically all exploited. Because of limited and unstable rainfall, the country has a chronic food deficit, producing in good years only up to 20 percent of its food requirements. It has no other natural resources of importance. As a result, many Cape Verdeans have emigrated. In fact, there are more than 800,000 emigrants compared to only 370,000 inhabitants. Remittances from emigrants and international aid constitute the economic base of the country. The Ministry of Economic Coordination estimated that in 1994 foreign aid accounted for more than 90 percent of development financing. Thus, the country's economy is extremely fragile and still requires foreign aid to be sustainable in any real sense. According to a recent World Bank survey,¹ 44 percent of the total population is poor, with an annual expenditure per capita of less than Esc 26,000 (347 dollars), and 85 percent of the poor population lives in rural areas.
2. Food insecurity at the household level is probably the most serious problem related to poverty in Cape Verde. On average, 54 percent of household income is used to purchase food. Income-earning possibilities for the poor, especially the rural poor, are seasonal (agriculture) and highly unstable, and a majority of the subsistence farmers cannot even support their own families because the areas under cultivation are usually too small and rainfall unreliable. Consequently, these families have to spend considerable time searching for food or occasional earnings to complement their diet. As one of its major social safety nets, the Government is conducting labour-intensive public work schemes, the so-called FAIMOs,² which pay a minimal salary. But the work is occasional and only one person per family is allowed to participate. The problems related to food insecurity are most serious in the rural areas where families can often only afford one meal a day.
3. Due to this food insecurity, an average of 50 percent of the pupils come to school without having eaten (a recent WFP survey found figures of up to 70 percent in some districts) and even if children have some food before going to school, it is usually nutritionally insignificant. Consequently, they are hungry when they arrive and their ability to concentrate and absorb information is reduced.
4. Recognizing the country's almost complete lack of natural resources, the Government has made a definite commitment to develop human resources through education. Despite the high level of unemployment, there is a lack of competent workers in both the public and the private sectors. Moreover, the 1994 World Bank poverty study found poverty to be predominant in those households where the head of household had the lowest level of education. As proof of the Government's commitment, education has received about 18 percent of the national recurrent budget each year since 1991. More than half of this benefits primary education. Recurrent

¹ Cape Verde, Poverty Assessment and a Strategy for its Alleviation, World Bank 1994.

² Portuguese abbreviation for 'labour-intensive fronts'.



expenditure on education in real terms increased by 9.5 percent a year between 1989 and 1994. The sector also receives substantial foreign support which, according to the World Bank, totalled two million dollars in 1995.

5. Despite multiple constraints, Cape Verde has made impressive progress in education and is, in most respects, ahead of other countries in the region. In 1994 the rate of primary enrolment was 97 percent. Numbers of students, as well as the number of teachers and classrooms, have increased steadily. Cape Verde has also achieved gender equality in education. Thus, in 1994 the rate of primary enrolment was 97 percent for girls and 98 percent for boys.
6. Although the value of education is recognized throughout the population, the opportunity cost of sending children to school is high for many families, particularly in the rural areas, where poverty is concentrated. The need to have children contribute to family subsistence (or even survival) therefore becomes an overriding priority for many families, forcing the children to be often absent from school or even drop out completely—unless they are assisted by school feeding. The apparent achievements in education are thus fragile. They depend on continued support to families as well as, more generally, continued external financial support to the education sector. Given the overall dependency of the Government on foreign aid, any reduction in external assistance to the sector may lead to a reversal of the progress made.
7. Since the beginning of the 1995/96 school year, the Government has reformed primary education throughout the country, extending compulsory basic education from four to six years (integrated basic education (EBI)). The reform also includes the introduction of improved curricula, training of unqualified teachers and improvement of school infrastructure. Although EBI is welcomed by most parents before this can become fully functional, particularly in the more remote rural areas, further years of consolidation will be required.
8. Local analysts describe the canteen programme as an important corner-stone of the education reform since it ensures that children are present and alert at school and thus benefit from the improved education provided. It guarantees that maximum benefit is gained from the other substantial investments made in the reform.

