JOINT EVALUATION OF EFFECTIVENESS AND IMPACT OF THE ENABLING DEVELOPMENT POLICY OF THE WORLD FOOD PROGRAMME (WFP)

MOZAMBIQUE COUNTRY STUDY

VOLUME 1

DECEMBER 2004

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JOINT EVALUATION OF EFFECTIVENESS AND IMPACT OF THE ENABLING DEVELOPMENT POLICY OF THE WFP

MOZAMBIQUE COUNTRY STUDY

Development Researchers' Network
(Italy)

Aide à la Décision Economique
(Belgium)

Groupe-conseil Baastel ltée
(Canada)

Eco Consulting Group
(Germany)

Nordic Consulting Group
(Denmark)

VOLUME I:
MAIN TEXT

VOLUME II: (on CD Rom)
ANNEXES:

1 – Work Plan
2 – Tools utilized in data collection
3 – List of projects visited and map
4 – Additional technical annexes to support findings
5 – List of persons met
6 – Selected Reference Documents

The evaluation has been carried out by a consortium of DRN, ADE, Baastel, ECO and NCG
c/o DRN, leading company:

DRN srl
Via Ippolito Nievo 62
00153 Rome, Italy
Tel +39-06-581-6074
Fax +39-06-581-6390
mail@drn-network.com

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[1] Replaced by Bruno Lopes de Araújo during the first week only, since Professor Mucavele had to accompany the Head of State on a state visit to France during that week.

ABBREVIATIONS AND ACRONYMS

(N.B. Many of the acronyms are derived from Portuguese)

CBO	Community Based-Organisation
CFSAM	FAO/WFP joint Crop and Food Supply Assessment Missions
CNCS	National AIDS Council
CO	Country Office (WFP)
CP	Country Programme (WFP)
CSB	Corn and Soya Blend
CSN	Community Safety Net facility
CSO	Country Sub-Office (WFP)
DAC	Development Assistance Committee
DDEd	District Directorates of Education, DDE
DFID	Department for International Development
DSC	Direct Support Costs (WFP)
EB	WFP's Executive Board
EC	European Commission
EDP	Enabling Development Policy (WFP)
EMOP	Emergency Operation (WFP)
EP1	Schools with primary education for form 1 - 5
EP2	Schools with primary education for form 6 - 7
EPC	Schools with primary education for form 1 – 7
EQ	Evaluation Question
ESG1	General Secondary School
ESG2	Pre-University School
ESSP	Education Sector Support Programme
FAAD	Food Aid and Development
FAO	Food and Agriculture Organisation
FDF	Food for Development Fund
FFA	Food for Assets
FFT	Food for Training
FFW	Food for Work
GAV	Vulnerability Assessment Committee
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
GNP	Gross National Product
GoM	Government of Mozambique
GTZ	German Technical Co-operation
HBC	Home-Based Care
HDI	Human Development Index
INE	Bureau of Statistics
INGC	National Institute for Disaster Management
IP	Implementing Partner
ISC	Indirect Support Costs (WFP)
LFA	Logical Framework Approach
LIC	Low Income Country
LTSH	Landside Transport, Shipping and Handling
M&E	Monitoring and Evaluation
MADER	Ministry of Agriculture & Rural Development
MDGs	Millennium Development Goals

MINED	Ministry of Education
MISAU	Ministry of Health
MMCAS	Ministry for Women and Co-ordination of Social Affairs
MoU	Memorandum of Understanding
MT	Metric Ton
MZM	Mozambican Meticais
NGO	Non Governmental Organization
ODA	Official Development Assistance
ODOC	Other Direct Operational Costs (WFP)
OECD	Organization for Economic Cooperation and Development
OVC	Orphans and Vulnerable Children
PARPA	Action Plan for Absolute Poverty Reduction
PDM	Programme Design Manual (WFP)
PES	Economic and Social Plan
PROAGRI	Agriculture Sector Support Programme
PRRO	Protracted Relief and Recovery Operation (WFP)
PSA	Programme Support and Administrative funds (WFP)
PSAS	National AIDS Strategic Plan
PTA	Parents & Teachers' Association or *Conselho da Escola*
RBM	Results Based Management
SADC	Southern Africa Development Community
SETSAN	Technical Secretariat for Food Security and Nutrition
SF	School Feeding
SFP	School Feeding Project
SIMA	Agricultural Market Information System
SPR	Standardised Project Report (WFP)
SSA	Sub-Saharan Africa
THR	Take Home Rations
UN	United Nations
UNAIDS	Joint United Nations Programme HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
US	Unites States of America
USAID	United States Agency for International Development
US$	United States Dollar
VAC	Vulnerability Assessment Committee
VAM	Vulnerability Analysis and Mapping
VAM	Vulnerability Analysis and Mapping
WFP	World Food Programme of the United Nations
WHO	World Health Organization
WV	World Vision

The exchange rate between US$ and the Mozambique Meticais has remained fairly stable in the last three years oscillating between 23,000 and 24,000 MZM.

TABLE OF CONTENTS

ACKNOWLEDGMENT ..... **I**
ABBREVIATIONS AND ACRONYMS ..... **III**
EXECUTIVE SUMMARY ..... **VII**
1 INTRODUCTION **1**
1.1 BACKGROUND 1
1.2 RATIONALE AND OBJECTIVES AND SCOPE OF THE COUNTRY STUDY 1
1.2.1 Basis for country selection *1*
1.2.2 Objectives of the country study evaluation *2*
1.3 METHODOLOGY UTILIZED AND ACTIVITIES UNDERTAKEN 2
1.3.1 Terminology utilized in this report *2*
1.3.2 Activities undertaken *3*
1.3.3 Methodology *3*
1.4 DIFFICULTIES ENCOUNTERED AND LIMITATIONS OF THE EXERCISE 4
2 WFP INTERVENTIONS IN THE COUNTRY SPECIFIC CONTEXT **5**
2.1 THE COUNTRY CONTEXT 5
2.1.1 Socio economic data *5*
2.1.2 Poverty *7*
2.1.3 Food security situation *7*
2.1.4 Government and Donors Priorities, Policies and Programmes Addressing Poverty and Food Insecurity *9*
2.2 WFP INTERVENTIONS IN MOZAMBIQUE 13
2.2.1 Portfolio of intervention and its evolution since 1997 ..... *13*
2.2.2 Key issues of CP and Outline of on-going interventions *15*
2.2.3 CP coherence with EDP *16*
3 MAIN FINDINGS **18**
3.1 HOW RELEVANT IS THE CP IN TERMS OF THE EVOLVING CONTEXT OF POVERTY REDUCTION AND FOOD SECURITY? 18
3.1.1 Relevance to the country/local policies and context *18*
3.2 WHAT ARE THE MECHANISMS, MEANS AND TOOLS INTRODUCED/STRENGTHENED AT THE COUNTRY LEVEL TO FACILITATE EDP/CP IMPLEMENTATION? 21
3.2.1 Progress (and changes) in partnership *21*
3.2.2 Stakeholders' participation and ownership *24*
3.2.3 Progress (and changes) in demonstrating results *26*
3.2.4 Gender mainstreaming *28*
3.2.5 HIV/AIDS mainstreaming *29*
3.2.6 Resourcing *30*
3.3 THE MAIN RESULTS OF THE EDP AT THE LOCAL/COUNTRY LEVEL 32
3.3.1 Basic Activity 1: School Feeding *32*
3.3.2 Basic Activity 2: The Food for Development Fund *38*
3.3.3 Basic Activity 3: Community Safety Net Facility *42*
3.3.4 Efficient use of resources at project level *46*
3.3.5 Consistency of the results with EDP principles *50*
3.3.6 Sustainability of results *51*
3.3.7 Some Methodological Issues *52*
4 CONCLUSIONS AND ISSUES FOR CONSIDERATION **54**
4.1 CONCLUSIONS 54
4.2 ISSUES FOR CONSIDERATION AND RELATED RECOMMENDATIONS 56

TABLES, FIGURES AND BOXES

Table 1: Basic Socio-Economic Indicators (Mozambique, Sub-Saharan Africa, Low Income Countries) 5
Table 2: Basic Economic Indicators (1982, 1992, 2001, 2002) 6
Table 3: Recent Development of Gross Domestic Product and Agricultural Production Growth Rates by Sub-Sector 6
Table 4: Poverty Incidence for the period 1996/97 and 2002/3 7
Table 5: Food balance sheet for April 2003 – March 2004 8
Table 6: WFP Operations in Mozambique 2002 - 2004 15
Table 7: Basic Activities in the 2002-2006 Country Programme 16
Table 8: Assessment of Consistency between the PARPA and the EDP 18
Table 9: Accumulated use of budgeted commodity resources 30
Table 10: CO Staff Categories 30
Table 11: Funding of CO Staff 31
Table 12: School Feeding Funds and Planned Beneficiaries 32
Table 13: Beneficiaries according to WFP Standardised Project Reports, 2002 and 2003[(a)] 35
Table 14: Planned and realised Food for Work/Training (FFA/T) project activities, 2002 and 2003 39
Table 15: Activity List for 211 FDF Projects during 2002 and 2003 40
Table 16: CSN Outcomes as per SPRs for 2002 and 2003 44
Table 17: CSN Outcomes for 2003, According to the CO 45
Table 18: Food for Development Budgeted Costs US$/MT (Averages for all commodities) 47
Table 19: Local Market Prices for FFW rations 48

Figure 1: Evolution of food aid needs and response 8
Figure 2: Maize Price fluctuation 48
Figure 3: The Basic Activities against the WFP Instruments of Operations 54

Box 1: Two Pupils from WFP-supported Boarding Schools 33
Box 2: The Firewood Problem in Schools 37
Box 3: Changing Consumer Preference in Response to Drought 40
Box 4: An Irrigated Success Story? 41
Box 5: CSN Beneficiaries, two Women in Chókwè 43
Box 6: A Success Story from Polana Canico, City of Maputo 45
Box 7: Cost Efficiency Matters 46

EXECUTIVE SUMMARY

1. This is one of seven country studies constituting the main component of a comprehensive evaluation of the World Food Programme (WFP) Enabling Development Policy (EDP) launched in 2003 by a consortium of donors. The synthesis report of the evaluation is expected in December 2004.

2. All the seven country studies follow a prescribed format, address the same evaluation questions and the same evaluation matrix, use the same checklists of issues to be discussed, and follow the same report outline with a view to making the studies similar and comparable. The study included field visits to projects supported by WFP under its Food Aid and Development (FAAD) programme, in addition to interviews with representatives from the Government of Mozambique (GoM), donor agencies and NGOs collaborating with WFP.

3. Despite robust macro-economic performance and high rate of economic growth in recent years, Mozambique remains a country with widespread poverty, ranking only 170th among the 175 countries on the UNDP Human Development Index for 2003. Smallholders provide the biggest contribution to overall food production, corresponding to about 90% of the total and 75% of marketed production. Mozambique suffers from recurring droughts coupled with frequent floods and seasonal cyclones, creating a situation of food insecurity that is chronic in areas with poor natural resource endowments. In 2003 it was estimated that 650,000 – 950,000 people, or 3.5% – 5% of the population, were in acute need of food aid. Food insecurity is most pronounced in the south and in the centre of the country, while there are usually food surpluses in the north.

4. The GoM has put in place an action plan, the so-called PARPA, which provides a comprehensive policy framework to address poverty. There is also a National Food Security Policy and an agricultural sector programme, PROAGRI, supported by most major donors. HIV/AIDS is one of the greatest threats to development. It is estimated that in 2002 there were 1.36 million people living with HIV/AIDS, making Mozambique the seventh most infected country in the world.

5. The United Nations Development Assistance Framework (UNDAF) builds on the PARPA and makes support to education and to the fight against HIV/AIDS high priorities. The WFP Country Programme (CP) for 2002-2006 is closely interwoven with the UNDAF, both cover the same period and were prepared at the same time, and EDP priorities are well integrated in UNDAF strategic priorities. There has been an evolution of the WFP CPs in Mozambique; the 2002-2006 CP builds on experiences from the previous CP that had elements of EDP even before the policy was approved in 1999. The WFP CP has responded well to national priorities in Mozambique, as defined by the GoM in its current policies, and is seen by the mission as fully EDP compatible.

6. The WFP CP for 2002 – 2006 includes three Basic Activities or projects: School Feeding, Food Development Fund (FDF) and the Community Safety Net (CSN) Facility. The first two have evolved from projects in the previous CP, support to boarding schools dated back all the way to the 1970s, while the CSN project was a response to the burgeoning HIV/AIDS crisis. The CP consists of over 600 small project activities, over half of them part of the School Feeding project. Gender issues are to be mainstreamed in all project activities, and the CP prescribes that at least 60% of all beneficiaries should be women or girls.

7. The WFP Country Office (CO) practices close integration between Protracted Relief and Recovery Operations (PRRO) and Development operations and is focusing on one set of three programming areas to which all operations contribute, in some instances also Emergency Operations (EMOP). In practice all three categories are closely interwoven in the current operations. This brings some obvious advantages, such as possibilities for staff to work with all categories of projects and gain experiences that can be widely applied, such as EDP principles applied also to EMOP/PRRO projects. A disadvantage seems to be that distinctions between the different categories become blurred to all except WFP staff. Nevertheless, the complementarity and integration between development activities and EMOP/PRRO is beneficial to all WFP operations in Mozambique.

8. Procedures for targeting the most vulnerable are well institutionalised in the Vulnerability Assessment Committee (VAC) that includes main stakeholders and is supported by the Technical Secretariat for Food Security and Nutrition in the Ministry of Agriculture & Rural Development (MADER). WFP has been instrumental in building and supporting this institution. The methodology used is generally satisfactory, although it has data shortcomings beyond district level.

9. WFP has generally been less successful in developing partnerships with agencies outside the UN family, an issue already identified in an evaluation of the previous Country Programme. There are relatively few instances of synergies with other major donors. This means that there have been difficulties obtaining non-food inputs to complement EDP projects, in the absence of which the impact of these projects is reduced and their potential to enable development is not fulfilled. One of the difficulties in developing partnership with bilateral donors relates to the sector support programmes through which most donors channel their ODA and where the GoM decides on priorities. This is a systemic issue extending beyond Mozambique, and WFP should devise a strategy to address it at corporate level.

10. The participation and ownership by stakeholders in EDP projects was generally strong. This applied to GoM agencies at both central and local level as well as to NGOs. The controversy surrounding the use of food aid in a development context, one of the reasons for this evaluation, was highlighted by a few members of the donor community in Maputo. On the other hand, donors did not appear well informed about WFP, possibly contributing to the difficulties in forging partnerships.

11. Demonstration of results on EDP projects had shortcomings, the data available were at times inconsistent and of low quality, and there was little information on impact. The annual reports did not provide useful information on outcomes, and baseline studies were not systematically carried out. Conceivably, the insufficient demonstration of results leads to donors being poorly informed and hence to problems with partnerships. WFP has at corporate level recognized shortcomings in this regard, a Results Based Management system is now being introduced and the mission recommends that WFP should pay close attention to its proper implementation.

