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## **EVALUATION REPORTS**

### **Agenda item 3**

***For consideration***

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## **MID-TERM EVALUATION OF COUNTRY PROGRAMME— MOZAMBIQUE (1998–2001)**

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# Note to the Executive Board



**This document is submitted for consideration to 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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# Executive Summary



The goal of the evaluation was to assess whether or not the Country Programme (CP) approach had been an effective tool in preparing and implementing WFP assistance to national development and relief programmes in Mozambique. The evaluation found that there was a strategic focus on the most vulnerable areas and groups and on disaster mitigation and preparedness at the household and community levels, and a high degree of coherence and internal consistency in the Mozambique CP. There was also evidence of a deliberate emphasis in the CP on concentrating food aid by sector (health, education and rural development, disaster mitigation) and by geographic area (to the most food insecure districts and disaster prone areas, mainly in the central and southern regions). The mission considered that the strategic focus should continue largely unaltered into the next CP, albeit with increased emphasis on education and less emphasis on health. However, since the Food Fund is the main vehicle for the community-based disaster mitigation activities, which are, in effect, a subset of rural development actions, effective implementation of those activities will require the mobilization of human and material resources (both internal and external) across several sectors and at national and district levels. This is likely to overstrain the capacity of the Food Fund. The effectiveness of WFP's response to the 2000 flood emergency may persuade many of the donor agencies to reassess the usefulness of food aid in a development context. There is thus a need for active advocacy by the WFP country office in this area and in seeking partnerships to help that office carry out its development agenda. The mission considers that these issues should be analysed and resolved in the context of the United Nations Development Assistance Framework/Common Country Assessment (UNDAF/CCA) during the preparation of the Country Strategy Outline (CSO).

## Draft Conclusion



The Board notes the recommendations contained in this evaluation report (WFP/EB.2/2001/3/1) and notes also the management action taken so far, as indicated in the associated information paper (WFP/EB.2/2001/INF/7). The Board encourages further action on these recommendations, taking into account considerations raised during the discussion.



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## RATIONALE FOR WFP FOOD AID

1. Mozambique is one of the world's poorest countries, with a per capita gross domestic product (GDP) of US\$240 in 1999 (up from US\$145 in 1995).<sup>1</sup> It has a low population density (about 22/km<sup>2</sup>), a mainly rural population (80 percent) and a predominantly agricultural economy (30 percent of the GDP and 80 percent of exports) that is particularly vulnerable to the recurring natural disasters (cyclones, floods and drought) to which the country is prone. However, although agriculture is indeed the backbone of the national economy, in effect the largesse of donor countries and agencies is arguably one of the principal determinants of the level of gross national income. Seventy percent of the population is estimated to live in absolute poverty.<sup>2</sup> This figure is higher in rural areas (71.2 percent) than in urban ones (62.0 percent). Moreover, about one third of the population in each area is destitute or ultra-poor, with consumption expenditure at 60 percent or less of the poverty line.

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## SCOPE OF THE EVALUATION

2. This report is based on the work of the evaluation mission<sup>3</sup> that visited Mozambique between 7 June and 6 July 2000. The main goal of the evaluation was to assess whether or not the CP approach had been an effective tool in preparing and implementing WFP assistance to national development and relief programmes, and to determine if this strategy was likely to lead to better results than those from the previous project approach. Thus, the present analysis does not constitute an evaluation, in the strict sense, of the individual core and supplementary activities in the CP. Rather, it is an assessment of the suitability and effectiveness of the country programming approach in Mozambique for achieving the four qualities that are sought through the application (with Government and all other key stakeholders) of a new process of joint programming and activity preparation: integration, concentration, coherence and flexibility.

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## OVERVIEW OF THE COUNTRY PROGRAMME

3. The WFP portfolio for Mozambique was endorsed by the Executive Board at its Third Regular Session of 1997, on the basis of a United Nations Country Strategy Note and a WFP Country Strategy Outline, both of which were prepared in 1995. The Mozambique Country Programme, approved by the Executive Board in October 1997 for the period 1998–2001, was based on those documents, with modifications in light both of subsequent changes in the economic situation in the country and in national development policies, and of the UNDAF Common Country Assessment of April 1997.

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<sup>1</sup> Economic Development and Poverty Reduction, Government of Mozambique, June 2000.