Previous WFP assistance

9. WFP commenced a pilot school feeding project (No. 2394/Q) in 1979, followed by project 2394 (Exp.1) which was expanded in the three subsequent phases from island to island and has covered all children in primary schools since 1987. The present fourth expansion started in April 1991 and was originally planned to terminate in March 1995. However, an extension in time to the end of the school year 1995/96 has been granted so that the Government can prepare for the scaling down of WFP assistance to 31 urban schools in the following phase (see paragraphs 24 to 28). During the present phase, the Government introduced a shift from six to



five school-days a week, which reduced the number of feeding days and thereby also the utilization of commodities. Therefore, no additional commodities were required for the extension. Details of all phases are given below:

Project No.	Duration	WFP cost (\$)	Government cost (\$)	No. of beneficiaries	No. of schools
2394/Q	February 1979 - September 1981	958 350	-	3 063	38
2394 (Exp.1)	October 1981 - September 1984	2 220 000	-	29 100	179
2394 (Exp.2)	October 1984 - September 1987	7 094 483	76 300	50 000	366
2394 (Exp.3)	October 1987 - March 1991	10 611 326	1 500 000	70 770	380
2394 (Exp.4)	April 1991 - September 1996	22 245 900	1 327 032	84 224	385

10. The thematic evaluation mission on long-standing school feeding projects in West Africa, which also visited Cape Verde (May 1995), confirmed that the WFP school canteen project has played a crucial role in the achievement of high school attendance and in increasing pupils' learning capacity. This mission also stressed the need for continuation of WFP support, particularly for the consolidation of the primary education reform and to avoid reversing the positive achievements in the education sector. These impressions were confirmed by the appraisal mission of October 1995 (see Annex for a summary of main conclusions and recommendations).

PROJECT OBJECTIVES AND OUTPUTS

Long-term objective

11. The long-term objective is to continue to contribute to government policies and priorities in the education sector, particularly the goal of universalization of six years of primary education.

Immediate objectives

12. In the rural and deprived urban areas of the country, the project will:
- a) improve children's capacity to concentrate by relieving short-term hunger;
 - b) contribute to maintaining primary school attendance at the present high levels.



Outputs

13. Outputs foreseen are:
- a) an average of 71,725 primary schoolchildren (in approximately 357 schools) will receive a hot meal complemented by a snack for 180 days per scholastic year (every school-day);
 - b) an average of 956 female cooks will receive food rations as part payment for their services.

ROLE AND MODALITIES OF FOOD AID

Functions

14. The food aid provided will act as:
- an incentive for regular attendance;
 - a nutritional supplement for the students;
 - a contribution to household food security;
 - part payment to the cooks for their work.

Food inputs and commodity justification

15. Traditionally, the staple diet in Cape Verde is maize. However, due to frequent poor harvests and the increasing amount of imported food, it has to some extent been substituted by imported cereals such as rice or wheat. The rations to be provided under this project take these trends into account.
16. The WFP food rations and total food input will be:

Commodity	Students (daily ration) (grams)	Cooks (daily ration) (grams)	Total for 4 years (tons)
Corn soya blend	65	-	3 357
Rice	50	2 000	3 959
Canned fish/meat	40	200	2 204
Vegetable oil	15	75	826
Sugar	15	100	843



17. The nutritional value of the daily ration is: 728 kilocalories, 23.6 grams of protein and 27 grams of fat. This represents 36.4 percent of the recommended daily energy intake and 59 percent of the protein requirement. In addition, fresh vegetables and seasonings will be provided through parents' contributions.
18. The local value of the cooks' daily ration is Esc 201. To this will be added a cash component of Esc 104 a day financed by the parents' contributions, making a total of Esc 305 a day. In comparison, one day of work in the FAIMOs is paid at the rate of Esc 450.