12. On the whole, gender mainstreaming was well attended to. There had been efforts to mainstream HIV/AIDS in the School Feeding project; these efforts were less visible in the FDF project, while the CSN project was focused on the pandemic. WFP Headquarters should provide more guidance on how to mainstream HIV/AIDS in field activities. Resourcing of the CP was below target with so far less than half of gross requirements covered. In the CO staff work with all project categories and EMOP effectively subsidizes EDP, which gives flexibility to staff resources, which on short notice can be redeployed in response to emergencies.

13. The School Feeding project has so far exceeded its aggregate quantitative targets and is playing a significant role nationally as a contribution to the education sector support programme. However, the mission considered it remarkable that no specific evaluations had been carried out to assess the impact of this large project. This project is surely sustainable in the sense of the benefits it has generated over the years to the Mozambican society, but it seems strange that it is so difficult to demonstrate this. The FDF project has been substantially downscaled since the CP was prepared and is now insignificant in addressing food insecurity except in specific localities, where mostly small agricultural projects have been created with food for assets. It is premature to judge the impact and sustainability of these project activities, some appear to hold promise, others less so. The CSN project in 2003 exceeded its targets and is set to grow considerably in response to the HIV/AIDS crisis, if resources are available. At present the project is far too small to impact on the crisis at national level, although its impact on individual beneficiaries is important. It is premature to assess overall impact and sustainability of this project which only got under way in earnest in 2003.

14. Assessing economic efficiency of these projects is problematic, given the shortcomings of the WFP accounting system, in particular the absence of proper cost accounting for management purposes. It seems that there are instances where it would be cost efficient to pursue alternative options to providing imported food aid to beneficiaries, such as cash or food purchased locally.

15. The results of the Country Programme projects are generally seen as consistent with EDP principles with major shortcomings relating to partnerships, demonstration of results and, conceivably, cost-effectiveness. Since the projects generally work with poor and vulnerable groups in food deficit areas, they risk creating dependencies and exit strategies are problematic.

16. The mission noted shortcomings with regard to the quality of WFP appraisal reports. There did not seem to be in the WFP CO the monitoring & evaluation culture that now pertains in most aid agencies. There was no evidence of environmental impact assessments.

17. In a letter from March 2004 to UN Resident Co-ordinators and UN Country Team Members in 12 countries in eastern and southern Africa the UNDP Administrator discusses what is called "the triple threat of food insecurity, weakened capacity for governance and AIDS" in the countries concerned. The document calls for the UN agencies to adapt in the face of the scale and severity of the HIV/AIDS crisis in the region and says that "given the combination of short-term shocks and long-term challenges associated with the crisis, the dichotomy of 'humanitarian' and 'development' assistance must be overcome; instead an approach should be composed of 'developmental relief' and 'emergency development' ". The mission believes that this document well captures where WFP should position itself in Mozambique.

18. Overall, the mission felt that the distinctions between PRRO and Development projects are not fully meaningful and should possibly be eliminated altogether. The mission believes that WFP should focus increasingly on the interface between emergencies and development and perhaps drop the explicit aim of supporting development. This is where its niche and comparative advantage lies: it has an excellent ability to mobilize flexibly in response to emergencies and related rehabilitation, while it does not compare favourably with donor agencies promoting development. This niche could be achieved through enhanced focus on chronically food insecure districts where strengthened partnerships should be forged with other donors, UN agencies in particular. In these districts WFP should operate with a long-term perspective providing a broad-based community safety net, including elements of all three Basic Activities in the current Country Programme.

EVALUATION OF WFP ENABLING DEVELOPMENT POLICY MOZAMBIQUE COUNTRY STUDY

1 INTRODUCTION

1.1 BACKGROUND

1. In 1999 the World Food Programme (WFP) adopted the Enabling Development Policy (EDP) to help the organization sharpen the focus of its development activities. As stated in the Policy, "WFP food aid should play a different role, which is not to promote development in the same ways as other organizations but to enable marginalized people to be a part of it, and share in its benefits. Food aid is an enabler, a pre-investment which can free people to take up development opportunities which increase human capital or acquire assets".

2. A group of donor countries (Germany, Canada, Denmark, Finland, France, Italy and the United States) in 2003 requested an evaluation of the EDP as part of an independent assessment of the progress made by WFP in the implementation of the new policy and its related results at all levels. The evaluation is timely, as the resources allocated to the WFP for development activities have been steadily decreasing due to pressure to reallocate funds to more pressing needs in the context of emergency operations as well as other policy priorities.

3. The results of the evaluation are expected to:
   - Provide donors with valuable insights and issues for consideration in relation to future support for WFP development activities;
   - Identify mechanisms that could potentially enhance WFP's effectiveness in the implementation of its development portfolio;
   - Contribute through empirical evidence to a better understanding of the conditions for success for food assistance in development activities.

4. The evaluation is carried out in three phases:
   - Phase 1 covers the inception phase and a desk study and ended with a report submitted in February 2004;
   - Phase 2 includes a total of seven country studies of the implementation of the WFP EDP, undertaken between the months of March and July 2004;
   - Phase 3 will synthesize the reports from the country studies into a final report to be submitted in December 2004.

5. The evaluation is being carried out by a consortium of five consulting firms co-ordinated by the Development Researchers' Network in Rome, Italy. The Mozambique country study was carried out by Nordic Consulting Group (NCG), Copenhagen, Denmark, one of the firms in the consortium. The NCG team, in the following referred to as the mission, consisted of Johan Holmberg (Team Leader), Pamela Rebelo, Sven Nilsson and Firmino Mucavele[2].

1.2 RATIONALE AND OBJECTIVES AND SCOPE OF THE COUNTRY STUDY

1.2.1 Basis for country selection

6. In the inception report for the evaluation two criteria were cited for the final selection of the countries to be covered by Phase 2. The first was of a quantitative nature and referred to the need to have a balanced regional representation of WFP's development interventions, to the extent possible proportional to the size of the development portfolio per region. The second was

[2] See footnote # 1.

of a more qualitative nature and based on the judgement of the evaluation team regarding the contributions that each country study could make to answer the questions raised by the evaluation. This judgement was based on the following considerations:

a) The need to represent as much as possible all major socio-economic contexts in which WFP operates;
b) Coverage of the five areas of focus listed in the EDP policy;
c) The presence of particularly interesting activities/experiences that could be the basis for specific case studies;
d) Situations where countries have adjusted their development portfolios, which may provide insights into the reasons for such changes;
e) The availability of evaluations and other material that could facilitate the country studies.

7. On that basis the following seven countries were selected for the country studies: Ethiopia, Mozambique, Mali, Honduras, Bolivia, Pakistan and Bangladesh. Six of these seven countries (excluding Honduras which was added later and not part of the original cost estimates) in 2002 represented about one-third of the WFP development portfolio.

1.2.2 Objectives of the country study evaluation

8. The analytical basis for the evaluation is an evaluation matrix that lists four principal evaluation questions, each of which has several sub-questions:

a) How relevant is the EDP in terms of the evolving context of poverty reduction and food security?
b) How has the WFP delivery process – particularly at the country level – been updated/not updated to facilitate the EDP implementation?
c) What are the main results of the EDP at the local/country level?
d) Are these results sustainable?

9. The focus of these questions is at the country level. This reflects the design of the entire evaluation study, which emphasizes the collection of empirical information on WFP development activities at country level. Together the seven country studies in Phase 2 of the evaluation covers nearly half (48%) of the budget for the whole project in keeping with the wishes of the seven donors sponsoring the study.

10. The objective of the present study is to answer the four evaluation questions, and their respective sub-questions, in respect of the WFP Country Programme (CP) of development activities in Mozambique.

11. This is not an evaluation of food aid as an instrument of development cooperation nor is it an evaluation of WFP as an institution, and the focus of the study is strictly intended to be on implementation of the EDP in Mozambique. However, it is inevitable that in the discussion that follows frequent references are also made to the other principal WFP instruments, the Emergency Operations (EMOP) and the Protracted Relief and Recovery Operations (PRRO), and that comments will be made on the work of the WFP Country Office (CO) in Mozambique.

1.3 METHODOLOGY UTILIZED AND ACTIVITIES UNDERTAKEN

1.3.1 Terminology utilized in this report

12. The acronym EDP has, in fact, dual uses in the WFP: it means not only Enabling Development Policy but also Extended Delivery Point. The WFP CO therefore advised the mission to use Food Aid and Development (FAAD), and in the text that follows, that two acronyms FAAD and EDP (in the meaning of Enabling Development Policy) are used

synonymously.

13. WFP uses a plethora of acronyms, rendering reading of WFP documents sometimes difficult for an outsider. An effort is being made in this document to use acronyms as sparingly as possible.

14. The WFP CP includes three principal components, known as Basic Activities: School Feeding (SF), Food Development Fund (FDF) and Community Safety Net (CSN). Each of these is really a programme consisting of multiple small activities, which can be a school receiving food aid or a food for assets construction project or a health care centre. In casual talk the term Basic Activity is usually replaced by the term project. In the following the three Basic Activities will often be called projects, or called by their acronyms, while the activities they are composed of, the project sites visited by the mission, will be referred to as project activities.

1.3.2 Activities undertaken

15. The terms of reference for the mission consist of the inception report for the Mozambique country study written by DRN in Rome in consultation with the mission Team Leader and the WFP CO. This report was submitted in February as part of the Part 1 report. It spells out the issues to be addressed by the country study and specifies the provinces to be visited by the mission[3].

16. The mission assembled in Maputo on 3 May and spent the first week in Maputo meeting the WFP CO, government ministries and NGOs partnering with WFP in implementation of EDP projects, the second week on field visits to project activities, and the third week again in Maputo meeting with donors, government representatives and the WFP CO. Holmberg and Nilsson left Mozambique on 22 May and a first draft of this report was submitted on 15 June.

17. For the field visits the mission was divided into two groups. Nilsson and Mucavele visited the provinces of Sofala, Manica and Tete, while Holmberg and Rebelo visited the provinces of Maputo and Gaza. The detailed work plan of the mission is provided in Annex 1, and the projects visited are listed in Annex 3.

18. A briefing session was organized for NGOs collaborating with WFP prior to the field visits, and debriefings for the WFP CO, donors and government officials were carried out after the field visits. A list of the persons met by the mission is provided in Annex 5.

1.3.3 Methodology

19. The intent of the evaluation was that the seven country studies be as similar as possible and based on the same methodology. All seven missions were therefore provided with methodological guidelines written by DRN based on the first country study carried out in Ethiopia in March/April 2004. These guidelines included checklists of issues derived from the evaluation matrix and its four sets of questions. These checklists distinguished between different types of respondents and were amalgamated by the mission into a single questionnaire, which was used for the field visits and is shown in Annex 2. In practice, the questionnaire was used as a guide to interviews with key informants and beneficiaries, since it proved difficult to apply it strictly. In talks with representatives from the Government of Mozambique (GoM), donors and NGOs the mission used the checklists prepared in Phase I.

[3] The Mozambique Inception Report is being submitted as a separate document.

1.4 DIFFICULTIES ENCOUNTERED AND LIMITATIONS OF THE EXERCISE

20. The field visits carried out by the mission had the following limitations:

- A total of 38 project activities were visited, both related to WFP Development operations and to EMOP. There are a total of over 600 WFP Development operations in Mozambique. If the EMOP activities are excluded, the mission only visited about 5% of all project activities related to Development operations, a very small sample;
- The sample was not statistically representative. The projects visited were selected by the WFP as representative illustrations of the three Basic Activities and for logistical considerations; each mission team should make a "loop" and visit projects along the way. In a given district there might be ten or more project activities related to Development operations, and the mission could not possibly visit them all within the time available. It is possible that those selected by the WFP CO had a bias in favour of higher rate of success, but if this bias exists it cannot be measured, and the mission did also visit some obviously less successful activities. The activities visited were also located conveniently close to main roads, where people are usually somewhat better off than far away, another possible bias;
- The mission was encouraged to make unscheduled visits to project activities that had not been selected in advance by the CO. In practice, this was very difficult to do but happened in a handful of cases. Those visits did not yield any surprising results compared to those scheduled in advance;
- The mission travelled in WFP vehicles with WFP staff, usually the concerned sub-office head and the district monitor. In interviews with local government representatives, key informants and beneficiaries the mission members were inevitably identified with WFP as a donor of badly needed food aid and seen as representatives of this organization. This is likely to have coloured the replies received to some questions, as respondents may have given the information they thought the donor would want to hear. The Centre team asked the accompanying WFP representatives to be absent during meetings with key informants, but this did not yield any unexpected information.
- Interviews with beneficiaries usually took place with several of them together, sometimes in front of others and with the WFP personnel and local government representatives (often the local agricultural extension agent) present. Again, this could have affected the reliability of replies to some questions. However, in some instances it was possible to interview a single beneficiary alone with only an interpreter present, and on the whole the replies received from those interviews were consistent with those provided by beneficiaries interviewed as a group;
- Interviews with key informants were conducted in Portuguese, with beneficiaries usually in local languages through an interpreter. Some loss of precision can result from these situations, and many questions were rephrased and repeated to avoid misunderstandings.

21. In the analysis that follows the mission has attempted to correct for the biases that these limitations may have caused, e.g. by devaluing obviously too positive or too consistent responses. It is believed that the biases do not affect the overall conclusions in any major way.

2 WFP INTERVENTIONS IN THE COUNTRY SPECIFIC CONTEXT

2.1 THE COUNTRY CONTEXT

2.1.1 Socio economic data

22. Mozambique is a large country with a land area of 0.8 million square kilometres and with a population estimated at 19 million (2004). It is one of the world's poorest countries, ranking 170 among the 175 countries for which UNDP has calculated human development indices[4]. Some basic socio-economic indicators are shown in Table 1 below. Recent estimates suggest that 54% of the population is living below the poverty line. The GDP for 2002 was US$ 230[5] and the infant mortality 128 per 1,000 live births. The illiteracy rate is 54%, while school enrolment is encouragingly high at 92%, although only 79% for girls. The country is prone to natural disasters; droughts, floods and cyclones. A WFP/FAO mission estimated the population in need for food assistance in 2003 at around 950,000, WFP operations are guided by the estimate 659,000 determined by the Vulnerability Assessment Committee (VAC).

Table 1: Basic Socio-Economic Indicators (Mozambique, Sub-Saharan Africa, Low Income Countries)

	Mozambique	SSA	LICs
Population, mid year 2002, million	18.4	688	2,495
GNP per capita, 2002, (US$)	200	450	430
Average annual growth, 1996-02			
Population	2.1	2.4	1.9
Labour force	2.1	2.5	2.3
Most recent estimates (most from 2002)			
Poverty (% of population below national poverty line)	54		
Urban population (% of total population)	34	33	30
Life expectancy at birth (years)	41	46	59
Infant mortality (per 1,000 live births)	128	105	81
Child malnutrition (% of children under 5)	26		
Access to improved water sources (% of population)	57	58	76
Illiteracy (% of population age 15+)	54	37	37
Gross primary enrolment (% of school age population)	92	86	95
Male	104	92	103
Female	79	80	87

Source: World Bank, Development Economics central Database.