<sup>2</sup> Household Survey of Living Conditions (HS1996/97).

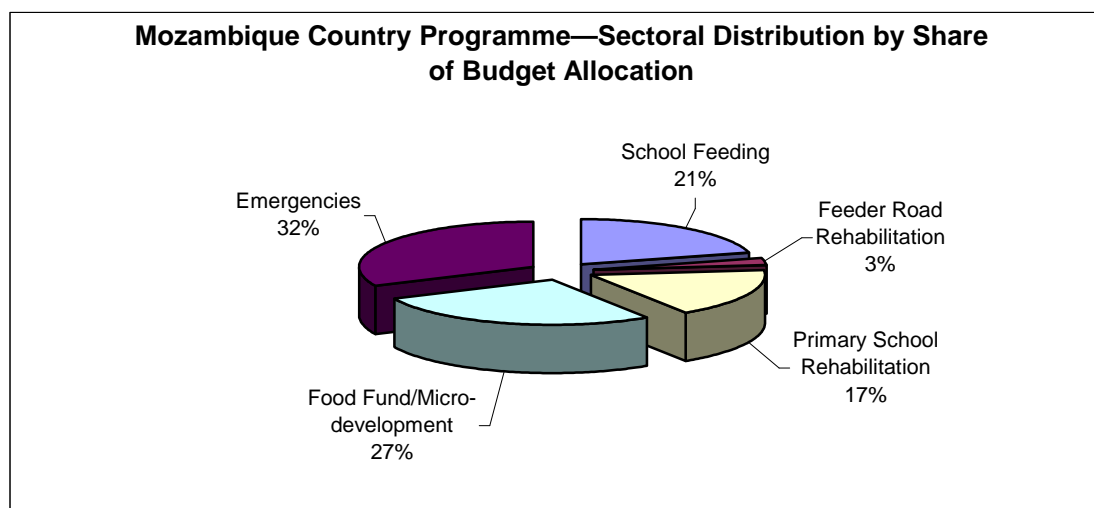
<sup>3</sup> The mission was composed of a team leader, FAO; a nutritionist (national WFP consultant); and a food security expert (international WFP consultant). During the last week of its stay, the mission was joined by a WFP evaluation officer.



## Objectives of the Country Programme

4. The Mozambique CP supports disaster mitigation, preparedness and response; food security; and increased nutrition, with a focus on the most vulnerable groups in the country. In line with the Government's long-term goal of expanding access to education at all levels (particularly for girls) while improving educational quality, a high proportion of WFP's food assistance is aimed at the education sector.
5. The CP has two long-term development goals and four related, lower-level "principal objectives". The goals are:
  - to contribute to the capacity of targeted food-insecure communities to carry out development activities that reduce their vulnerability—specifically in the areas of infrastructure and rehabilitation; health and education; and disaster policy, management and preparedness; and
  - to respond to national disaster emergency food requirements.
6. These goals are expected to be attained by actions designed to:
  - enhance the role of women in the food aid and food management decision-making process, in order to allow them to contribute to opportunities for improved household food security;
  - increase national and local institutional capacity through counterpart training;
  - manage a consolidated and comprehensive vulnerability analysis and mapping (VAM) database, in order to identify and target better the most vulnerable food-insecure communities; and
  - promote the coordination of a government food security committee representing the Government, United Nations agencies, donors, non-governmental organizations (NGOs) and the private sector, in order to address food-related issues, policies and programmes.
7. Four core activities (utilizing just over two thirds of total CP resources) and four supplementary activities are identified in the CP as the means by which WFP food aid may contribute to the attainment of the CP objectives. These core activities are:
  - Project No. 5160—Feeding of students at boarding schools and in drought-prone areas (US\$13,066,090);
  - Project No. 4720—Assistance to feeder roads reconstruction programme (US\$1,702,520);
  - Project No. 5331—Reconstruction and rehabilitation of primary schools in rural areas (US\$10,921,400); and
  - Project No. 5935—Food Fund/micro-development (US\$17,141,830).