PROJECT STRATEGY

Implementation strategy

19. The Government will designate the Ministry of Education and Sports to act as the channel of communication with WFP for policy matters. ICASE (Cape Verdean Institute for Social School Action) within this same ministry will be responsible for the implementation of the project at the national level. The president of ICASE will be the director of the project and a full-time project administrator will be responsible for all operational matters. She will be assisted by a national logistics coordinator. Two regional directors will work full time on the project, each assisted by an accountant and a regional logistics coordinator. In each of the country's 16 districts, a district coordinator assisted by an accountant will manage the school canteen programme.
20. Within each school, the headmaster is responsible for the management and operation of the canteen and related activities (monitoring and evaluation, involvement of parents, nutrition and health education, hygiene, etc.). The headmaster will also appoint the cooks from among women in the community.
21. The food for the pupils will be prepared in the schools: a beverage made with corn soya blend, sugar and water immediately upon arrival (morning or afternoon)¹ and a hot meal in the middle of the school-day. The beverage, which is quick to prepare, will eliminate the short-term hunger of the pupils enabling them to be alert until the hot meal is served approximately two hours later.
22. The cooks will receive monthly family rations based on 180 workdays a year. Parents will contribute Esc 50 per child a month in cash. This contribution will be administered by the headmaster; 50 percent will be used to complement the children's food rations with fresh vegetables and seasonings and 50 percent to pay the cash component of the cooks' remuneration.

¹ Most schools work in two shifts with half of the pupils coming in the morning and the rest in the afternoon.



Food logistics

23. The Government, through EMPA (Public Supply Enterprise), will be responsible for the receipt and storage of the food and for transport by boat from the ports of Praia and Mindelo to the various islands, where the food will be stored in EMPA's warehouses and then delivered to the project's warehouse. Distribution in each district will be undertaken by the government personnel responsible for the project. The food is transported to the schools by project vehicles or hired lorries. Most schools have a small storeroom and a kitchen. Where this is not the case, the food will be stored in the house of a teacher and the meals prepared in a house near the school.

Phasing out

24. During a pre-appraisal mission in April 1995, the Government agreed to begin a gradual scaling down of the project, which until then, had covered all primary students. Of a total of 57 urban schools, 31 schools situated in the zones considered least vulnerable and in which families have easier access to markets will be excluded from WFP assistance during this phase. The schools will be selected by ICASE using the above-mentioned criteria. This gradual scaling down will result in a total of 20,000 pupils and 200 cooks being excluded from assistance (see table in paragraph 29).
25. WFP has organized several meetings with important bilateral donors in Cape Verde to inform them of the necessity for WFP to reduce assistance to school canteens and to encourage a more active participation in the basic education sector to fill the gap that might be left by this reduction. The Government has committed itself to continuing these efforts.
26. An extension in time of the ongoing phase of the project until the end of the school year 1995/96, with no reduction in the number of beneficiaries, has been approved to enable the Government to prepare for the scaling down of WFP assistance and possibly search for other sources of funding.
27. The ration for the cooks in this phase has been reduced and the 'gap' will be filled from parents' contributions. This represents an effort to gradually increase the local communities' responsibility for the canteen programme.
28. The reduction of WFP's assistance during this phase is the first step in a more complete phasing out. It is, however, important that the phase-down be cautious to avoid jeopardizing the achievements of the previous phases of the project and of the education sector in general. Thus, the lessons learned during this phase could constitute the basis for further reductions in the longer term.



BENEFICIARIES AND BENEFITS

29. The direct beneficiaries of the project are the primary schoolchildren in rural and deprived urban areas and the cooks. Assistance will be provided for 180 days a year. The number of beneficiaries and rations are as follows:

Beneficiaries	Year 1	Year 2	Year 3	Year 4	Total No. of rations
Pupils	79 225	74 225	69 225	64 225	51 642 000
Pupils excluded (compared to previous year)	5 000	5 000	5 000	5 000	
Cooks	1 056	990	923	856	688 560
Cooks excluded	0 ¹	66	67	67	

¹ Number of cooks adjusted to reach an average of one cook per 75 pupils.