23. Between 1996 and 2002 real GDP increased by 62% and the growth of real consumption per capita experienced an impressive increase of 50%. The GDP growth rate started to decrease in 1999 due to the deceleration of exports and unfavourable terms of trade, Mozambique also suffered the worst floods in its history in January and February 2000 and has experienced severe droughts every year since then. Still, the country has in recent years enjoyed very high GDP growth rates (Table 2).

24. As regards development in the region, the GDP growth rate for South Africa was 1.9% in 2003. Zimbabwe is currently in deep economic recession, the growth in the rest of the Southern Africa Development Community (SADC) economies in 2003 was around 3%. Given its location as a transit country, the Mozambican economy is highly dependent on the economic prospects of its neighbours.

[4] UNDP Human Development Report 2003.
[5] This is the most recent Mozambican estimate which is higher than that given by the World Bank in Table 1.

25. Apart from the negative performance in the construction sector as a whole (-7.6%), there was also a negative performance in the energy and water sectors due to declining production levels and exports to South Africa and Zimbabwe from Cabora Bassa. Basic economic indicators are shown in Table 2.

Table 2: Basic Economic Indicators (1982, 1992, 2001, 2002)

Trends	**1982**	**1992**	**2001**	**2002**
GDP (US$ billion)	3.6	1.9	3.4	3.6
Gross domestic investment/GDP	8.0	15.6	26.5	23.7
Export of goods and services/GDP	8.3	13.9	21.8	23.5
Gross domestic savings/GDP	-11.9	-17.2	12.8	8.9
Gross national savings/GDP			5.4	3.6
Current account balance/GDP	-13.7	-19.0	-46.7	
Interest payments/GDP	0.0	2.3	0.2	0.8
Total debt/GDP	3.5	276.8	129.5	128.1
Average annual growth	**1982-02**	**1992-02**	**2001**	**2002**
GDP	2.4	8.1	13.0	8.3
GDP per capita	1.1	5.7	10.6	6.1
Export of goods and services	1.6	15.3	50.1	12.3
Structure of the Economy (% of GDP)	**1982**	**1992**	**2001**	**2002**
Agriculture	23.8	32.0	26.7	26.6
Industry	32.6	16.3	27.6	27.7
- Manufacturing		7.6	15.3	15.4
Services	33.6	51.7	45.7	45.5
Private consumption	0.2	4.3	-2.1	10.9
General government consumption		5.4	17.9	14.7
Gross domestic investment	5.6	12.0	-10.0	3.9
Imports of goods and services	-1,9	4.3	.14,9	16.6

Source: World Bank, Development Economics central Database.

26. The agricultural sector (crop production, animal breeding and forestry) has performed well in recent years, despite the effects of drought in the south and the centre of the country (Table 3). The production indexes as a whole have been positive and there has been an expansion of the area cultivated and a rise in productivity. Availability of seeds and tools has in general been sufficient to cover the needs of the farmers affected by drought, especially for the cultivation of maize and vegetables. However, private sector participation in the agricultural inputs market is still low and this is a severe constraint on a significant increase in productivity. The majority of the rural population still practices subsistence farming with minimal use of improved farm inputs and limited surpluses for sale in the market. There are significant regional differences with food surpluses usually in the north and food deficits in the centre and in the south.

Table 3: Recent Development of Gross Domestic Product and Agricultural Production Growth Rates by Sub-Sector

Indicator	2001	2002	2003
GROSS DOMESTIC PRODUCT			
GDP (Current Prices), billion MZM	72,131	83,700	102,753
Growth Rate in Volume, %	10.6	6.1	7.1
GDP Per Capita, 000' MZM	4,250	4,935	5,539
GDP (Current Prices), million US$	3,400	3,600	4,321
GDP Per Capita, US$	200	210	233
AGRICULTURAL SUB-SECTOR, GROWTH RATE, %	**12.3**	**10.0**	**8.6**
-Crop production, Growth rate, %	12.6	7.3	9.8
-Cattle breeding, Growth rate, %	14.9	23.3	17.4
-Forestry, Growth rate, %	9.4	18.3	-8.7
All Sub-Sectors, Growth rate, %	**13.8**	**16.7**	**4.8**

Source: National Statistic Institute and Ministry of Planning and Finance.

27. The economy showed good performance in 2003:
- The current account balance improved by 27%, from a deficit of US$ 711.6 million in 2002 to US$ 521.5 million in 2003, mainly due to movements in the trade and income balances;
- The balance on goods and services recorded a deficit of US$ 607.9 million in 2003, representing an improvement of around 29% on 2002. This improvement was determined by an increase in exports. The income balance recorded a deficit of US$ 165.5 million, an improvement of 73% compared with the same period of the previous year;
- The capital and financial account recorded a surplus of around US$ 270.7 million, an increase of 22% compared with the same period last year;
- Direct foreign investment was US$ 336.7 million, slightly less than in 2002;
- Inflation in 2003 was 13.8%, down from over 20% a few years earlier.

28. Overall, the macro-economic policy framework of the GoM has been rated highly by the IMF and the donor community, with the result that donors are increasingly channelling part of their ODA to Mozambique in the form of economic budget support and sector-wide approaches (SWAps). Another result is that Mozambique has benefited from a high rate of foreign direct investment, which at 13.3% of GDP in 2001 was way above the average for Sub-Saharan Africa[6].

2.1.2 Poverty

29. The poverty incidence improved from 69.4% in 1997 to 54.1% in 2003, suggesting that poverty at national level decreased by 15.3% over the six-year period. Poverty is higher in rural areas, where 80% of the population lives, but reduction of poverty has been higher in the rural than in the urban areas, as shown in Table 4, since it starts from a very low level. The highest incidences of poverty are in the provinces of Sofala, Inhambane and Tete.

Table 4: Poverty Incidence for the period 1996/97 and 2002/3

Poverty	1996-1997	2002-2003	Difference
National	69.4	54.1	-15.3
Urban	62.0	51.5	-10.5
Rural	71.3	55.3	-16.0

Source: Instituto National de Estatística

30. The main determinants of poverty in Mozambique include:
- Uneven economic growth with most growth taking place in the cities and in the modern, monetised sector, leaving the rural areas largely behind;
- Poor education of economically active household members, women in particular;
- Low productivity of peasant agriculture;
- Absence of wage employment opportunities;
- Weak development of rural infrastructure;
- Household size with poor households larger than the non-poor ones.

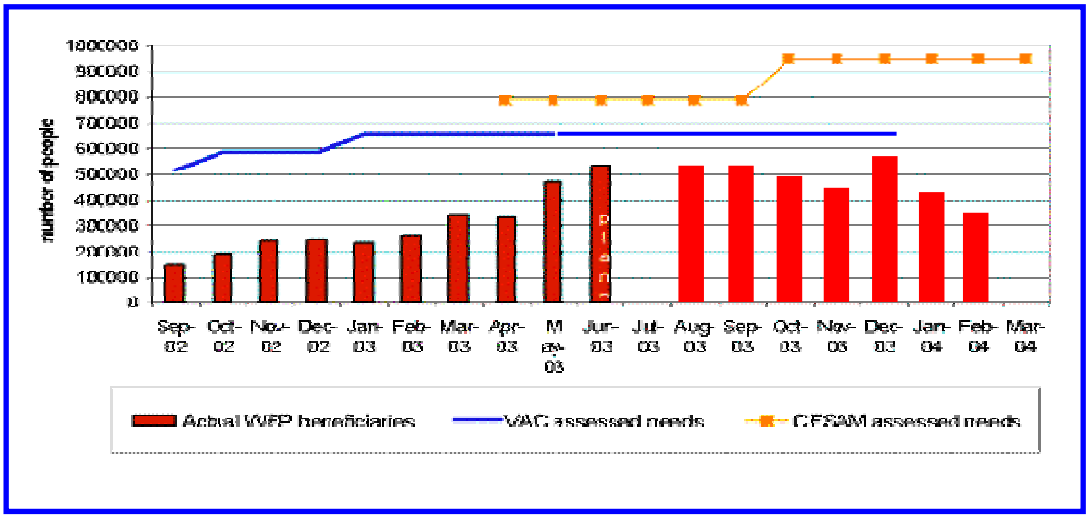
2.1.3 Food security situation

31. The availability of food, especially in the countryside, depends on the performance in agriculture. In 2003, the growth rate in crop production was 9.8%. The smallholding family sector continues to provide the biggest contribution to the overall food production, corresponding to 90% of the total and 75% of marketed production. About 60% of the family sector production is food crops. Analyses undertaken on the evolution of subsistence farming and of the rural population show some signs of improvement in the marketing of family farm produce in 2003; the increased production for own consumption was at the levels required to satisfy rural population growth.

[6] UNDP Human Development Report 2003.

32. Analyses carried out in 2003 showed that 650,000-950,000 people, or 3.5-5% of the total population, were in acute need of food aid in that year. The VAC estimate, which guides WFP operations, was 659,000. Corresponding estimates from mid 2004 show a substantial improvement of the food security situation due to a good harvest 2004; CFSAM report of July 2004 estimates that 187,000 people recovering from a succession of flood/drought shocks combined with the impact of HIV/AIDS will require food aid in 2004/05. The VAC estimate from mid 2004 identified 202,000 people who will be in need of food assistance. Of this group, 108,000 people require immediate emergency support and an additional 94,000 people are at-risk of food insecurity until the next harvest in March 2005.

Figure 1: Evolution of food aid needs and response



Source: FEWS-NET Monthly Report, July 2003; updated by the mission based on WFP's Emergency reports.

33. The national food balance sheet, prepared by the National Directorate of Commerce (DNC), shows a relatively small national cereal deficit for the period between April 2003 and March 2004. The DNC expects this deficit to be adequately met with imports, as shown in Table 5 below. The estimated cereal deficit for 2003/04 corresponds to around 20% of production, or nearly 0.5 million MT, of which a great part is wheat (and rice) for the urban population that is imported on commercial terms.[7] Again, this deficit is unevenly distributed between the provinces and most acute in the centre and the south of the country. The preliminary harvest results for 2004 suggest significant improvements of the food balance sheet 2004/2005.

Table 5: Food balance sheet for April 2003 – March 2004

(In 000' MT)	Maize	Rice	Wheat	Sorghum/ Millet	Total cereals	Cassava	Other tubers	Beans/ Groundnuts
Total available	1,276	155	40	389	1,860	5,431	438	309
Consumption needs	1,335	383	267	373	2,357	5,289	383	308
Deficit/Surplus	-59	-227	-227	16	-497	142	55	1
Imports	141	240	305	0	686	0	0	0
Exports	70	0	0	0	70	30	0	0
Forecasted final stocks	12	13	78	16	119	112	55	16

Source: Ministry of Industry and Commerce/National Directorate of Commerce.

[7] The large-scale importation of wheat, a crop not normally grown in Mozambique, is a colonial legacy. The Portuguese introduced a taste for wheat bread which has remained, causing a significant drain on foreign currency resources.

2.1.4 Government and Donors Priorities, Policies and Programmes Addressing Poverty and Food Insecurity

The sustainable development and poverty reduction programme

34. The government's programme and strategy for poverty reduction is outlined in the Action Plan for Absolute Poverty Reduction (PARPA) for 2000 – 2004, and donors define their strategies within the framework of the PARPA. It is based on the premise that accelerated economic growth, both comprehensive and sustainable, is essential for the reduction of poverty. The PARPA established the objective of reducing absolute poverty by 10% over its five-year period. Table 5 above shows that this target has been exceeded. In the context of the PARPA, the GoM Economic and Social Plan (PES) for 2003 set the following macro-economic objectives:

- Gross Domestic Product growth of around 7%;
- Annual average inflation rate of around 7%;
- Achieve growth in the export of goods, excluding those from large projects, to around 7%;
- Proceed with the creation of conditions which will make Mozambique an attractive place for investment, while safeguarding proper management of the environment;
- Expand and improve the quality of public services in the areas of health, education and justice as well as developing the basic infrastructure for water supply, roads and sanitation.

The Millennium Development Goals

35. A review of the 2003 PES provides a good opportunity to assess how Mozambique stands with regard to the Millennium Development Goals (MDGs). It revealed that many of the PES objectives have been achieved, only the inflation target deviated significantly from the target:

- Gross Domestic Product (GDP) growth was 7.1%;
- Average annual inflation rate was 13.45%;
- Ongoing review of investment legislation that will stimulate an increased inflow of investment to the country and greater involvement by the private sector;
- Public services were expanded and improved.

36. The overriding MDG is to reduce by half the percentage of people living in extreme poverty or suffering from famine between 1990 and 2015. Results from the 2003 household survey indicate that Mozambique is on the right track to meet this goal. As there is no reliable information on poverty in 1990, it is difficult to establish precisely what the target for the 2015 MDG should be. Nevertheless, the PARPA targets are on the whole consistent with the MDG targets and have, as mentioned, been exceeded. Although present trends are favourable, poverty levels remain high. Of an estimated population of 19 million, almost 10 million are still defined as poor. In the future, while poverty measured by consumption is an integral component of a multi-dimensional poverty concept, more attention should be directed to other aspects of poverty, such as access to public services, that are not directly measured through households surveys based on consumption.

WFP Country Programme Links with UNDAF

37. Preparation of the WFP Country Programme (CP) occurred in parallel with the preparation of the second United Nations Development Assistance Framework (UNDAF) for the same period, 2002 – 2006. UNDAF in turn was based primarily on the aforementioned PARPA and a Common Country Assessment. The most important aspects of the close connection between the UNDAP and the WFP CP include the following:

- The CP incorporates (not least by its geographic targeting) the two overriding priorities

agreed upon for the UNDAF, i.e. girls' education and HIV/AIDS;

- Partnerships with other UN agencies are foreseen not only in the advocacy area, but also in operational activities, particularly the HIV/AIDS area;
- Over 25% of all UN resources is targeted to contribute to the GoM multi-sectoral response to the fight against HIV/AIDS, the number one UN priority;
- All CP activities fall within the three UNDAF Strategic Objectives SO 1: *Fulfilment of the Right to Personal Security* (HIV/AIDS, Disaster Management); SO 2: *Fulfilment of the Right to Knowledge and a Long and Healthy Life* (Education, Health and well-being); and SO 3: *Fulfilment of the Right to Sustainable Livelihoods* (Rural Development and Agriculture).

38. WFP remains active in the implementation of the UNDAF, i.e. by chairing the joint UN committee on disaster management. The Basic Activities in the WFP CP, the School Feeding and the CSN projects in particular, are important integral parts of the UN response under the relevant UNDAF Strategic Objectives.

National Food Security Policy

39. The National Food Security Strategy was approved by the GoM in December 1998. The major objective of the strategy is to ensure food availability through increases of production, diversification of subsistence crops, expansion and diversification of income generating opportunities through agricultural and non-agricultural activities, and better knowledge of food production and conservation technologies.

40. The National Disaster Management Policy was formulated in 1999 and led to the establishment of the National Institute for Disaster Management (INGC) for policy development and monitoring. The policy establishes a legal and institutional framework leading to the adoption and implementation of the Disaster Management Action Plan for Mozambique, a framework emphasising prevention, mitigation and response. The policy envisages the creation of an effective system of integrated development and disaster management at national, provincial and district levels and the active involvement of communities. The consensus of both GoM and donors is that priority should be given to rehabilitation, economic recovery and development in order to provide personal security at household level and contribute to the reduction of community vulnerability.