8. The CP also earmarks US\$20,187,070 (32 percent of the CP) for future emergency operations, for an estimated total of 800,000 beneficiaries between 1998 and 2001. Other supplementary CP activities include assistance to the Government in formulating and institutionalizing a national disaster preparedness policy; coordinating with the Government, donors, NGOs and the private sector (by means of a national food security committee) to improve collaboration and advocacy for the hungry poor; utilizing vulnerability analysis and mapping to target vulnerable populations in food-insecure areas; and maximizing opportunities for capacity-building and women's participation in food relief and management activities.
9. The CP thus targets 1,189,000 beneficiaries through the utilization of 129,310 tons of food for the 1998–2001 period, at a total cost (including direct operational costs [DOCs], direct support costs [DSCs] and indirect costs) of US\$63,018,910.

### Strategic Orientation of the Country Programme

10. The strategic focus is on disaster mitigation and preparedness at the household and community levels. In the context of Mozambique, historically prone to drought and floods, such activities are, in effect, a subset of rural development actions inasmuch as they encompass actions for strengthening communities' capacity to harvest, control and conserve their soil and water resources and to raise their disaster preparedness and response through training.
11. This strategy was to be implemented through a Food Fund. The mission considered the design of this modality to be far-sighted, as it provided an expandable mechanism for financing disaster mitigation, preparedness and response activities as a subset of normal infrastructure development actions. Thus, although the Food Fund is not yet fully operational as a result of the flood emergency in 2000, it has already provided the country office with the desired flexibility for WFP Mozambique to make an effective transition between development and emergency operations.
12. Strategically, the activities are linked, in the sense that they are all integrated in the national development strategy (e.g. the Poverty Alleviation Strategy, the National Nutritional Action Plan and relevant sector programmes in education and rural infrastructure). Geographically, they are linked through VAM targeting of the most food insecure districts of the central and southern regions. The disaster-related supplementary activities are further linked to core activities, in that short-term emergency expansion of these activities is a significant part of CP-planned disaster response.



13. The mission also observed that there was a high degree of coherence and internal consistency in the CP, and it concluded that the process of developing the first CP had resulted in a clear strategy and coherent programme for WFP Mozambique. As already noted, the four projects are compatible, and for the most part well integrated, with government policies. There is also a considerable sense of ownership on the part of the Government at the national, provincial and district levels. It was quite clear to the mission that the counterpart ministries were real partners in the planning and implementation of WFP-assisted activities.
14. However, the mission noted that while there appeared to be strong and effective partnerships with government agencies, partnerships with other agencies (e.g. bilateral donor agencies and NGOs) appeared minimal or, where they did exist, were somewhat ineffective in terms of planning and managing activities (e.g. with the World Bank and NGOs in the school construction and rural infrastructure projects). On the whole, bilateral donors seemed not to be engaged with WFP's development agenda, and the only substantial UNDAF partnership that appeared to exist was that with the United Nations Development Programme (UNDP) on disaster mitigation activities and Food Fund monitors.

### The Role and Utilization of Food Aid

15. The role of food aid has changed dramatically in Mozambique in the past decade. National agricultural production has increased even faster than the most optimistic projections: There was a positive food balance of almost 1 million tons (maize equivalent) from the last crop year (1999/2000), although severe regional imbalances exist between the surplus north and the deficit south. The Government has not yet approved its draft policy on food aid, so it is difficult to assess its stance on the use of food aid in non-emergency settings. Some donors and NGOs have strongly rejected the use of food aid in Mozambique, especially for development activities. The mission confirmed, however, that WFP's widely praised rapid response to the flood emergency would have been impossible if the human and food resources from the development programme had not been in place.

### Food Procurement

16. WFP global policy on procurement aims to procure food at the lowest cost possible, i.e. through competitive tenders. Since 1999, WFP has purchased 41,936 tons of food in the southern Africa region, at an estimated value of about US\$5.2 million. Of this quantity, about 25 percent (10,359 tons) was bought in Mozambique. WFP Mozambique is also involved in various activities with the Government and other UNDAF partners in increasing local procurement and providing better information to suppliers about the procurement rules of the Programme. In light of this, the mission concluded that, within the limits imposed by WFP regulations, a solid proportion of WFP commodities were procured locally in food surplus areas in the north. However, further increases in WFP domestic food procurement were constrained by quality concerns and by national trade and tariff policies that inflated local sea transport costs.