30. The pupils' families will benefit indirectly from the project as the meal provided at school will serve as an income transfer and will increase household food security.

Anticipated effects of the project on women

31. The project will represent an important source of revenue for the cooks who are all women and many also heads of family. This possibility of work is particularly important given the high level of unemployment in the country and the fact that households headed by women (according to a recent World Bank survey) are amongst the poorest in the country because of the few employment opportunities for women.
32. ICASE is encouraging women to participate in the creation of parents' associations at schools that can participate in decision making and control of the feeding programme, as well as in discussing other matters related to the school and the education of their children.

PROJECT SUPPORT

33. Despite its economic constraints, the Government will, as in the previous phases, participate fully in the implementation of the project. ICASE, under the Ministry of Education, is delegated to manage the project and employs the 68 persons directly involved in implementation. The Government will continue to hold regular training workshops for this staff.
34. In addition to the government contribution, which will be made available through ICASE, it is expected that substantial support for project-related activities will be provided by other donors, as has been the case in the previous phases. For the ongoing phase, this was in the order of one million dollars and the major donors were Switzerland, the Netherlands, Canada, UNICEF and WHO. This support covered



salaries, transport, vehicles, gas, water and the construction of canteens, latrines and water reservoirs. In fact, the review mission described the project as a multi-donor project rather than solely a Government/WFP undertaking. At the time of preparation of the present document, none of these donors was able to confirm specific pledges, but during initial meetings it was indicated that assistance of the same magnitude would be continued. The Government will specifically seek support to fill the gap left by reduced WFP assistance to urban schools.

35. WFP assistance to primary schools will be complemented and its benefits enhanced by other donors' inputs to the reform of basic education. Although these activities are not strictly project-related, they benefit the same schools as those supported by WFP. For example, the World Bank has approved a loan of 11 million dollars for the construction of additional schools and classrooms to accommodate more pupils in grades 5 and 6, as well as for teacher training and the provision of educational materials. UNDP and UNESCO are helping the Ministry of Education to strengthen its management and planning capacities through a project worth 447,000 dollars. UNICEF has provided assistance for the revision of the curricula and preparation of improved textbooks. All donor support to education, including that of WFP, is coordinated by the Planning Department of the Ministry of Education.
36. The Government is at present preparing a comprehensive national school health programme to be implemented under the overall responsibility of ICASE. An agreement has recently been signed by the Ministries of Education and Health and has been implemented in some districts, where regular school health visits are now carried out. With the support of WHO, ICASE is also preparing a pilot study on child health and nutrition. The results of this study will serve as a basis for further elaboration of the health programme. Other donors, such as UNICEF and the World Bank, have also expressed interest in supporting the programme. Thus, WFP school feeding is enhanced by other inputs aimed at improving children's nutrition and health.

ITSH

37. In view of the dependency of the fragile Cape Verdean economy on foreign aid and the Government's limited capacity to take on the full cost of internal transport, 50 percent of total ITSH (108 dollars a ton) will be reimbursed by WFP. This rate is based on a new ITSH matrix of November 1995.

Monitoring and evaluation

38. The appraisal mission of October 1995 made detailed recommendations for simplifying the system of monitoring and evaluation (M&E), making it more efficient and functional and ensuring greater compliance with reporting requirements at all levels of project management. The new system, which will be in place before the beginning of the new phase, consists of the following elements:

Monthly school report (MSR). This incorporates a register to record daily attendance and amounts of food distributed each day to pupils. Moreover, the MSR includes summarized data on food received and distributed, total number of feeding days,



amount of money and contributions in kind collected from parents, use of parents' contributions and money paid to cooks. The MSR is prepared by the headmaster and sent to the district project coordinator, who verifies the accuracy and completeness of the data and fills in a separate section (i.e., calculation of average monthly attendance rates by gender, average amount of food distributed per student and average number of parents contributing).