41. The strategies perceived by the GoM aim to promote:

- Economic growth as the essential strategy for sustainable poverty reduction and creation of food security;
- Agricultural development to increase food availability;
- Rural development as a way to increase rural incomes and provide access to food.

42. The PARPA identifies the following fundamental strategic objectives regarding the contribution of Agriculture and Rural Development to poverty reduction: i) increased production and productivity capacity in agriculture, animal keeping and forestry, especially in the family sector, in keeping with the sustainable management of natural resources (in other words, greater and better use of land, credit and farm inputs); ii) guaranteeing rights of access to land and reducing the bureaucracy associated with land registration; iii) promoting marketing of agricultural and animal products, and facilitating the transport of agricultural and animal surpluses and access to markets; and iv) reducing household vulnerability and food insecurity. A necessary condition for improving the performance of the Ministry of Agriculture & Rural Development (MADER) is the development of existing institutional mechanisms.

Main ongoing programmes in the food security field

43. The main instrument of MADER to implement the aforementioned policies is the agricultural sector public expenditure programme (PROAGRI) supported by most major donors. The budget for the first phase, PROAGRI I, is around US$ 200 million, and a basket financing mechanism allows donors and government to pool their funding. The first phase has three immediate objectives: i) to transform MADER into a modern institution for public sector interventions in support of the agricultural sector; ii) to increase agricultural production and productivity in order to improve income and food security for rural households; and iii) to protect, conserve, develop and ensure public access to natural resources on a sustainable basis. These objectives are addressed through eight thematic components: institutional development; research; extension; support for crop production; livestock; forestry and wildlife management; land management; and irrigation. A second phase, PROAGRI II, is currently under preparation and expected to commence by 2005.

44. The EU Commission, one of the largest donors in Mozambique, does not regard food aid as an appropriate instrument to create long-term food security, but rather as an instrument for emergency and humanitarian interventions linking relief, rehabilitation and development and as an element of safety net strategies for particularly vulnerable sections of the population[8]. The European Commission is currently granting annually around €15 million for food security programmes, partly through PROAGRI's Food Security Budget Line. These programmes aim to achieve sustainable food security at national and household levels and to reduce poverty, focusing on strengthening and reforming key state institutions to improve the state's role in the food security sector, with a particular emphasis on decentralisation. They also include strengthening civil society organisations and developing the private sector while addressing food security constraints in a decentralised fashion.

Education

45. The education system in Mozambique comprises five years of lower primary education (EP1, grades 1-5), two years of upper primary (EP2, grades 6-7), five years of general secondary education (ESG, grades 8-12), as well as technical/vocational training provided in different types of institutions and at various levels, and university education. The lower and upper levels of primary education (grades 1-7) are considered as the basic education to which every child is entitled. The Ministry of Education (MINED) has directorates in each of the ten provinces and at district level.

46. The impressive progress in expanding education facilities after independence was interrupted by war in the 1980s, and then resumed after the 1992 peace agreement. The number of primary schools grew from 3,380 in 1992 to over 7,000 in 2000. Enrolment in these schools grew from 1.2 million to 2.27 million over the same period to reach a Gross Enrolment Rate (GER) of 90.6%. However, this expansion has been at the expense of educational quality which has remained poor with high drop out rates, particularly for girls. Education is a priority external aid sector for the GoM, and all major donors interested in education contribute to an Education Sector Support Programme (ESSP) co-ordinated by MINED.

47. Mozambique is a large country with low population density, and the existing school network is insufficient to provide education within easy reach of every child. So many children depend on boarding facilities for their schooling, particularly at upper primary and secondary levels. The need for boarding facilities far outstrips available supply, and many boarding schools are badly overcrowded. Boarding schools are costly institutions, in particular food for the boarders. The WFP support for these schools since 1978 has thus been instrumental in their very existence.

[8] There is a wide range of views on the use of food aid for development operations in the donor community, as discussed further in para. 101 below, and the EU Commission is not necessarily representative.

HIV/AIDS

48. The HIV/AIDS pandemic is one of the greatest threats to development in Mozambique. It has devastating effects on health and education services, reduces productivity and human capital and poses a continuing threat to the country's Gross Domestic Product (GDP). It is estimated that in 2002 some 1.36 million people were living with HIV/AIDS in Mozambique, around 60% of them women, making Mozambique the seventh most infected country in the world. There were 484,000 maternal orphans under 15 of whom 298,000 (62%) had lost their mothers due to AIDS. The number of AIDS-related deaths in 2003 was estimated at about 95,000 of which 14,000 were children below 15 years of age; perhaps 500 people are being newly infected every day. The main transmission modes in Mozambique are unprotected heterosexual intercourse, transmission from mother to child, and infection through blood transfusion or use of infected instruments.

49. The HIV-prevalence rate rose dramatically after the peace agreement in 1992, from 3.3% in 1992 to 12.2% in 2001, mainly due to increased population mobility and migration from neighbouring countries with higher HIV-prevalence, primarily South Africa. The highest prevalence rates are found in the central provinces (Sofala, Manica, Tete and Zambézia, 16.5% on average), while the southern provinces (Maputo city and province, Gaza and Inhambane) are rapidly approaching this rate with an average of 13.2%. The Northern provinces (Nampula, Niassa and Cabo Delgado) have a lower average prevalence rate of 5.7%.

50. It is projected that the total HIV-prevalence in adults (16-49 years) will increase further and eventually stabilise at a national average of about 16% in 2010. By that time, it is expected that the number of maternal orphans in Mozambique will have increased to about 1.1 million, about 90% of whom will have lost their mothers due to AIDS. This places massive demands on the county's social welfare services.

51. The national response to HIV/AIDS began in 1988 with the creation of the National AIDS Control Programme within the Ministry of Health (MISAU). At that time, actions focused mainly on health-related aspects of the pandemic and had limited financial and political support. In 1999, the GoM in broad consultation with UN agencies, NGOs and a variety of other stakeholders launched the National AIDS Strategic Plan (PSAS) 2000-2002 to reduce HIV transmission through promotion of safe sex practices and other measures and to reduce the impact of the disease on those infected, orphans and their families. In 2000, GoM established the National AIDS Council (CNCS) to provide political leadership and support for implementation of the PSAS and with a mandate to co-ordinate a multi-sectoral response to HIV/AIDS at central and provincial levels, reporting directly to the Prime Minister.

Key findings

- Although the country scores well on many macro-economic indicators, poverty remains deep in Mozambique
- The GoM has a comprehensive policy framework in place, the PARPA, to address poverty
- Food insecurity is a serious problem in parts of the country, exacerbated by recent natural disasters and drought
- HIV/AIDS is a huge and growing issue, affecting future generations
- The UNDAF builds on the PARPA, and EDP priorities are well integrated with UNDAF strategic objectives

2.2 WFP INTERVENTIONS IN MOZAMBIQUE

2.2.1 Portfolio of intervention and its evolution since 1997

52. WFP introduced country programming in 1994 in order to introduce more strategic planning and continuity to its more long term activities at country level. The first Country Programme (CP) in Mozambique covered the 1998 – 2001 period; a Country Programme agreement was signed in November 1998. It provided for WFP assistance of about US$ 63 million (including direct and indirect costs) for four Basic Activities (projects) and three support activities, which provided 129,310MT of food for about 1.2 million beneficiaries. The CP set aside 32% of its resources for EMOP and 68% for Development operations. It had the following overriding objectives:

a) To contribute to the capacity of targeted food-insecure communities to carry out development activities which reduce their vulnerability;
b) To respond to national disaster emergency food requirements.

53. The Basic Activities were the following:

- Infrastructure support and rehabilitation. The strategic focus of this project was to support vulnerable communities where lack of access to economic and social infrastructure contributed to food insecurity, and its immediate objective was to construct or rehabilitate needed infrastructure through food for work (FFW). It included the Food Fund (FF) for the construction of feeder roads and micro-development projects to be initiated in food insecure communities, specifically aiming to increase women's role in local rehabilitation management of local storage, water and sanitation facilities;
- Health and education. This project supplied needed food to students at boarding schools, vulnerable groups such as malnourished children, expectant mothers and HIV/AIDS patients. Using the Food Fund it would also support the health sector in WFP targeted food insecure communities, for example hygiene training for HIV/AIDS patient and family home care;
- Disaster policy, management and preparedness activities. This project aimed to support the GoM in developing and institutionalising national disaster monitoring and early warning mechanisms. At provincial and local levels the project used food as an incentive for training to empower local communities to control food management and contingency planning;
- Emergency operations. This support responded to immediate disaster-related food requirements;
- Supplementary activities. The CP included supporting activities related to gender targeting and capacity-building, vulnerability analysis and mapping (VAM), and support to the GoM food security committee promotion and co-ordination activities.

54. An assessment of the 1998-2001 CP found that its overall objectives were relevant to GoM priorities and consistent with the WFP EDP. The Basic Activities were considered to be well integrated with relevant GoM programmes at district and provincial level and based on an appropriate participatory approach. Parts of the Basic Activities relating to infrastructure and health/education were found to be largely EDP compatible. Although these projects were approved prior to the WFP EDP, they were regarded as rating high on many of its criteria. However, there were some resources (health/supplementary and therapeutic feeding) and geographic areas (not of chronic food insecurity) that were considered to be inconsistent with EDP and VAM priorities.

55. Preparation of the 2002-2006 CP built directly on these experiences within the broad framework of the PARPA as well as the UNDAF. It introduced the following changes:

- The public works projects, and in particular the construction of secondary roads, was closed down as they were not considered EDP compatible, lacked community involvement, and in practice constituted budget support to provincial road authorities;
- The school feeding project was modified to include day schools and take home rations for girls and orphans in order to raise their school enrolment;
- Better targeting of vulnerable districts and groups was introduced, using the VAM methodology; within the School Feeding project this meant targeting EP2/EPC day schools. In the case of the FDF and CSN projects particularly vulnerable districts were selected;
- The CSN project was designed and launched in response to the rapidly evolving HIV/AIDS crisis;
- Instead of communities vulnerable households and individuals would be targeted increasingly, which applied particularly to the CSN project.

56. The 2002-2006 Country Programme for Mozambique was approved by the WFP EB in October 2001. It provided for WFP assistance of US$ 39.8 million equivalent to about 109,000 MT of food commodities (or about 21,800 MT per year) and estimated to reach 351,500 beneficiaries per year. Its overall objective was said to be "*to strengthen the capability of hungry poor households, especially women and children, to take charge of their own development and withstand external economic shocks, drought and floods, and at the same time to address gender imbalances and HIV/AIDS*"[9]. It would contribute to the following major outcomes set for the UNDAF:

- Progress towards the fulfilment of the right to knowledge and improved learning capacity through increased enrolment and attendance, particularly for girls and orphans;
- Progress towards the fulfilment of the right to personal security through the increased capacity of communities to prevent and mitigate the negative effects of disasters, including HIV/AIDS.

57. In the pursuit of these objectives the 2002-2006 CP included the following portfolio of Basic Activities:

- School feeding project which started in the 1970s with support to boarding schools but now modified to include day schools, as mentioned above;
- Food Development Fund, a modified version of the Food Fund launched in 1998, in turn based on food for assets projects started in 1994;
- Community Safety Net Facility, initiated in the CP but based on experiences from so-called micro-projects also started in the 1990s;
- In addition, there would be two supplementary activities to be launched if additional resources become available: i) expansion of the school feeding activity; and ii) a community school construction programme.

58. The Development operations within the CP constitute a relatively small part of the total volume of WFP operations in Mozambique. The country is prone to floods, cyclones and drought. It was hit by a devastating flood in 2000 with long lasting effects, in the subsequent years there were droughts in different parts of the country. Various emergency operations (EMOP) have therefore been ongoing throughout the previous CP and continuing during the present CP, and they account for much more than Development operations in terms of food commodities moved and beneficiaries reached, as is evident from Table 6 below. The total quantity of food to be provided by WFP in 2004, some 100,000 MT including local purchases, represents about one-fifth of the structural food deficit for 2003/2004 or 12-13% of necessary food imports (Table 5 above).

[9] WFP Country Programme, Mozambique (2002-2006). WFP/EB.3/2001/8/2, page 5.

Table 6: WFP Operations in Mozambique 2002 - 2004

	MT of Food			No. of Beneficiaries		
Year	**EMOP**	**Dev.Op.**	**Total**	**EMOP**	**Dev. Op.**	**Total**
2002	20,328	16,048	36,376	247,130	139,541	386,671
2003	87,801	17,337	105,138	623,860	194,599	818,459
2004 (plan)	69,975	30,400	100,375	672,000	249,000	921,000

59. The present EMOP will run from July 2003 through December 2004 and be succeeded by a Protracted Relief and Recovery Operation (PRRO) to be approved by the WFP EB in October 2004 and last for three years. There will be a close relationship between CP and PRRO activities, such that interventions under each programme can benefit from achievements obtained, lessons learned, and partnerships established through interventions under other programmes. There will thus be one seamless set of programming areas to which all operations, regardless of whether they are under the CP or PRRO, will contribute. From a programmatic and practical perspective, the differences between Development operations and PRRO will be negligible, a point to which this report shall later return.

60. One characteristic of the CP is that it consists of a large number of small project activities, some 605 in all, distributed between the three Basic Activities as follows as of May 2004 (these numbers change continuously):

- School Feeding – 351 schools (of which 199 boarding schools);
- Food for Development Fund – 193 food for assets projects;
- Community Safety Net Facility – 61 orphanages, NGOs or health centres.

61. These project activities are spread all over the country with an emphasis on the food and AIDS vulnerable areas in the centre and the south (see map in Annex 3). Supplying all of them with food commodities is clearly a major logistical operation.

2.2.2 Key issues of CP and Outline of on-going interventions

62. In pursuing the objectives outlined in the previous Section, the CP will focus on three key areas: increased investment in education, with a particular emphasis on girls and orphans; the creation, maintenance and rehabilitation of sustainable assets to reduce disaster vulnerability; and support to the provision of basic needs to severely HIV/AIDS affected households and marginalized groups. Guiding principles for implementation are:

- Community involvement and empowerment;
- Gender mainstreaming and the participation of women in the decision-making process;
- HIV/AIDS awareness in all activities;
- Disaster awareness and management;
- Advocacy on hunger;
- Partnerships with GoM and relevant development agencies;
- Human capacity building.

63. In community involvement and empowerment, WFP will focus particularly on women, building their skills to enable them to participate meaningfully and mandating a 50% participation of women on WFP committees for food management and other activities. Gender issues are to be mainstreamed in all activities, more than 60% of all beneficiaries of the CP are to be girls or women.