## ASSESSMENT OF COUNTRY PROGRAMME PERFORMANCE

### Systems and Procedures Supporting the Country Programme

17. The CP approach was introduced in Mozambique while WFP was embarking on a process of decentralization, which was expected to enhance the flexibility of the Country Director in developing and negotiating Country Programmes and making shifts in resources when appropriate. However, the decentralization process has been protracted, and there are still grey areas and differing interpretations in Mozambique about procedures and the precise extent of the delegated authority, particularly in the areas of budget and finance.
18. Two key issues arise regarding the technical support required for formulating and programming (and for managing, monitoring and evaluating) development activities. Until recently, there were no clear guidelines or manuals that spelled out what was to be done and how, nor was there adequate training to that end. While the availability of the Programme Design Manual (PDM) is a big improvement, some grey areas still exist. On the whole, the needs of the country office in this area (CSO, CP and activity preparation) are considerable. It appeared to the mission that the Mozambique country office had benefited from its close proximity to and effective integration with the regional office. Even so, the experience of the past four years has made it clear that technical support tasks cannot be carried out efficiently, effectively or in a timely manner by just one programme advisor in the regional office responsible for supporting several country offices.

#### Recommendations

- ◇ The Operations Department (OD) is advised to:
  - ✍ strengthen urgently the regional programme adviser's office and equip the regional office with the funds and expertise necessary to organize regular programming workshops in a region where development is a principal activity; and
  - ✍ define precisely the respective areas of responsibility of WFP Headquarters and regional/country offices with regard to programme development and technical support, supported by clearer rules of procedure.

### Funding and Resource Allocation Issues

19. The mission observed that there appeared to be some confusion over budget and finance matters and that this had hindered the management and implementation of the CP. A serious constraint on WFP's ability to carry out development activities efficiently and effectively is a new method the Programme now follows globally in the calculation and allocation of direct support costs. This method was introduced in 2000 by the new Resources and Long-term Financing (R&LTF) policy, which sets a standard office staffing formula and defines the allocation of additional funds (DSC) to the country office for staffing and other implementation costs as a percentage of the food programmed and actually delivered in the previous year. The less food delivered, the smaller the DSC for the following year. However, there is no necessary relation between the quantity of the supporting inputs that may be required for a current programme and the amount of food moved in the previous year.





20. Food by itself can be an investment resource, but to be used effectively to promote development, it must be combined with other inputs (human and material inputs, financial and technical know-how). This is less so in emergencies, where the overriding consideration is speed, and food has the sole purpose of satisfying hunger and is not also a means to an end, i.e. sustained improvement in food security through development.
21. There is another issue of fundamental importance: If food is to be useful in enabling long-term development, as distinct from satisfying short-term hunger, then the complementary resources required (both in quantity and quality) must be made available in a timely manner. For this to happen, donor countries need to ensure that their commitments include the necessary complementary resources for CPs that the Executive Board has approved.

### Recommendations

- ☞ The Office of Budget is advised to:
  - ✍ develop a more appropriate formula for calculating DSC for Country Programmes within the R&LTF.
- ☞ OD is advised to:
  - ✍ regularly inform country offices of the various funding sources available at Headquarters to finance complementary activities and other technical support for which funding is not provided in the CP/operating budgets.

### Human Resources

22. The mission noted that WFP Headquarters had not been consulting closely with the regional or country office, nor keeping either of those offices informed in a timely manner of personnel movements that affected them directly. The views of the regional office, in the rare cases in which they are sought, do not appear to be taken into account.
23. Certain core functions are required for planning and implementing development programmes (e.g. logistics, monitoring and evaluation [M&E], gender, VAM). To fulfil the expectations laid out in the Enabling Development policy and ensure that country offices are equipped to carry out development activities (as distinct from emergencies) properly, the staff complement and profile and the logistic resources must be appropriate for these tasks, adequate budgeting must be used and financial flexibility must be present. In the case of Mozambique, four programme officer posts (two international and two national) are provided for the design, implementation and monitoring of this large and complex programme. As a supplement, Junior Professional Officers (JPOs) and other short-term consultants are provided on an ad hoc basis. The two sub-offices constitute an important interface between the operational activities and the country office, especially concerning the monitoring and implementation of the activities.
24. The mission observed that essential programme staff were being funded from emergency resources. Most of the staff would have had to be separated if the 2000 flood emergency had not taken place. The high frequency of staff movement, including temporary transfers, also appears to be having a considerable negative effect on programme management. Given the size and complexity of the programme—and the need for continuing dialogue and joint programming and coordination with government counterpart institutions, UNDAF partners, bilateral donor agencies, NGOs and communities—a minimum degree of continuity (institutional memory) in programme management is essential. It seems clear that the current WFP institutional arrangements do not ensure this condition. Moreover,



effective implementation of the Food Fund requires adequate staffing of the WFP sub-offices.