Monthly district report (MDR). This is a summary of MSRs prepared by the district coordinator and sent to the regional coordinators, who pass on a copy of all MDRs from their region to the central project management.

Field trip report (FTR). This form will be used by WFP and government staff during school visits to verify data included in MSRs, as well as to collect additional information not required on a monthly basis or too difficult to obtain via the MSRs (i.e., qualitative information).

39. Quarterly progress reports (mostly on food movements) and six-monthly project implementation reports (including information on achievements) will be prepared for WFP, as usual, by the project management.
40. The indicators to be used for measuring achievement of the immediate objectives will be the following:
 - a) average number of feeding days a month; average amount of food distributed per student a month. (It is assumed that the children's capacity to concentrate and assimilate information is increased simply by their receiving a school meal);
 - b) average monthly attendance rate, by gender.
41. MSRs, MDRs and FTRs will be tested and discussed with national officials before being finalized. MSRs and MDRs will be printed on self-copying paper so that schools and district coordinators have copies for their own records.
42. The preparation and use of reports, as well as the importance of a sound M&E system, will be discussed and explained in a series of district-level training workshops with school representatives and district project coordinators. Moreover, a school feeding programme manual will be prepared in an easy-to-grasp style and made available to all participating schools. This manual will include, *inter alia*, information on how to fill in reports and the importance of reporting. Some 25,000 dollars are budgeted for workshops and the printing of reporting forms and manuals. A UNV will be responsible for the daily operation and coordination of the M&E in the WFP office.
43. After one year, the functioning of the M&E system will be examined by a consultant and continuation of the project will be subject to the positive conclusions of this review.



44. The 31 schools to be excluded will continue to be closely monitored, as it is recognized that the termination of the canteens might have a negative impact on attendance rates.

PROJECT FEASIBILITY AND SUSTAINABILITY

Technical feasibility

45. The Government of Cape Verde has demonstrated that it is capable of managing large development projects, not least during the previous WFP projects. EMPA, the public supply enterprise which will be in charge of internal transport, has an extensive network of warehouses and its distribution channels are working well, partly because of the modern network of paved roads covering the major part of the country. Each district has a project vehicle for the transport of food from the district warehouse to the schools as well as for monitoring purposes. All new schools constructed are equipped with an adequate storeroom and a kitchen with gas stove; the majority of the old ones also have such facilities. An increasing number of schools are being provided with running water and those not yet connected have freshwater points within walking distance. The cooks are well trained; a health certificate is mandatory and is renewed every three months following health checks.

Social viability

46. The project is well established and highly appreciated by the parents and the communities. In an attempt to increase further the communities' participation and sense of responsibility, the parents will pay part of the cooks' salary through their monthly contributions. The appraisal mission discussed this approach in group meetings with parents, who were generally prepared to take on increased responsibility. This approach will be introduced gradually, with 35 percent of the cooks' salaries covered by parents under this phase of the project. In the longer term, parents will be encouraged to take over completely the payment of the cooks.

RISKS

47. At the time of preparation of this summary, it was not possible to confirm the external support for project-related activities. There is thus a risk that sufficient funds may not be available in time for all activities. This has, however, not represented a problem in the ongoing phase, where external support, coordinated by the Ministry of Education, was both sufficient and timely.
48. The increased parents' contribution, 50 percent of which will make up part of the cooks' remuneration, represents a risk, as it is not certain that all parents will actually pay this increased amount. However, during the appraisal mission, the parents interviewed stated that they were willing and able to increase their involvement and that Esc 50 represented an affordable amount, even for poor families (about



0.5 percent of the minimum salary paid under the FAIMOs). Furthermore, if parents do not pay, the cooks (from the local communities) will be discontented and will put pressure on the parents, either directly or through the headmaster.

Environment

49. Gas for cooking used in all schools is supplied by other donors through ICASE thus, the project does not strain the country's scarce fuelwood resources.