Table 7: Basic Activities in the 2002-2006 Country Programme

Activity	Food commodities, (MT)	Distribution, (%)	Beneficiaries (No.)	Of which female (%)
School feeding	53,500	49	567,500	43
Food Dev. Fund	35,400	33	1,000,000	65
Community Safety Net Facility	20,000	18	190,000	65
Total basic activities	108,900	100	1,757,500	52
Suppl. activity: expansion of school feeding	20,000		90,000	
Suppl. activity: school construction	24,210		144,000	
Total CP	**153,110**		**1,991,500**	

64. The targeting of WFP activities is based on a chronic vulnerability assessment which includes factors such as food insecurity, proneness to disasters, poverty, health, the percentage of girls in the school population, and HIV/AIDS prevalence. WFP continues to focus its activities in the southern and central regions with the highest chronic food insecurity and the highest HIV/AIDS prevalence. However, the activity component that specifically promotes the common UN goal of fostering girls' education targets the Northern provinces which have the worst gender imbalance in education. In the 2002-2006 CP the Basic Activities mentioned above were foreseen as shown in Table 7 above.

2.2.3 CP coherence with EDP

65. There has been a gradual process of adaptation to EDP principles in WFP operations in Mozambique. The 1998-2001 CP was already partly based on EDP principles, although it was launched prior to the policy. The same strategic focus continued into the 2002-2006 CP which was based on experiences gained during the 1998-2001 CP with additional adjustments made to increase EDP coherence. Some of these adjustments have been mentioned in the foregoing and include:

- Better targeting of vulnerable groups, females (women and girls) and orphans in particular, and chronically food insecure areas (districts);
- Discontinuation of activities not considered EDP compatible, such as feeder road construction and therapeutic feeding;
- More emphasis on participation by beneficiaries in the identification of activities, particularly in the FDF project;
- Introduction of a new, stand-alone project to address the burgeoning HIV/AIDS crisis;
- Broadening of the school feeding project in order to better capture school attendance by girls and orphans;
- Added emphasis on partnerships, particularly in the CSN project;
- Introduction in the CP of LFA as a basis for Results Based Management.

66. The 2002-2006 CP addressed the following three of the five areas of focus in the EDP:

- Enable poor households to invest in human capital through education and training;
- Make it possible for poor families to gain and preserve assets;
- Mitigate the effects of natural disasters in areas vulnerable to recurring crisis of this kind.

67. The first EDP focal area (*special nutritional needs for young children and expectant mothers*) was considered less relevant in the light of the priorities selected for Basic Activities and also because of some negative experiences during the 1998-2001 CP in the health sector. Besides, it was believed that this focal area in part would be addressed by the CSN project. The fifth EDP focal area (*enable households in degraded natural resource environments shift to more sustainable livelihoods*) was partly being addressed by the FDF project but was not seen as a high priority in Mozambique.

Key findings

- There has been an evolution of the WFP Country Programmes in Mozambique, making them gradually more compatible with EDP principles
- The current Country Programme builds logically on experiences gained from projects initiated in the 1990s
- The WFP CP responds well to national priorities in Mozambique, as defined by the GoM in its current policies and linked through the UNDAF
- In particular, the CP provides an appropriate response to the growing HIV/AIDS crisis by launching the CSN project
- The CP is seen by the mission as fully EDP compatible

3 MAIN FINDINGS

3.1 HOW RELEVANT IS THE CP IN TERMS OF THE EVOLVING CONTEXT OF POVERTY REDUCTION AND FOOD SECURITY?

3.1.1 Relevance to the country/local policies and context

National Policies

68. As set out in the previous chapter, the overriding policy framework for poverty eradication is the PARPA and EDP activities are being carried out as contributions to the objectives of this Plan. The following PARPA components are particularly relevant to the Basic Activities in the WFP CP:

Table 8: Assessment of Consistency between the PARPA and the EDP

PARPA Component	PARPA Objective	WFP Basic Activity	Degree of Relevance and Contribution to PARPA Objective of WFP Basic Activities
Access to education opportunities	– Ensure that children have access to basic education of acceptable quality – Ensure access to school for girls and their permanent attendance	– School Feeding	– Relevance: strong – Contribution: strong nationally and locally
Increased productivity in agriculture	– Increase productivity of small farmers	– Food Development Fund	– Relevance: medium – Contribution: weak overall, strong locally
Rural development	– Promote a culture of associations and rural communication	– Food Development Fund	– Relevance: medium – Contribution: weak overall, strong locally
Improved access to clean water	– Ensure access to clean water, especially for the rural population	– Food Development Fund	– Relevance: medium – Contribution: weak
HIV/AIDS	– Prevent HIV infection – Assist people living with HIV/AIDS – Reduce the impact of HIV/AIDS	– Community Safety Net Facility	– Relevance: strong – Contribution: weak on national level, strong in selected locations

69. The mission's assessment presented in Table 8 above suggests that the School Feeding project makes important contributions to PARPA objectives and is highly relevant nationally and locally, the FDF and CSN projects make modest overall contributions but can be important locally, and the CSN project is seen as highly relevant. This reasoning will be further developed below.

Relevance to international context

70. The Millennium Development Goals (MDGs) form the international backdrop against which the UNDAF and the WFP Country Programme were prepared for the 2002-2006 period. The EDP relates to the MDGs as follows:

- MDG # 1: *Eradicate extreme poverty and hunger*: The EDP is relevant and makes a strong contribution in the Mozambican context, primarily by targeting chronically food insecure districts;
- MDG # 2: *Achieve universal primary education*. Also here the EDP is highly relevant and makes a strong contribution in Mozambique through its support to school feeding;

- MDG 3 #: *Promote gender equality and empower women*. With its strong focus on women and girls, the EDP is highly relevant and makes an important contribution;
- MDG # 4: *Reduce child mortality* and MDG # 5: *Improve maternal health*. By targeting orphans and vulnerable children and, in some cases, lactating and expectant mothers EDP is relevant and makes a contribution, albeit a modest one;
- MDG # 6: *Combat HIV/AIDS, malaria and other disease*. In respect of HIV/AIDS, the EDP is highly relevant although its contribution to addressing this huge and growing problem is still small (although foreseen to grow);
- MDG # 7: *Ensure environmental sustainability*. The EDP can hardly be said to be relevant to this goal, and since no environmental impact studies have been carried out little can be said. On the other hand, the mission did notice some environmental damage caused by WFP Development operations (Box 2 below);
- MDG # 8: *Develop a global partnership for development*: This goal is not relevant in this context.

Complementarity and integration EMOP/PRRO

71. Two successive regional one-year Emergency Operations (EMOP) started in July 2002, due to a regional humanitarian crisis triggered by drought and compounded by the effects of HIV/AIDS. The Mozambican part of this operation provided food mainly through Food for Work (FFW) schemes in the area of agriculture and community infrastructure, but increasingly also through supplementary feeding for children under five and pregnant or lactating mothers, as well as through take-home rations to school children in the geographic areas identified as hotspots through an overlay of vulnerability factors, such as food insecurity, malnutrition and HIV/AIDS.

72. During these operations it became apparent that the vulnerability of the poorest segments of the population had increased to such an extent that even a normalisation of climatic conditions and adequate harvests in March/April 2004 would not suffice to allow a return to previous livelihoods. A regional Protracted Relief and Recovery Operation (PRRO) was therefore designed, covering the same countries as the previous EMOP (except Zimbabwe) and focusing mainly on HIV/AIDS. A decision on this PRRO is expected by the WFP EB in October 2004.

73. The CO concluded that there must be a close relationship between CP and PRRO activities, such that interventions under one category can benefit from achievements obtained, lessons learned, and partnerships established under the other and vice versa. WFP will therefore in Mozambique focus on one set of programming areas to which all operations contribute, and this set consists of the three Basic Activities in the CP.

74. In these three areas CP activities will continue to pursue development objectives, thus targeting according to development indicators and chronic vulnerability, while EMOP activities will have more short-term objectives (targeting according to acute vulnerability and food insecurity) and PRRO interventions will build a bridge between the two by including both relief and recovery operations. Within the three programming areas WFP will thus pursue a range of objectives and include both short-term and long-term activities.

75. The mission was able to see how this works in practice, and comments in that regard are made below in this report. Clearly all three categories – EMOP, PRRO and Development operations – are closely interwoven in the current operations. This brings some obvious advantages and also some problems. One problem is that distinctions between the categories become lost to all but WFP itself, which makes it difficult to explain to local government officials or implementing partners what criteria are being applied to a particular project. In fact, although EMOP and CP use partially similar mechanisms for e.g. implementation, there are important

differences between them (selection criteria, time frame, geographic focus) which WFP needs to uphold in order to account to donors for specific funding windows. But the mission visited some EMOP activities which compared very favourably with the supposedly more carefully planned development operations, in the field projects under different categories often look very similar. The point to make here is that there is close complementarity and integration between development operations and EMOP/PRRO to their mutual benefit.

Complementarities and synergies with other donors' interventions

76. The School Feeding project is an important component of the education sector support programme to which all major donors active in the education sector contribute, and which is co-ordinated by MINED with support from the World Bank. The project therefore fits well into an established context where there is potential for synergies with other donors and their interventions. Project impact would benefit from partnership with bilateral donors able to provide the modest non-food inputs required to supplement the WFP food input and enhance its impact. So far there are few examples of such partnerships, but some were said to be under way (impact study on THR for girls, environment, school gardens, technical assistance in agriculture).

77. It appears that the WFP CO has been more attuned to collaborating with agencies in the UN family than with bilateral donors, as explained further in Section 3.2.1 below. There is a recent partnership framework agreement between WFP and UNICEF to enable joint approaches to supporting women and children, primarily in the contexts of the School Feeding and the Community Safety Net projects. A partnership with FAO for support to school gardens is under discussion.

78. There were few other instances noted by the mission of obvious synergies with programmes of major donors.

VAM and the Relevance of Targeting of CP

79. There is a Vulnerability Assessment Committee (VAC) which has representatives of all concerned GoM ministries and stakeholders, and which signs off on all major decisions involving targeting of food aid. It developed its modus operandi in the late 1990s and is supported by the Technical Secretariat for Food Security and Nutrition (SETSAN) which is housed within the agricultural research institute of MADER. WFP played an important role in its creation. The mandate of VAC is not only to look at food insecurity but also to analyse other types of vulnerability. The main strength of the VAC is that it is owned in the real sense by the GoM, that there consequently is only one published assessment of the current food insecurity situation, and that the GoM, donors and NGOs all share its conclusions.

80. WFP provides a standard analytical framework for vulnerability assessment and mapping (VAM) that Country Offices apply flexibly according to local priorities and capabilities. Together with SETSAN the Mozambique CO has developed a matrix of indicators of different vulnerability dimensions to which weights are applied, and this matrix formed the basis for targeting in the 2002-2006 CP. A succession of spatial, vulnerability-related parameters, such as precipitation or HIV/AIDS prevalence, is applied to arrive at conclusions on the vulnerability of districts. The weakness is that the methodology is still under development and that it is not quite possible to apply its findings in practical operations. Data availability is not entirely satisfactory, since it does not go below district level.

81. This is especially true for the assessment of the chronic food insecurity situation. As opposed to the assessment of the acute food security situation, chronically food insecure areas may exist as pockets within generally food secure districts, and the methodology does not readily allow these areas to be identified. Another drawback is the low frequency of field assessments.

The latest survey was carried out in 2000 and the follow-up has been postponed by VAC several times due to the need to monitor the acute situation after the series of natural disasters in recent years. It has finally been decided to realise a survey on chronic food insecurity in the second half of 2004.

82. The WFP VAM unit participates in the annual joint FAO/WFP Crop and Food Supply Assessment Missions (CFSAM), which are accompanied by the main relevant GoM agencies and donors.

83. A community and household survey was carried out in the end of 2003, extending over two provinces, six districts and 30 villages, including around 600 households, of which half were benefiting from WFP activities. The survey is part of a regional system for monitoring and evaluation. Its purposes are to measure impact of WFP interventions in the short and the long term, to provide inputs for decision-making, and to improve the understanding of the relationship between food security and other factors such as HIV/AIDS and demography. The CO regularly carries out this kind of survey as part of its work with VAM.

84. The conclusion is that the vulnerability assessment is evolving, and that an important achievement has been made in terms of institutionalising and co-ordinating the activities. The basis for the selection for WFP Development operations is still insufficient as regards identification of the most vulnerable within districts due to lingering problems of data availability. But despite its shortcomings, the VAM methodology does provide a reasonable basis for targeting development operations, considering data availability and other conditions obtaining in the country.

Key Findings

- EDP contributes to the GoM PARPA in important ways, although only through the School Feeding project on national level, the other two contribute mostly at local level
- There is close integration between EMOP/PRRO and Development operations, the CO endeavours to work with one set of programming areas to which all operations contribute
- There were few instances of synergies with other major donors
- VAM methodology is well institutionalised in the GoM, has data shortcomings below district level, but does provide a satisfactory basis for targeting

3.2 WHAT ARE THE MECHANISMS, MEANS AND TOOLS INTRODUCED/STRENGTHENED AT THE COUNTRY LEVEL TO FACILITATE EDP/CP IMPLEMENTATION?

3.2.1 Progress (and changes) in partnership

85. WFP's Enabling Development Policy states at the outset that "*food aid has its own niche and distinctive role … not as a "stand alone" resource, but in combination with other measures*". This assumes collaboration with other agencies able to support and complement the support provided by WFP. The EDP therefore emphasizes the importance of WFP working in partnership with other institutions in the implementation of CP projects.

86. The evaluation of the 1998-2001 CP found that there had been "*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 NGOs appears 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*". In making this comment the evaluation seemed to be mostly referring to what in that CP was known as the Food Fund, in

the 2002-2006 CP reformulated and renamed the Food for Development Fund.

87. As mentioned in para. 77, the CO has concluded a partnership framework agreement with UNICEF for work in Mozambique. The objective of the agreement is to reduce the vulnerability and mitigate the impact of periodic climatic disasters and of the combination of food insecurity and HIV/AIDS on the most at-risk populations, in particular women and children. The agreement emphasizes joint vulnerability assessment and analysis, joint programming and joint geographic targeting. It lists nine areas for intensified operational partnerships in 2004, all of which relate to the School Feeding and the Community Safety Net projects. The mission heard references to collaboration with UNICEF during its field visits but received no comprehensive assessment of this partnership, presumably because it is yet too new.

88. In the WFP/UNICEF partnership agreement there is a reference to a forthcoming WFP/FAO partnership on school gardens to be launched in 36 pilot schools in three provinces. It is also mentioned that "an environmental component" has been launched to introduce fuel efficient stoves at WFP assisted schools. The mission saw no evidence of this component in the field, although it did note the needs for action in the area of energy consumption in school kitchens (Box 2 below).

89. WFP has concluded "operational contracts" with GoM line ministries for implementation of the three Basic Activities in the 2002-2006 CP:

- Ministry of Education (MINED) for the School Feeding project;
- Ministry of Agriculture & Rural Development (MADER) for the Food for Development Fund;
- Ministry for Women & Co-ordination of Social Affairs (MMCAS) for the Community Safety Net Facility.

90. As set out above, there is also a close de facto partnership for vulnerability analysis and targeting, where WFP works in collaboration with other GoM agencies and donors under the auspices of the VAC and the SETSAN.

91. The partnership with MINED for the School Feeding project dates back to the 1970s, when the project started. Well functioning routines have now been developed for the delivery and management of the food commodities which are delivered to the schools mostly by trucks chartered by WFP. A workshop is organized by WFP once per year in each province to train and update school principals and storekeepers in the management and handling of the food. The WFP support for school feeding is an integral part of the education sector support programme (ESSP).