25. In the interest of continuity, efficiency and effectiveness, it would appear advisable that programme management activities be entrusted to an expanded cadre of national professional staff, managed by experienced international programme staff who can offer international relevant expertise (e.g. transfer of experience of efficient and appropriate development food aid use and programming from other countries and development situations). The tours of duty of this staff should be of sufficient length and staggered in such a way as to ensure optimum performance and maximum continuity in programme management.

### Recommendations

- ☞ The country office is advised to:
  - ✍ retain the existing sub-offices and provide adequate staffing of social mobilization officers/food monitors.
- ☞ OD is advised to:
  - ✍ ensure minimum country office staffing beyond the current minimum staffing allowed under the R&LTF: one Country Director, two deputies (one each for programming and administration/finance and logistics), two international staff at the appropriate level of experience, and five national staff positions (VAM, administration/finance, reports, the Food Fund and the education sector support activities); and
  - ✍ involve the regional office and country offices in all staffing discussions and decisions.

### Monitoring and Evaluation

26. An M&E unit is being set up. As yet, there has been no systematic monitoring and evaluation system in support of the CP. Baseline surveys have not been conducted for any of the activities. Although mid-term and final evaluations have been carried out, mostly by external consultants, they are of uneven quality and seem to be aimed at collecting a wide range of data related to the scope of the project activities, having little relevance to the indicators specified in the CP. This is partially related to the fact that goals, objectives, activities and assumptions are often not well articulated in activity design. Thus, it has been difficult for project teams to select practical, key performance indicators on which to report. With the exception of the Food Fund, monitoring consists primarily of recording and reporting on completed activities, food distributed and the number of beneficiaries. Conscious of this weakness in monitoring, the country office has started to install a new monitoring system in the Food Fund, in line with the concept of results-based thinking that WFP intends to apply.

### Commitments to Women

27. The country office has a gender focal point responsible for consolidating the country office Gender Action Plan, and for internal advocacy and monitoring of gender issues. The main focus of the WFP Mozambique Gender Strategy has been implementing effectively WFP's Commitments to Women, focusing on relations between men and women, and mainstreaming gender. In 1998, gender activities within the country office were aimed at awareness and building capacity for gender-sensitive analyses, especially in



project implementation and monitoring. WFP's Gender Strategy and the country office Gender Action Plan of 1999 focused on putting these commitments into practice and improving the gender-sensitivity of the work environment. One of the objectives of the 1999 country office Gender Action Plan was to integrate gender into the country office work plan for 2000, thus eliminating the need for a separate gender plan. The mission noted that WFP was actively integrating gender in the design and management of its programme activities. Based on an assessment of adherence to the Commitments to Women, the overall performance of the CP is commendable.

### Vulnerability Analysis and Mapping

28. The evaluation mission found that VAM data and analysis were very well integrated into WFP's activities in Mozambique. Both the Food Fund and the planned school construction activities depend entirely on VAM identification of vulnerable districts. VAM has been instrumental in allowing WFP to concentrate on the most vulnerable populations, as required under the CP approach. It has also helped the Mozambique Country Programme achieve the desired characteristics of integration and concentration.
29. Geographic targeting to the district level based on VAM analysis is an explicit part of the CP, and is applied in the Food Fund and the school construction activities. There has been no focus on targeting below the district level, however, to communities and households. Food-insecure districts may contain large variations in food insecurity levels and pockets of acute poverty. In addition, there is a need to distinguish clearly between the concepts of "chronic" and "transitory" vulnerability in the selection of districts for WFP support, in order to identify the most vulnerable areas and to prevent large unmanageable annual changes in geographic coverage.
30. While the importance of VAM to this CP is clear, the VAM Unit should now focus more on helping the Government assume ownership of the vulnerability analysis process, to improve the programme's sustainability. It is hoped that the new government structure established to coordinate the early warning information system, the Technical Secretariat for Food Security and Nutrition (SETSAN), will enable the Government to assume a stronger role in the process. The VAM Unit should focus also on efforts to integrate various data collection and analysis activities, notably *Médecins sans Frontières*—Consolidated Information System (MSF-CIS), into one integrated national system.