DISINCENTIVES, DISPLACEMENT AND DEPENDENCY

50. Under the project, WFP will import annually 817 tons of corn soya blend, 937 tons of rice, 267 tons each of canned fish and canned meat, and 200 tons each of vegetable oil and sugar. The country's food production capacity is very limited and it is highly dependent on food aid for its food supply. Therefore, there is little risk of affecting local food production and the local market through the imports of commodities under this project. The food will be provided to a targeted population (schoolchildren) and for a limited period of time. No dependency effect is thus expected.

PROJECT COSTS

51. The cost breakdown for the project is as follows:

PROJECT COST BREAKDOWN			
	<i>Quantity (tons)</i>	<i>Average cost per ton</i>	<i>Value (dollars)</i>
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Corn soya blend	3 357	300	1 007 100
– Rice	3 959	290	1 148 110
– Canned fish	1 102	2 300	2 534 600
– Canned meat	1 102	2 000	2 204 000
– Vegetable oil	826	950	784 700
– Sugar	843	400	337 200
Subtotal commodities	11 189		8 015 710
Ocean transport and superintendence			1 497 396
50 percent of internal transport, storage and handling (ITSH)			604 206
Subtotal direct operational costs			2 101 602



PROJECT COST BREAKDOWN

	<i>Value (dollars)</i>
B. Direct support costs	
– Monitoring and Evaluation	25 000
– 1 UNV	120 000
Subtotal direct support costs	145 000
Total direct costs	10 262 312
C. Indirect support costs (14.5 percent of total direct costs)	1 488 035
TOTAL WFP COSTS	11 750 347
GOVERNMENT COSTS	
– 50 percent of internal transport, storage and handling (ITSH)	604 211
– Staff costs (68 persons)	125 000
– Fuel and water	21 333
– Construction of latrines	10 667
– Construction of stores	57 333
TOTAL GOVERNMENT COSTS	818 544
TOTAL PROJECT COSTS (WFP and Government)	12 594 484

WFP costs as a percentage of total project costs: 93 percent

¹ 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.

COORDINATION AND CONSULTATION

52. This project summary has been prepared in coordination with the Government of Cape Verde and the UNESCO consultant on the appraisal mission. WHO, FAO and UNESCO were consulted for technical scrutiny and their comments are reflected in this document. During the pre-appraisal and appraisal missions, Cape Verde's major donors were contacted and the WFP office in Praia is in daily contact with them.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

53. The project is recommended for approval by the Executive Board.



ANNEX

**SUMMARY OF THE MAIN CONCLUSIONS AND
RECOMMENDATIONS OF THE REVIEW-CUM-APPRAISAL
MISSION¹ OF PROJECT CAPE VERDE 2394 (EXP.4/EXP.5)
(OCTOBER 1995)****Review of project execution**

1. The long-term objectives of the project are to develop human resources through better quality education and to contribute to the implementation of reforms aimed, among other things, at the universalization of six years of primary schooling.
2. The immediate objectives are to:
 - improve the pupils' learning capacity;
 - increase and/or maintain primary school attendance, particularly in rural areas; and
 - support teacher training/retraining.
3. The school canteen programme was found to be one of the key elements of the primary school reform as it permits the children to go to school regularly during the entire six-year cycle and to profit fully from the improved education.
4. It was observed that the problem of short-term hunger persists in Cape Verde and that the majority of the children come to school without having eaten. The school canteen therefore plays an important role in eliminating short-term hunger and thereby improving the children's learning capacity.
5. Attendance rates are very high, generally close to 95 percent. Even though the role of the school meal in attendance is not verifiable in absolute terms because of the lack of detailed figures and comparative studies, all information gathered points to the fact that the provision of a school meal is important for a great number of children, and especially for those from poor families. Many children come to school not only because of the great interest in education, but also because the school meal represents their main meal of the day. Without this, they would often be obliged to leave school to search for income or food elsewhere.
6. Hot meals were served to teachers during training courses between 1991 and 1992. In 1993 the Ministry of Education began to reorient the system of teacher training and retraining, basing it on mobile teams providing on-site courses. Consequently, WFP assistance in the form of meals was no longer required and was therefore discontinued.