92. This arrangement from the WFP perspective has one major strength and one major weakness. The strength, of course, is that this long-standing WFP support fits well into a larger context, where there is debate and scrutiny of major government policies applying to the sector and where common oversight is exercised by a community of donors[10]. But the weakness is that it is difficult for WFP to argue that non-food support should be directed under the ESSP at the schools it supports, since it is MINED that decides on sector priorities in consultation with the donors, since there are many other unmet needs in the sector, and since MINED usually will have other priorities than giving more support to schools already receiving WFP food aid.

93. The end result is that many schools receiving food from WFP suffer from shortages of basic requirements which would seem to reduce the quality and the impact of the WFP support. For example, the mission visited a boarding school in XaiXai district which has received food support since the early 1980s but where girls were sleeping in dilapidated dormitories with leaking roofs. Many similar examples can be cited, MINED admitted to the mission that conditions in

[10] This common oversight did not prevent a major corruption scandal in early 2004 affecting Swedish support to the education sector.

some boarding schools are "inhuman" (lack of basic furniture and bedding, pupils forced to collect firewood etc.). As argued in Section 3.2.1 below, WFP needs to develop partnerships with other donors able to supply such inputs, but there are practical difficulties in doing so and WFP has not been very successful in addressing them. It would not be very costly to satisfy requirements such as those mentioned in the case of the school in XaiXai, but in the short to medium term it is unlikely to happen unless WFP is able to forge partnerships with bilateral donors. There is now Danish support in Zambézia province supplementing the WFP food input to schools, but no other similar cases were reported to the mission. The CO said that it was working intensively on this matter, a priority in its 2004 work plan.

94. For implementation of the Food for Development Fund WFP is dependent on its partnership with MADER. Only in rare cases has it been possible to establish partnerships with NGOs, such as the participation of World Vision as an implementing partner (IP) in a dam-cum-irrigation project in Cabora Bassa District and involvement of local NGOs in the creation of the farmers' associations in Gaza province for which assets were created with the help of WFP food aid. For most of the project activities visited by the mission the outcome seemed to rely heavily on the quality of the partnership with MADER. In many instances this was positive: a water pump had been delivered (said to be financed under PROAGRI), improved seeds and sometimes fertilizer had been supplied, the local agricultural extension agent seemed to have a good relationship with the farmers involved. In other cases MADER had been unable to provide any farm inputs and its local agent did not seem to be in close contact with the farmers/beneficiaries. Some of the assets built with support from the project appeared unlikely to last long. Also in the case of this project the outcome of the WFP support would benefit from a partnership with a bilateral donor, or an NGO, able to supplement the inputs provided by MADER. The problem is that few major donors or NGOs are active in agriculture and rural development in the food deficit districts targeted by the FDF, since most have opted to channel their support to the agriculture sector through PROAGRI, a situation similar to that in education.

95. The Community Safety Net Facility relies on a large number of implementing partners (IPs) operating on behalf of WFP under the formal tutelage of MMCAS. At the end of 2003 there were about 60 IPs active in the project, mostly NGOs and CBOs. Working with volunteers, who also receive WFP food rations, the IPs identify the beneficiaries, deliver food to them, cater for them in various ways, and monitor their progress. The rapidly increasing number of IPs is a consequence of the spread of HIV/AIDS and the growth of the CSN project which is set to continue. As further explained below under Section 3.3.3, the capacity of MMCAS to evaluate and supervise the IPs may well become a bottleneck for the envisaged expansion of the project, and it is very much in WFP's interest to develop partnerships with donors able to provide the requisite institutional support to MMCAS. The CO did not have a partnership strategy as such, nor did it have a comprehensive list of all existing partnerships established within the EDP framework.

96. The principal finding with regard to partnerships is therefore consistent with that of the evaluation of the 1998-2001 CP cited above, namely that there is a need for the CO to proactively seek to involve other partners than GoM agencies and local NGOs, principally donors able to provide non-food support to complement WFP food aid. In the absence of such complementary support there is the risk that the WFP intervention will not go far beyond its immediate, short term objective of providing food to vulnerable groups and hence not contribute as much as it could to more long term development. In other words, without supplementary non-food inputs, the potential of the EDP will often not be realized.

97. It is true that establishing partnerships with bilaterals is problematic since, as mentioned, most of their support is channelled through sector support programmes where the destination of their funds is not earmarked. Few of the bilaterals have any significant "loose money" to allocate at the discretion of local missions, and their support to WFP is generally decided at headquarters

level. Nevertheless, possibilities of partnerships exist if WFP carefully targets priority sectors of donors with the full agreement of the GoM. These circumstances are hardly unique to Mozambique, the trend toward so-called sector-wide approaches (SWAps) is evident in many if not most aid recipient countries. Devising a strategy to address this problem goes beyond the Mozambique CO and merits the attention of WFP at corporate level.

Key findings

- WFP has established partnerships with other UN agencies, particularly with UNICEF and FAO under the UNDAF
- Operational contracts with ministries relevant for CP implementation have been established but the CP projects are not always treated as the most prioritised by the ministries
- There are problems to establish partnerships with bilateral donors and major NGOs, e.g. the emphasis in Mozambique on programme aid and the absence of potential partners in the food deficit districts targeted by WFP
- Still, more should be done to try to develop partnerships with other donors able to provide the non-food inputs to development projects that would substantially enhance their impact, e.g. by targeting bilateral donors' priority sectors in agreement with the GoM
- WFP should at corporate level address the problems of forging partnerships with donors in the general context of SWAps

3.2.2 Stakeholders' participation and ownership

98. Stakeholders can be grouped in four categories with regard to their involvement in WFP development operations in Mozambique:

- The GoM and its agencies at national, provincial and district levels;
- The donors that as contributors to WFP directly or indirectly support its activities;
- The NGOs that collaborate with WFP as IPs;
- The beneficiaries.

99. Generally, the participation and ownership of GoM must be termed strong. There is, of course, the possibility of an interviewer bias at work here, as the mission is likely to have been (wrongly) seen to be representing WFP. It should also be recalled that Mozambique is a heavily aid dependent country[11], all external aid is needed and welcome. Nevertheless, the GoM representatives the mission met consistently expressed strong support for WFP and its work, and it was the mission's impression that GoM views WFP as a trusted and reliable partner. On the whole, GoM line ministries expressed a sense of ownership of the WFP projects, certainly MINED did in the case of the School Feeding project and MADER testified to ownership with regard to the FDF project. The sense of ownership was seen to be somewhat weaker in the case of MMCAS and the CSN project, probably because this ministry is weak and not quite equal to the task of participating as actively in project implementation as would be required (Section 3.3.3 below). The strong ownership by the GoM of the vulnerability assessment and mapping mechanism under VAC, SETSAN and MADER is clearly an asset for WFP in Mozambique, as already explained under Section 3.1.1.

100. District administrators also expressed a sense of ownership. The food development fund committee they chair, where decisions are taken on project proposals submitted by rural communities through the *postos administrativos*, the lowest level of government administration, gives them an additional instrument to work with and probably enhances their influence.

[11] Mozambique receives ODA per capita equivalent to US$ 51.3, considerably above the average for Sub-Saharan Africa of US$ 20.6. *Source: UNDP Human Development Report 2003.*

However, at this level, the distinction between WFP emergency and development projects ceases to make sense, since they are seen as food aid projects only (some distinctions on this issue were stressed in para. 75 above). As the administrator of Massingir district told the mission, "*the difference between emergency and development projects is only theoretical*".

101. Views expressed to the mission by members of the donor community highlighted the existence of an on-going controversy on the use of food aid for development interventions. What the mission heard covers a wide range of points of view: some were very knowledgeable and supportive of WFP Development operations, others were highly sceptical or even critical, while the majority appeared to be in the middle of the argument and without any clearly articulated opinion. Those being positive, notably USAID, commended WFP for "innovative" use of food aid, while those negative, mainly the EU and DFID, felt that use of food aid for purposes of development was inefficient and contributed to market distortions. However, even they did not oppose the use of food aid for emergencies, and DFID is currently supporting the EMOP in Mozambique.

102. It was striking how little was known of the WFP activities among the bilateral donors. It was reported that the WFP participation in the regular consultation meetings between GoM and the donors active in different sectors (notably education) had not been very influential or active. These meetings provide an important forum for policy dialogue between donors and the GoM, and not being active there is an opportunity missed. But there are also other reasons for WFP being somewhat anonymous in the donor community, one that, as mentioned, support to WFP is decided by the bilaterals at headquarters level, another the poor demonstration of results by WFP, as discussed in the following section.

103. The NGOs contacted by the mission were equally positive about WFP and the EDP. Also here there may be an element of interviewer bias, the WFP projects provide NGOs active as IPs in e.g. the CSN project with an added sense of *raison d'être*. Nevertheless, there was no doubting the strong commitment of these NGOs, the project activities they were involved in were in the true sense their own work supported by WFP. In fact, there were probably cases where this sense of ownership was going too far in the absence of effective supervision by MMCAS (Section 3.3.3 below).

104. Many of the project activities visited by the mission, particularly in the context of the FDF project, seemed to result from initiatives taken at community level by groups of farmers, often loosely affiliated in an association, who had suffered crop failure as a result of drought and were being exposed to famine. Sometimes a local NGO had been on hand to help mould the first idea into a project, but mostly this was not the case and the project concept evolved in dialogue between these farmers and local government representatives, often the agricultural extension agent. The high concentration of projects in the areas of seed multiplication and water/irrigation (Section 3.3.2 below) certainly suggests some influence from official agricultural and food security policies. Beneficiaries usually talked about the project activity as "ours", even on those occasions where it was possible to interview them in private and without others listening in. Here too, despite some interviewer bias talks with beneficiaries revealed a genuine sense of ownership.

105. In the School Feeding project and the CSN project, the level of ownership and participation appeared lower than in the FDF project, but that is unsurprising given the nature of those two projects. The mission did see a case of a parents' committee having carried out the physical work of expanding the premises of one school as well as an EMOP project where a community with the support of an expatriate NGO had built a school. There were reported to be many cases of schools receiving WFP food aid, where the Parents' & Teachers' Association (PTA) had played an active role in not only building but also managing the school and supervising food distribution, as indeed WFP rules mandate that they should. In the CSN project community action plans will be created with support from UNICEF, but this is inevitably a slow process that is only just beginning. The mission learned of some negative experiences in Tete

province, where teachers complained that parents have been looking at the WFP School Feeding activities from a rent seeking perspective rather than as a contribution for their children and demanded compensation for every effort carried out for the schools, such as fetching water or collecting firewood.

106. In conclusion, the sense of ownership and participation in the WFP development operations of major stakeholders seemed reasonably strong. Most importantly, at the level of the beneficiaries themselves it seemed particularly robust in the FDF project. GoM agencies certainly expressed a strong sense of ownership. Collaboration and the involvement of the *Conselhos da Escola* appeared to be less strong in the schools visited although the coverage was too limited to consider this an overall tendency.

Key findings

- Particularly at MINED but also overall, the sense of ownership by GoM seemed strong
- Very encouraging are the expression of ownership of FDF at local government level
- The controversy surrounding the use of food aid in development operations was apparent within the donor community in Maputo
- On the other hand, donors did not appear well informed about WFP activities
- Collaboration with and involvement of beneficiaries appeared stronger in the FDF than in the SFP and is only just starting in the CSN

3.2.3 Progress (and changes) in demonstrating results

107. Before reviewing in Sections 3.3.2 – 3.3.4 the main results of the three Basic Activities it is necessary to examine the situation regarding demonstration of results on WFP projects in Mozambique.

108. The first point to make is that WFP reports on outputs and outcomes are not very user friendly. The simple question "how much food was distributed in year XXX and to how many?" does not appear to have an easy answer. The mission received Standardised Project Reports (SPRs) for the 2002 and 2003 calendar years on the Basic Activities in the CP. But to get a correct total picture of WFP operations in Mozambique EMOP would have to be added. SPRs on EMOP give data by activity which do not necessarily coincide with the calendar year. So to obtain the full picture of all operations in a given year, it is necessary to piece together reports on the CP with several EMOP activity reports, an exercise not readily undertaken by a non-specialist. Strangely, the CO does not seem to issue a consolidated annual report with basic data on its activities, conceivably one of the reasons for donors not being well informed about WFP activities[12].

109. Then there is the quality of the information provided. The Phase 1 report states on page 42 that "… since 2003 some COs (e.g. Bolivia, Mozambique, Mali) have started to include on a pilot basis the level of outcomes achieved on yearly basis in the Standardised Project Reports (SPRs)". But the mission found the information on project outcomes in the 2002 and 2003 SPRs to be meagre and incomplete, it was not fully comparable between the two years, and there was confusion between outputs and outcomes as the same information was reported under both headings.

110. Baseline studies or other pre-project data collections are not systematically carried out, although an Education Survey was carried out in 2001 for the School Feeding project and

[12] Apparently, this problem has been recognized at WFP corporate level, the mission was advised that the entire system of reporting requirements is under review.

updated in 2003. There was some information prepared for the mission on the impact of the SF project, but no comprehensive evaluation study of this long-lasting project was made available to the mission. No information on impact of the other two Basic Activities was provided, although they are yet so new that it would be premature to expect any comprehensive evaluations (for a further discussion of the impact of the three Basic Activities, see Sections 3.3.2 – 3.3.4 below). For the CSN project the CO plans to engage a consultant to review the impact of food aid on those affected and infected by HIV/AIDS. In the case of the FDF project the need to develop indicators of outcomes and of the quality of the work carried in by each activity is recognized by the CO, and such indicators will be developed. Food for work projects have been ongoing in Mozambique since the early 1990s, mostly under EMOP. MADER has been tasked by the Council of Ministers to commission an impact evaluation of food aid, including food for work, school feeding and other projects, later in the year, the study will be carried out jointly with WFP. But on the whole, demonstration of CP project results had weaknesses.

111. This had been recognized, and a consultant financed by GTZ was assigned in 2002 to build a database on project outcomes. He worked for a year, but in the event a set of unfortunate circumstances led to the total loss of his work. The system he had developed was never institutionalised nor transferred to relevant staff, and in the confusion related to the frequent rotation of CO staff, it appears that the software developed by the consultant was lost.

112. However, an interesting experiment is under way with the ARGOS satellite-based electronic reporting system from schools receiving WFP support. School principals report on attendance rates and other indicators through a transmitter that via satellite transfers data to MINED. The system is being tried on a pilot basis in 12 schools and is foreseen to expand to 152 schools.

113. In October 2003 the WFP Executive Board took a decision to introduce Results Based Management (RBM) throughout the organisation. A workshop on this subject was held at the CO in February 2004, the intention is to introduce RBM later in the year, and an officer has been given this assignment. This will entail the design and implementation of a system for collection of data on outcomes, an exercise that initially is likely to be quite time consuming for the CO staff involved. The expectation is that a first report under RBM can be submitted in early 2005 on outcomes achieved during 2004.

114. There is room for improvement in demonstrating the results of WFP development operations in Mozambique, indeed of the entire WFP operation, and the already initiated RBM exercise could be the instrument to bring about the necessary improvements in this regard.