#### Recommendations

- ⇒ The country office is advised to:
- ✍ revise the terms of reference for the VAM Unit in order to enable VAM to focus more on the development of sustainable government capacity for early warning and vulnerability analysis;
  - ✍ conduct as soon as possible through its VAM Unit, in collaboration with the vulnerability analysis working group, an updated analysis of chronic vulnerability; and
  - ✍ base geographic targeting for the next CP on an updated analysis of chronic vulnerability.

### National Government Involvement and Support

31. The mission confirmed that there was close government ownership of and involvement in the planning and preparation of the CP and its constituent activities. At the same time,



involvement of bilateral and multilateral partners in the preparation and implementation of WFP-assisted activities appears to be increasing, albeit still in a relatively limited way. The Country Programme Committee (CPC) appears to be functioning effectively as the final arbiter and coordinating mechanism for general policy issues and for general guidance on programme direction. The CPC has also carried out regular mid-term and annual reviews of the progress achieved in CP implementation. However, while participation in the CPC on the part of the Government and NGOs has been close and effective, there appears to have been little donor interest in the process.

### Integration into CCA/UNDAF and with the Programmes of Bilateral Donors

32. The process of developing the current CP has appreciably enhanced WFP involvement in the CCA and UNDAF process. Moreover, in the context of UNDAF, WFP has been recognized as having a comparative advantage and special skills and experience in the fields of disaster mitigation, preparedness and response. In essence, there is adequate involvement of most stakeholders (line ministries and district authorities) in the formulation and implementation of WFP's programme activities. However, the participation and commitment of bilateral agencies and major international NGOs beyond the CPC appear so far to have been small. This has resulted in limited availability of non-food items and other complementary resources that are essential for the effective implementation of WFP-assisted development activities.

### Compatibility with the Enabling Development Policy

33. The mission found that the two primary activities in the current CP were largely compliant with the Enabling Development policy. Although the Food Fund and education sector activities were under way or planned before the Enabling Development policy was approved, they both rated high on many of the policy's criteria. There are still, however, a few resources committed to sectors/activities (health/supplementary and therapeutic feeding) and geographic areas (not of chronic food insecurity) that are not entirely consistent with Enabling Development policy and VAM priorities.
34. The Food Fund has not been operational long enough for WFP to assess whether or not assets are being created. Old micro-projects had mixed records on asset creation, with some projects focused more on employment-generation than on asset-creation. The mission observed several poorly constructed schools built with WFP food for work (FFW), which emphasizes the critical nature of having adequate non-food items (e.g. technical assistance).

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## ASSESSMENT OF ACTIVITIES AND THEIR CONTRIBUTION TO COUNTRY PROGRAMME OBJECTIVES

### Assistance to the Education Sector

35. In Mozambique, the huge gap that exists between primary education enrolment and enrolment beyond primary school hinders the development of human resources. Increasing access at the primary school level and above is a clearly defined priority of the Education Sector Strategic Plan (ESSP) for the period 1997–2001. Developed by the Government and donors, this plan aims to expand access to education at all levels while improving educational quality. It puts into practice the agreement between the Government and the donor community in Mozambique that education should be the first priority in terms of



development assistance. In this context, WFP has sought to enhance its assistance to secondary education at large (so as to increase the supply of primary school teachers), and further increase its support to primary education through a comprehensive programme fostering access to education and comprising a series of five integrated activities over a period of five years, which will enable poor households to invest in human capital through education and training:<sup>4</sup>

36. With a view towards testing mechanisms and modalities that would enable a future phasing-out of WFP food rations to boarding schools, the current activity includes a pilot programme based on cash for local food purchases and covering 12 schools. Through this programme, WFP will provide technical assistance for capacity-building and training for school managers. The proposal is being submitted for donor support, and the programme is expected to start in the forthcoming school year (February 2001). However, current indications are that the Ministry of Education may be unable to find viable alternatives to WFP assistance in the short and medium term should the Programme's assistance be phased out in the near future. In the absence of WFP aid, the boarding schools may have to be closed. This would result in much reduced access to secondary schooling for poor children, with girls being disproportionately affected.
37. The mission considers that WFP assistance to the education sector is and will remain of capital importance for the widening of access to primary education, especially for girls, and the raising of educational quality through the strengthening of secondary education. In addition, WFP assistance has reduced the financial burden of school expenses on poor families, and thus guaranteed access to education for the poor to the secondary level. The mission was, therefore, strongly of the opinion that WFP should continue and, if possible, expand its support to the education sector for the rest of this CP and the next.