¹ The mission consisted of an expert in education, UNESCO (Chief of the mission); Chief Desk Officer, WFP; Desk Officer for Cape Verde WFP.



PROJECT MANAGEMENT AND ACHIEVEMENT OF OUTPUTS

7. Overall, the mission was satisfied with the management of the project as well as with food deliveries and distribution at all levels. In the schools, storage conditions and the preparation and distribution of meals were very good. The Government managed to mobilize and coordinate the support of several other donors, making the project in reality a multi-donor project.
8. The number of beneficiaries are the following (as percentages of planned figures): schoolchildren: 102 percent; cooks: 91 percent; teachers: 94 percent.
9. In June 1995 the distribution of commodities was 73 percent of the planned figure. This apparent under-distribution is split equally among the different commodities and is due to the shift from six to five schooldays a week (and hence reduced number of feeding days), which was not foreseen when the plan of operations was signed.
10. The hot meal is served more than two hours after the beginning of classes and therefore, to reduce the short-term hunger of the pupils, it is normally complemented by a glass of milk immediately upon arrival at school. However, the milk was not served during the whole school year 1994/95 because of the unavailability of powdered milk. This had a negative impact on the achievement of this objective of the project.
11. The national project administrator has not been available on a full-time basis as foreseen in the plan of operations. This lack of a central focal point has disturbed the coordination of certain operational aspects. Nevertheless, the problem seems to have been solved by the appointment of a full-time administrator in October 1995.
12. The technical support unit within ICASE, including a doctor, a social assistant and a nutritionist, which was foreseen in the plan of operations, existed until 1992. Since then, ICASE has called upon technical support from national experts, but only when actually needed. It seems that the suspension of this unit has caused a certain delay in nutritional and school health education activities.
13. The parents' contribution requested is normally between Esc 10 and 20 a month per child. However, less than 50 percent of the parents actually contribute. This problem is most likely linked to the generally weak involvement of parents in school activities. Nevertheless, most of those interviewed said that they were ready and interested in taking on a more active role in the functioning of the schools and the canteens.
14. The implementation of the M&E system leaves much to be desired. There were no daily registers in almost all schools visited. At the district level, only about one quarter of the monthly reports from the schools were filed and those existing were poorly filled in, including only information on commodity movements. The sections concerning other aspects of the programme, e.g., achievement of immediate objectives, were rarely completed. These problems seem to derive from many different factors, including poor design of the reporting formats, a scanty



understanding of their correct completion as well as the heavy workload of headmasters.

15. Due to the absence of private schools in Cape Verde, the socio-economic status of pupils in schools is very varied. Thus, in the same school it is possible to find children from relatively wealthy families together with children from very poor families. Considering the present global coverage of the project, a certain number of children benefit even though their need for the school meal is less explicit. A better targeting of the project should therefore be considered.

RECOMMENDATIONS

16. The mission endorsed the agreement reached with the Government during the pre-appraisal mission concerning the withdrawal of WFP assistance to 20,000 pupils and 270 cooks in 31 urban schools.
17. The mission formulated the following major recommendations, which have been discussed and endorsed by the Government and taken into account during the formulation of the new phase:
 - a) WFP assistance to the school canteen programme in Cape Verde should be continued for four years, while gradually excluding 31 urban schools.
 - b) The reporting forms for monitoring and evaluation elaborated by the mission should be tested, finalized and printed and seminars for school personnel responsible should be organized so as to teach them the correct use of the new forms and to sensitize them to the importance of report preparation and the general functioning of the system.
 - c) The M&E system should be reviewed by a consultant by the end of the first year and continuation of the project should be subject to the positive conclusions of this review.
 - d) The appointment of the full-time project administrator should be confirmed officially.
 - e) The parents' contribution should be increased to Esc 50 a month. Of this amount, Esc 25 should be used as part payment for the cooks in order to compensate for the reduction in the WFP ration.