Key findings

- The system for narrative as well as financial reports is still in development and there is ample room for improvement in demonstration the results of development operations in Mozambique
- The annual SPRs do not provide useful information on outcomes
- Baseline studies are not systematically carried out
- The Results Based Management system, currently under introduction in the entire WFP, is being set up in the CO and gives hope of improvements

3.2.4 Gender mainstreaming

115. The 2002-2006 CP introduced a set of policy principles aiming to ensure that its operations are gender sensitive, for example:

- Women should constitute at least 50% of those involved in the decision-making process on food distribution;
- Gender issues are to be mainstreamed in all activities;
- At least 60% of beneficiaries of the CP should be women or girls;
- Where the participant in FFW is a man, his household is encouraged to send a woman, wife or other female family member, to collect the food (since women are considered more reliable as distributors of the food within the household);
- In anti-retroviral programmes, at least 50% of patients should be women;
- Implementing partners are required to be gender sensitive, and WFP seeks to identify partners that provide community participation and leadership training to women.

116. The 2002-2006 CP also introduced a number of specific activities designed to be of particular benefit to women and girls:

- The School Feeding project introduced support to day schools as a means to reach more girls and provided take home rations to reduce their drop-out rate. WFP also works closely with MINED to ensure that half of all primary school students to whom WFP provides food assistance are girls. At beneficiary school level, the WFP support is implemented by two *Conselho da Escola* (PTA) representatives, one of whom has to be a woman;
- In the FDF project pre-delivery wards have been constructed to enable rural women give birth within the reach of a health service. There are also said to be attempts at introducing improved stoves and firewood plantations to reduce the workload of women, but the mission did not see any evidence of this;
- The CSN project benefits largely women through prevention of mother-to-child transmission of HIV/AIDS, through home based care since a majority of victims are women, and through supplementary feeding activities of women (and children).

117. In the field it would appear that sometimes the shoe was on the other foot regarding gender mainstreaming. The mission visited FDF project activities where almost all, perhaps 90%, of the beneficiaries who had gathered for the occasion were women, while the men were reported to have died in the war or to be working in South Africa or in Maputo. Here it did not seem to be any problem to enlist the participation of women in committees deciding on the distribution of food aid. At the same time, most of the local government officials the mission talked to were men, and at that level men still seem to be making most decisions (obviously a matter beyond the control of WFP).

118. The mission saw a slim guide called "Integrating Gender Issues into More Targeted Food Aid Interventions" developed on the basis of information received from WFP HQ. The guide includes a fact sheet on gender, questions and answers on gender, an advocacy checklist when talking to communities, and a checklist for integrating gender issues into FFW projects. The guide appears to target WFP field staff. It is doubtless useful to have such a tool for purposes of information and staff training, but it could possibly have been a little more elaborate and specific.

119. The CO is obviously very gender sensitive with the Country Representative and 20 of her professional staff of 31 being women. On the whole, gender mainstreaming is well attended to in WFP operations in Mozambique.

Key findings

- The EDP gender policy includes targets in terms of gender as well as specific interventions
- The 2002 – 2006 CP introduced several new gender relevant policy principles and activities
- Women are generally well represented on project committees
- The CO is very gender sensitive and gender mainstreaming is well attended to

3.2.5 HIV/AIDS mainstreaming

120. The CP also stipulates that a guiding principle for the implementation of the Basic Activities is "*HIV/AIDS awareness in all activities*". In its interviews with beneficiaries the mission therefore inquired about HIV/AIDS awareness. In the CSN project this was obviously not a problem, all involved were actively focused on this area. FDF project beneficiaries usually replied that they were familiar with the issue; almost all said that they knew about HIV/AIDS. When asked how they had acquired this knowledge most replied that they had heard about it from "government representatives" or from an NGO conducting a campaign on the subject. The WFP monitors have received training in HIV/AIDS awareness and arranged an initial awareness session at each FDF project site, either by themselves or using a professional informant. In the School Feeding project all key informants contacted were well aware of HIV/AIDS and seemed to have acquired this knowledge through MINED as a consequence of prompting by WFP. HIV/AIDS should also be covered as part of the curriculum, there are many NGOs and some UN-supported programmes active in this area, so there are multiple possible information sources.

121. The School Feeding project document does not provide much guidance on methods for raising awareness on HIV/AIDS, other than mentioning orphans as a priority target group. The FDF project document mentions "HIV/AIDS education" as a possible benefit and goes on to say that "*food-for-training activities will focus primarily on women and girls in order to empower and equip them with basic vocational skills and raise their awareness on HIV/AIDS, nutrition and hygiene*", but the document does not specify how this is to be done. In the case of these two projects there did not seem to be any guidance built into the project design on how the HIV/AIDS mainstreaming would be brought about, and the mission did not see any examples of this happening in the field.

122. The CSN project is a major step forward toward addressing the HIV/AIDS problem by WFP in Mozambique, but it remains a stand-alone project. While some steps have been taken in the School Feeding project, more could conceivably be done within the FDF project even though the project document gives no guidance. There would appear to be room for more specific guidance from WFP HQ on how HIV/AIDS should be mainstreamed in projects, not always an easy issue to deal with for field missions. The mission was advised that the preparatory process for the new PRRO has yielded more insights on HIV/AIDS mainstreaming, e.g. regarding new activities, targeting, and adjustments of ongoing activities. The CO has a dedicated professional officer responsible for promoting issues related to HIV/AIDS and is highly conscious of this area.

Key findings

- HIV/AIDS mainstreaming is, on the whole, well covered by all Basic Activities
- Incorporating the complexity of **HIV/AIDS-related** problems in **CP** field activities is problematic and an area where more specific guidance from WFP HQ seems to be required

3.2.6 Resourcing

123. Implementation of the Country Programme depends on resourcing not only of the Basic Activities but also of the Country Office. This is discussed below.

124. The Country Programme. The situation as of May 2004 with regard to resources for the Country Programme during the period 2001 – 2004 is summarized in the table below.

Table 9: Accumulated use of budgeted commodity resources

	MT	Per cent
Gross requirements, as per approved CP	101,940	100
Total resourced of gross requirements	49,449	49
Total received of resourced commodities	44,830	91

Source: WFP CO

125. As shown by the table, less than half (49%) of gross requirements had been received from donors. The biggest contributors to the CP were by far Germany (17,003 MT of mostly maize) and the USA (17,203 MT of mostly rice). Shortage of resources was constraining the expansion of the FDF and the CSN projects.

126. The ongoing EMOP was better resourced with 103,390 MT equivalent to 74% of gross requirements, of which more than half (54, 647 MT) was contributed by the USA.

127. WFP has a policy of purchasing as much food as possible in country, provided that the food is available in sufficient quantities and of acceptable quality (and that cash resources are on hand). This is also the expressed wish of the GoM. The problem in Mozambique is, as mentioned, that food surpluses exist in the Northern provinces, while the food deficit areas are in the centre and in the south. Because of the vast distances and weak traffic and trade infrastructure, it is frequently cheaper for WFP to purchase food in South Africa to supply the deficit areas in southern Mozambique, while the centre of the country can be partly supplied from purchases in the north. There are also frequent quality problems (humidity and impurities) with food purchased locally. Despite these constraints, WFP has managed the following local purchases of gradually increasing quantities (mostly maize):

- 2002 – 15,000 MT;
- 2003 – 16,000 MT;
- 2004 (as of May) – 6,838 MT.

128. The WFP Country Office. The EDP is a very ambitious policy in terms of both the high standards it sets regarding e.g. targeting the most vulnerable, participation and partnerships. The policy is also demanding in terms of professional staff resources in the CO. It is therefore of interest to explore what staff resources have been made available to the CO in support of implementation of the EDP.

129. As of May 2004 the CO had a total staff of 199, all categories included. This number was expected to be reduced in July with some reassignments and closure of one Country Sub-Office (CSO) due to the foreseen termination the EMOP. The staff is distributed as follows:

Table 10: CO Staff Categories

Category	CO/Maputo	Sub-Offices	Total
International staff	21	4	25
National prof. staff	6	-	6
National general staff	53	115	168
Total	80	119	199

Source: WFP CO

130. There are six CSOs in the provinces of Maputo/Gaza, Inhambane, Sofala, Tete, Zambézia and Nampula, usually in the provincial capitals. The Mozambique CO also has some regional duties affecting staff requirements, since transhipments to Swaziland and Zimbabwe are done through the port of Maputo, to Zimbabwe, Zambia and Malawi through the port of Beira, and to

Malawi through the port of Nacala.

131. The staff are funded as shown in Table 11:

Table 11: Funding of CO Staff

Category	PSA	CP	EMOP	Ext. fund.	Total
International staff	1	3	13	8	25
National prof. staff	1	1	4	0	6
National gen. staff	3	26	139	0	168
Total	5	30	164	8	199

Source: WFP CO

132. The Programme Support and Administrative Budget (PSA) includes the Country Director and a cash contribution to the CO budget of US$ 200,000. The 25 international staff include four UN Volunteers and four Junior Professional Officers (JPOs) funded externally and for the most part assigned by donors to specific CP activities. However, the personnel requirements of the Development operations under the CP go far beyond the 38 (30+8) staff members, or 19% of the total CO, shown in the table. In practice, most staff work with both EMOP and CP projects regardless of the funding source, for many staff work assignments mesh and it is not meaningful to distinguish between types of projects. One obvious example is the logistical operation, food is transported on the same trucks contracted through the same tenders, regardless of whether the projects are EMOP or Development operations, and the same Programme Officers will work with projects under both categories; this is also apparent from the job descriptions of the CO professional staff. Since Development operations include a large number of small activities, each of which may involve only a few hundred beneficiaries or less, they are much more labour intensive for CO staff than the EMOP projects, in terms of work input per MT moved or beneficiary reached. It may thus be concluded that EMOP effectively subsidizes the Development operations within the CP.

133. This would seem to have the following advantages for CO management:

- It gives flexibility to the staff resources at the CO, which on short notice can be redeployed in response to new humanitarian emergencies caused by the weather or other factors;
- It allows staff to work with both categories of projects and thus gain broader experience than if they were only focused on one type of projects;
- More importantly, it creates a work environment in which approaches and experiences from the Development operations may be put to use in the EMOP/PRRO projects and vice versa, causing mutual learning and, hopefully, better projects as a result.

134. On the negative side there may be the risk that someone, e.g. an external donor or an auditor, criticizes the deployment of staff for other than the primarily intended purposes, i.e. staff financed under EMOP but working on Development operations. To date this was not reported to have happened.

Key findings

- To date the CP is not fully resourced
- At the CO staff resources supplied under EMOP effectively subsidize development operations
- This creates useful flexibility allowing the CO to quickly redeploy staff in response to emergencies
- It also contributes to mutual learning between projects in different categories

3.3 THE MAIN RESULTS OF THE EDP AT THE LOCAL/COUNTRY LEVEL

3.3.1 Basic Activity 1: School Feeding

Background

135. The School Feeding programme addresses EDP Focal Area Two "Enabling poor households to invest in human capital through education and training" as well as Strategic Objective 2 of the UNDAF "To promote the fulfilment of the right to knowledge and to long and healthy lives". It is an integral component of the GoM Education Sector Strategic Plan. It has four components: one that has existed since 1977 and three that were introduced under the 2002-2006 CP. The planned WFP contributions to the components are shown in Table 12.

136. The School Feeding and Take Home Rations (THR) component is covered by two agreements for the period January 2002 – December 2006. The second, supplementary agreement resulted from additional funding under the Global Food for Education Initiative (GFEI) that enabled more pupils to be covered by the EP2/C school meal and the orphan THR (the Supplementary Activity foreseen in the CP).

137. Given the longstanding relationship between MINED and WFP the routines for management of the programme are well developed. MINED is responsible for import clearance, while WFP is in charge of logistics and transport of food from the port to central warehouses and on to provincial depots. From there, MINED ensures transport to the schools. Recipient schools together with PTAs are responsible for local storage, distribution and preparation of the food.

Beneficiaries

Table 12: School Feeding Funds and Planned Beneficiaries

	Document Act 1	Document Act 4	Total	Per year
Funds, US$				
WFP	22,544,710	16,110,678	38,655,380	7.73m
Government	4,950,000	3,800,000	8,750,000	1.75m
Total	27,494,710	19,910,678	47,405,388	**9.48m**
Beneficiaries per year, no.				
Boarders*	38,000 + 1,000 +1,000 = 40,000	0	**40,000**	**40,000**
EP2/EPC day*	30,000 + 500 + 1,000 = 31,500	23,000 + 500+1,000 = 24,500	53,000+1,000+2,000	**56,000**
Semi boarders	5,000	0		**5,000**
THR girls	10,000	0		**10,000**
THR orphans	2,000	18,000		**20,000**
Total Beneficiaries				**126,000**
Average annual cost per beneficiary, US$ **				**75**

* boarders + cooks + teachers
**According to the calculations based on the ration offered provided by WFP's CO, the annual cost per beneficiary for the single activities are as follows: Day School Feeding: 29.45 US$; THR for girls and orphans: 53.06 US$; and Boarding School Feeding: 83.09 US$.
Source: WFP project activity documents CP 10097.0 Act 1, and CP 10097.0 Supplementary Act 4

138. Public education boarding facilities. This programme has been running for more than two decades. Over time the number of beneficiary institutions has fallen from some 500 to a little under 200, because the expansion of the school system provided the second primary level, independently (EP2 with grades 6 and 7) or as part of "complete primary schools (EPC grade 1-7), and reduced the need for boarding facilities at this level, although a few still persist[13]. The boarding establishments are:

- General secondary (ESG1) and pre-university schools (ESG2);

[13] For example, in 1998 there were 16 EP1 for every EP2 school. By 2003 this had fallen to 8.5 EP1 to every EP2.

- Elementary and basic (equivalent to ESG1) technical schools and middle level Technical Institutes (commercial, industrial and agricultural);
- Teacher training colleges CFFP (roughly equivalent to ESG1), and middle level Teacher Training Institutes.

139. The main objective of this school feeding component is improved access to education, i.e. to enable pupils who complete their primary education in areas with no post-primary facilities to pursue their studies elsewhere. While a substantial number of boarders fall into the poor/vulnerable category, not all do and this is not necessarily the prime justification for the assistance. Boarding assistance should, in the view of the mission, be considered a form of budget support that enables the country to build up the human capital assets that are essential for its future development – by providing both access for bright students with no educational facility close at hand and also the minimum nourishment to promote the learning process. In 2003 the programme supported some 40,000 pupils and staff in 199 schools. Box 1 illustrates two similar success stories from the WFP support to boarding schools.

Box 1: Two Pupils from WFP-supported Boarding Schools
Auzenda was born in Moamba district in 1979. When she was only one year old, her parents were killed in the war and she was left to her fate. A hospital in Maputo took care of her until 1981, when she was transferred to an orphanage in Beira and joined other children in the same situation. At the age of six she started primary school and, after an interruption of two years due to lack of free places, she completed fifth grade. She then received a scholarship as an orphan and was accepted in the secondary school in Dondo which had WFP-supported boarding facilities. She graduated in 2003 and is now studying at a teacher training college, specialising in physics and biology.
Cássima was born in Gorongosa in 1977. When she was eight years old, her parents were abducted and disappeared. She was brought to the Beira orphanage by the local authorities, received a scholarship in her capacity as an orphan and also joined the boarding school in Dondo. She completed tenth grade in 1999 and graduated from teacher training college in 2003. At present she has a job as a teacher in a primary school in Muanza.