### Recommendations

- ⇒ The country office is advised to:
- ✍ continue and, if possible, expand its support to the education sector for the rest of this CP and the next, while increasing to 60 percent the proportion of food aid resources targeted to girls;
  - ✍ jointly, with the Ministry of Education Gender Unit, examine forms of collaboration in education programmes aimed at girls;
  - ✍ include adult literacy activities in Food Fund districts under food for training;
  - ✍ decentralize programme supervision and monitoring so as to provide greater scope for management inputs from provincial and district authorities and the airing of their problems and concerns;
  - ✍ provide information on WFP missions and policies at the provincial and district levels so as to prevent misunderstandings on the nature and scope of WFP assistance; and
  - ✍ inform communities of Ministry of Education rules and criteria for school locations and construction in order to prevent misunderstandings about what is possible.

<sup>4</sup> "Enable poor households to invest in human capital" is one of the five WFP Enabling Development priorities as stated in the WFP policy document "Enabling Development".



## Activities in the Health Sector

38. WFP is currently involved in three activities within the health sector: LOA (*leite/oil/açucar*: milk/oil/sugar)—the supply of products for a therapeutic feeding programme (aimed at lowering child mortality rates); the construction of “waiting houses” for expectant mothers (aimed at lowering maternal mortality rates); and the provision of support to skills training centres for AIDS orphans (impact reduction for HIV/AIDS victims).
39. LOA is a small activity for WFP with regard to the quantities involved, but of low cost efficiency because of the wide dispersal of the final distribution points (FDPs) and the high costs of transport, storage and handling. The mission noted that although LOA is the only long-term therapeutic feeding programme for severely malnourished children (apart from the UNICEF emergency programme in the centre and south), and has wide coverage in the country, the Ministry of Health does not appear to give it high priority.
40. The mission noted that it was still unclear to whom the waiting houses belonged, who was responsible for their management and maintenance, what the conditions were for their use or what length of stay in them was permitted. Food distribution for waiting houses as a form of community-based feeding can be considered under the Food Fund, which includes this type of activity as one of its immediate objectives.
41. The highest prevalence of HIV/AIDS is found in the central region, followed by the northern and southern regions. The rates are increasing. In 1999, the Government presented the National Strategic Plan for Combating HIV/AIDS. The plan includes two main categories: (i) activities for prevention/information; and (ii) impact-reducing activities, such as assistance to organizations for people with HIV/AIDS, development of home-based care and assistance, and skills training for orphans. WFP currently supports one project, in Maputo, for HIV/AIDS orphans and people living with HIV/AIDS, through the Mozambique Association for Family Development (AMODEFA), an NGO specializing in HIV/AIDS. AIDS orphans are also benefiting from several other projects directed towards vulnerable groups.

### Recommendations

- ☞ The country office is advised to:
- ☞ gradually phase out assistance to the LOA programme over the rest of the current CP and discuss with the new leadership of the Ministry of Health WFP’s replacement by another appropriate institution;
  - ☞ discuss with UNICEF the possibility that the agency’s taking over the coordination and monitoring of LOA, and the providing of milk, with WFP continuing to be responsible for other components;
  - ☞ consider the construction of waiting houses under the Food Fund in food-insecure districts wherever requested by the communities concerned. Approval should be conditional on the contribution by the Ministry of Health and other partners (NGOs) of materials and other resources that enable conformity with Ministry of Health–approved building designs;
  - ☞ discuss with the Ministry of Health support modalities for the waiting houses in the Food Fund districts, should those infrastructures and their operation remain priorities in the National Health Plan;





- ✍ consider the possibility of including under the Food Fund, actions of food for training in nutrition, by the Ministry of Health or NGO personnel, for users of the waiting houses and for women in the communities where the waiting houses are located; and
- ✍ determine future food security actions regarding HIV/AIDS, in concert with the UNDAF HIV/AIDS theme group, in the context of a broad-based long-term programme approach encompassing production, education, training and income-generating activities.

### Mozambique 4720—Feeder Roads Project

42. The long-term objective of the feeder roads project (terminated in May 1999) was to improve household food security by using appropriately targeted food aid as a wage incentive to the women and men working to rehabilitate the tertiary road system. The project achieved good results in terms of road rehabilitation/maintenance and workdays generated. The rehabilitation outputs have already met the targets set out in the plan of operations. From the 1,200 km of feeder roads planned for rehabilitation throughout the country between January 1997 and May 1999, by the end of the project 1,701 km had been rehabilitated.

### New Activity: The Food Fund (Activity No. 5935)

43. The Food Fund was envisioned as “a new, flexible mechanism to use food to support locally managed, demand-driven micro-development projects in food-insecure communities”. Since 1993, WFP has been involved in food-for-work micro-projects using emergency operation (EMOP) resources. The Food Fund did not merely represent a repackaging of the existing micro-projects, but was intended to build on their positive aspects while making significant improvements in targeting, monitoring and sustainability.
44. The mission noted the importance of maintaining the disaster mitigation focus of the Food Fund, even though it is more difficult than “traditional” FFW activities, with which communities are more familiar. Early proposals received from communities focus largely on roads and other traditional FFW activities. There is also a risk that the Food Fund will lack sufficient non-food items to produce durable assets of adequate quality. Early in the activity design, it was assumed that NGOs or other partners would participate extensively in the Food Fund and would provide the necessary non-food items and technical support. However, there has been very limited partner interest in collaborating with the Food Fund owing to the fact that most partners and NGOs focus on different geographic areas and some prefer self-help or cash. The mission observed cases where WFP food-for-work activities were producing inferior quality assets as a result of a lack of non-food items.
45. However, the mission noted that some potential development partners might be more inclined to collaborate with WFP in development activities in light of the contribution of the Food Fund to enhancing the effectiveness of WFP’s response to cyclones and floods. Moreover, the mission observed that many of the Food Fund districts were already part of larger development programmes (the United Nations Office for Project Services [UNOPS], FAO, the German Agency for Technical Cooperation [GTZ], etc.). The opportunity thus exists to link the Food Fund with the technical assistance being provided through these programmes (e.g. the training of district officials in community-based planning and participatory rural appraisal).
46. The mission found that the main national-level partner of the Food Fund, the National Institute for Disaster Management (INGC)—WFP’s traditional partner for emergency activities—was not the appropriate partner for the Food Fund. Although INGC has a



disaster mitigation and prevention mandate in its statutes, in practice, its organizational structure and level of staffing are designed solely for handling disaster response.

### Recommendations

- ◇ The country office and the Government are advised to:
  - ✍ consider a change in the main national-level partner for the Food Fund, from INGC to the Ministry of Agriculture and Rural Development;
  - ✍ fully brief the Ministry of State Administration on the goals and objectives of the Food Fund, given its district-level capacity-building focus;
  - ✍ commence Food Fund activities in flood-affected districts only when emergency food-for-recovery activities have ended;
  - ✍ continue Food Fund activities in areas unaffected by floods, but on a pilot basis, assessing and revising those activities as necessary; and
  - ✍ provide for flexibility in the Food Fund, and the ability to switch from development to emergency, by addressing both scenarios in the terms of reference for monitors and the Letters of Understanding signed with implementing partners.





## LIST OF ACRONYMS USED IN THE DOCUMENT

AMODEFA	Mozambique Association for Family Development
CCA	Common Country Assessment
CP	Country Programme
CPC	Country Programme Committee
CSO	Country Strategy Outline
DOC	Direct operational cost
DSC	Direct support cost
EMOP	Emergency Operation
ESSP	Education Sector Strategic Plan
FAO	Food and Agriculture Organization
FDP	Final Distribution Point
FFW	Food for Work
GDP	Gross Domestic Product
GTZ	German Agency for Technical Cooperation
INGC	National Institute for Disaster Management
JPO	Junior Professional Officer
LOA	Milk/Oil/Sugar Programme
M&E	Monitoring and Evaluation
MSF-CIS	<i>Médecins sans Frontières</i> -Consolidated Information System
NGO	Non-governmental organization
OD	Operations Department
PDM	Programme Design Manual
R&LTF	Resources and Long-term Financing
SETSAN	Technical Secretariat for Food Security and Nutrition
UNDAF	United Nations Development Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
VAM	Vulnerability analysis and mapping