140. Primary Day School Feeding (EP2 and EPC). WFP provides food for a main meal in schools with the second level of primary education (EP2 – grades 6-7) and complete (grades 1-7) primary schools. The component has the dual purpose of providing an incentive that encourages more families to seek the complete primary cycle for their children and thereby reduce the strong tendency to drop out after EP1, and relieving short-term hunger to improve the pupils' academic performance and again reduce drop out. The component also supports "semi-boarders", pupils who live far away and arrange fragile lodgings in the vicinity of the school. A complementary de-worming programme is being prepared and is expected to begin in Sofala in August 2004. In 2003 the programme benefited about 125,000 pupils, semi-boarders and staff in 152[14] schools in all of the country's 10 provinces (excluding the capital city).

141. Take Home Rations (THR) for girls and orphans started in late 2002. It enables girls and orphans with a school attendance rate of at least 90% to have a twice yearly take-home ration that is handed to the mother, each ration consisting of 50 kg of cereals and 5 litres of vegetable oil. The girl's THR component is concentrated to grades 4-7 in four northern – and predominantly muslim – provinces where girls' school attendance is below the national average. After detailed preparatory work the first distribution took place in EP2 schools in Zambézia at the end of 2002 with 2,800 beneficiaries. In 2003 it was extended to Cabo Delgado and Zambézia (where it included also grades 4 and 5). Expansion to Niassa is planned for 2004. The first pilot programme for THR for orphans started in Tete, with the first distribution to 2,500 beneficiaries in June 2003.

[14] 16% of the total of 950 schools.

Targeting and Selection

142. Although the programme document states that the school feeding component will take place in provinces with the "*highest levels of food insecurity and educational need*" identified through the VAM exercise, the long-standing support for boarders covers all boarding schools throughout the country.

143. In order to facilitate logistics and also to reduce stigma and envy to a minimum the THR components function in the schools that also benefit from the day school feeding programme. The selection criteria are thus a combination of food insecurity/malnutrition, identified through the VAM process, plus either:

a) a low attendance by girls (Niassa, Cabo Delgado, Nampula and Zambézia provinces), where distribution began in Zambezia in November 2002; or
b) a high incidence of AIDS and thus a stronger probability of an above-average number of orphans[15] (Inhambane, Sofala, Manica, Tete and Zambézia provinces). A pilot programme began in June 2003 with 2,500 beneficiaries. Subsequent expansion to the other provinces should reach a total of 24,000 beneficiaries.

144. The local education authorities (District Directorates of Education, DDEds) select the beneficiary districts/schools in consultation with local leaders and send their proposals to the Provincial Directorates of Education, who in turn forward them to the central MINED. After a joint study by the ministry and WFP in the light of available resources, the provinces and districts are informed of the final selection.

145. The selection process for the day feeding schools observes the following criteria:

- The schools must be in a rural, food insecure area and/or one with relatively larger educational need (lower enrolment rates, higher dropout rates) and a relatively low attendance by girls;
- Schools must have a large catchment area to avoid pupils switching from a non-beneficiary school to a beneficiary one;
- There must be an active PTA willing and able to oversee the process, build a kitchen area and store, identify parents to work in the kitchen and guard the store (in exchange for a take-home ration), inspect and supervise management of the store, and provide the necessary water and firewood;
- If necessary, parents must build extra classrooms, so that the school only operates with two shifts, and the provincial education authorities must ensure sufficient teachers.

146. In addition, the school director has to oversee management of the process, appoint a manager of the store, and co-ordinate with the provincial authorities to ensure sufficient teachers so that there is a maximum of 60 pupils per teacher. Elected mothers work with community leaders to identify girls and orphans eligible for the Take Home Rations (THR) and monitor their attendance.

147. Training. Before the programme starts there is a four-day seminar attended by DDEd, the local WFP monitor, the PTA and local leaders on how the programme should function and the responsibilities of each stakeholder. MINED and WFP have produced an excellent manual on topics to be covered in the seminar, such as nutrition, hygiene, generation of alternative income. The programme also includes a short training course for the selected cooks. At the end of the course a contract is signed by the PTA members (one of which should be a woman), the school director, community leaders and the WFP monitor.

[15] Using the local definition of an orphan as being a child who has lost either a father or a mother, not only both.

Output

148. In the case of school feeding these are two sides of the same coin: the output is the number of meals and the cooking facilities provided, and the beneficiaries are the pupils, staff and workers who consume the meals. According to the project document, over the life of the CP it should result in the following outputs:

- Three meals a day for 38,000 boarding students;
- One meal a day for 53,000 pupils in primary day schools;
- Two meals a day for 5,000 primary semi-boarders;
- De-worming tablets for 50.000 pupils in the assisted schools;
- Two THR a year for 10,000 girls students at the assisted primary schools;
- Two THR a year for 20,000 orphans at the assisted primary schools.

149. Over the two-year period 2002-3 the main beneficiaries have been:

- Some 40,000 boarding students a year in almost 200 institutions receiving three meals a day, as well as teachers and workers in these institutions;
- The number of day pupils receiving a meal rose from 58,000 in 61 EP2/C schools in 2002 to almost 122,000 students in 2003;
- Some 8,400 girls in areas with low female enrolment and 11,300 orphans receive THR twice a year.

150. Table 13 summarises data on school feeding from WFP reports on 2002 and 2003.

Table 13: Beneficiaries according to WFP Standardised Project Reports, 2002 and 2003[(a)]

	Meal Beneficiaries (boarders and day schools)			Take Home Rations			Overall Total Beneficiaries
	M	F	Total	Girls	Orphans	Total	
2002 1	41,000	32,000	73,000	1,164		1,164	
2002 Supp	14,820	11,180	26,000				
2002 Total	55,820	43,180	**99,000**	1,164		**1,164**	**100,164**
2003 1	85,330	52,416	137,746	6,000	4,760	10,760	
2003 Total	85,330	52,416	**137,746**	6,000	4,760	**10,760**	**148,506**

Source: SPRs 2002 and 2003.
(a)After the conclusion of the mission, the project has undergone a budget revision and the new figures provided by the CO are as follows: Boarding students: 38,000; Primary day students: 92,000; Semi-boarders at primary schools: 10,000; Girls THRs: 18,000; Orphans THRs: 24,000.

151. The aggregate target of 96,000 boarding and day school beneficiaries was exceeded in 2002, and even more so in 2003 when there were over 140,000 beneficiaries. The figures in the reports are not disaggregated by boarding and day schools. Neither of the THR targets has been reached yet, with 8,400 for girls (annual target 10,000) and 11,360 for orphans (annual target 20,000) in 2003.

152. Overall, in 2003 there were a total of 161,000 beneficiaries, including pupils as well as others such as school staff etc., plus upwards of 106,000 indirect beneficiaries from the THR[16].

[16] Based on five people per household.

Outcomes and Impact

153. The project documents list a number of quantitative indicators for measuring achievement of the expected outcomes in the assisted schools over the five years of the CP. The indicators (see following page) reflect the key objectives of getting more pupils to attend EP2 and complete this course, improving their academic performance, and reducing their tendency to drop out.

1	Enrolment in EP2	+15% over 5 years
2	Dropout rate in EP2	- 5% a year
3	Girls dropout rate	- 10% over 5 years
4	Promotion rate	+ 5% a year
5	Repetition rate	- 10% a year
6	Girls enrolment at assisted schools	+ 20% a year
7	Enrolment of AIDS orphans increased	+ 20% a year
8	Stable average attendance rate	80%

154. MINED has an excellent longstanding school survey and statistical system that includes, among others:

a) An annual survey at the beginning of the school year covering schools, grade, sex, classes, teachers and also includes indicators such as Gross and Net Enrolment Rate and Admission Rate;
b) An end-of year performance survey that identifies performance and dropout figures and rates.

155. The existing system should be able to provide the necessary data for monitoring the "before and after" effect in the "WFP schools" and how their performance compares with non-WFP schools. Given that the CP has now been running for over two years there is an urgent need to discuss with the MINED planning/statistical department, how a "subsystem" for monitoring the effects of the WFP programme can be accommodated in the existing MINED system, including the extraction and organisation of relevant baseline data from the 2001 Education Survey[17]. No coherent set of data on the impact of this large project was made available to the mission.

156. It is necessary to distinguish between the old component of the project, food to boarding schools, from the components that were added in 2002, food to day schools and THR for girls and orphans. It is certain that the boarding school component over the years has achieved a very substantial impact, as illustrated by Box 1. After independence in the 1970s boarding schools were the only secondary schools available, they functioned in no small measure thanks to WFP support, and their contribution to human capital building in Mozambique has been very substantial. But it is strange that WFP seems unable to demonstrate what that impact has been since no comprehensive evaluation of this long-standing project appears to have been carried out; at least none was made available to the mission despite requests. On the other hand, the components that were added in 2002 cannot yet be expected to have been evaluated, although the MINED statistical system should be able to provide data on the indicators mentioned above.

157. Some preliminary data seem to demonstrate that WFP schools have higher enrolment rates than other schools. As shown in Table 1 in Annex 4, the rate of enrolment increase is higher in "WFP Schools" than in others, although the table also shows that the pattern is far from consistent and negative in e.g. the province of Manica. More work is required to identify all the

[17] The WFP "Standardised School Feeding Survey" containing data on 2001 and 2002 in various countries benefiting from WFP school feeding programmes is very "user unfriendly", and contains indicator measurements not used in MINED's existing statistical system. The purpose of the survey is to enable WFP corporate reporting on school feeding related indicators. A system that that can be easily grafted on to the existing Mozambican school monitoring system would be more important than the establishment of a demanding parallel system for purposes of inter-country comparisons.

contributing factors and to examine more in detail grades 5, 6 and 7, dropout rates and other indicators. There is a need to treat the data with caution, for example, some experts told the mission that the existence of female teachers is a more important factor to explain girls' school attendance than food rations. Anecdotal evidence from Maputo province and Zambézia indicates almost 100% attendance in the day schools with meals, and that enrolment rose in some selected Zambézia schools even during the preparatory phase, before the meal service had even started. Plans are in hand to improve the collaboration with MINED regarding monitoring of the school feeding project in 2004.

Unintended effects

158. The substantial rise in the provision of school meals has resulted in an increased demand for firewood, the main cooking fuel. As many of the beneficiary schools are relatively close to settlements that are already making heavy demands on trees, the school feeding project could hasten deforestation in these areas (Box 2 below). To address this issue pilot projects have been initiated in Manica and Sofala provinces to cook with locally improved stoves. The mission also learned that USAID is taking an interest in this issue, and that there might be a possibility for a partnership with WFP on improved energy use in WFP-assisted school kitchens.

159. There is anecdotal evidence that in the north where pupils have a daily meal and girls receive a THR there has been a decline in sexual harassment by teachers. The main reasons seem to be that a pupil who has eaten is less likely to be enticed by offers of food, and that the teacher's ability to grant or deny a school place is weakened by the families' strong vested interest in the girl attending school. This may be coupled with the existence of a dynamic PTA often created around the food effort and the enhanced interest of many community leaders in the schools receiving WFP support, which can also strengthen oversight of other aspects of school life, including the behaviour of its teachers.

160. When the beneficiary schools are not selected with the appropriate care and observation of the selection criteria, the whole purpose of the exercise can be defeated. For example, one beneficiary school had received an additional 400 pupils after it started providing a daily meal – but it was then found that another school in the vicinity had 400 fewer pupils. This will, of course, distort the statistics on attendance at beneficiary schools.

161. The many years of (boarding) school feeding assistance in Mozambique has produced a degree of dependence that precludes identifying ways for the schools themselves or GoM finding alternative solutions. However, the problem is starting to be addressed through the introduction of more organized food production activities in schools that have the appropriate resources i.e. agricultural colleges.

Box 2: The Firewood Problem in Schools

The Manhiça Primary Teacher Training Institute was supported by Japan and opened in 1999. It has excellent boarding and teaching facilities and is well maintained. It has 635 students, 430 of whom are boarders receiving three meals a day. The staff and also some of the external students also eat in the centre, where some 3,000 meals are prepared per day.

The kitchen is spacious and well laid out, with stainless steel surfaces, except for the cooking area which is essentially a waist level bricked hearth for cooking with firewood. According to school staff, it was badly designed since: a) it consumes too much wood; and b) its height impedes mixing and stirring the contents of large cooking pots. It consumes about two lorry loads of wood per week.

The Institute is now preparing to build a makeshift traditional outdoor stove covered with zinc sheeting in one of the main courtyards, using basically the same firewood technology as households in the villages. The advantage is that it will reportedly consume less wood than at present. Ironically, the location of this particular institute means that it has relatively easy access to the country's capital, Maputo, and thus to sources of bottled gas for cooking. It would be interesting to perform a cost-benefit analysis on the efficiency of the two energy alternatives.

3.3.2 Basic Activity 2: The Food for Development Fund

Background

162. The 1998 – 2001 Country Programme introduced a Food Fund, designed to target the most vulnerable population in the most food insecure areas. There was a participatory approach with vulnerable communities themselves identifying food for assets projects, with the district administration as decision-maker and local NGOs as implementation partners. The objectives were to enhance food security in the communities and to bring about improved awareness with respect to vulnerability, nutrition, child mortality, and at the same time to contribute to rehabilitating infrastructure and building decentralised administrative capacity in the districts concerned to address multidimensional problems.

163. The project was launched in 1999 but disrupted due to the severe floods in 2000 and 2001 when all WFP resources were required for EMOP. Nevertheless, food for assets activities were carried out in 24 districts in the six southern and central provinces and in the cities of Tete, Maputo and Beira, mainly related to rehabilitation of social and economic infrastructure. The support has been characterised as budget support to resource-poor districts able to invest in social and economic infrastructure through employing temporarily or chronically food insecure people. The project was used to rehabilitate access roads which were not selected nor much used by the communities involved. The outcome was mixed, due to reallocated resources and diverted attention. A problem was the poor interest shown by NGOs to volunteer for partnership, few NGOs were active in the food deficit districts selected.

164. Experiences from the Food Fund influenced the design of the new Food for Development Fund. The objective of the FDF project was narrowed to "*enable communities in chronically food insecure districts to create sustainable assets that will render them less vulnerable to natural disasters*"[18]. This changed objective points at focus on e.g. drought resistant crops and improved water supply. The geographical coverage was also scaled down.

Targeting and beneficiaries

165. In 1999, a working group preceding the VAC ranked all Mozambican districts according to their chronic vulnerability, as determined by a number of factors that were then weighted. This ranking formed the basis for WFP's and the GoM's joint selection of the 12 districts where the FDF would work throughout the CP duration 2002 – 2006. The current VAM methodology does not have data beyond district level, and some districts are large and may contain serious pockets of famine even though the district average may not indicate this to be the case. This shortcoming in the methodology is addressed by the self-targeting feature of the project, as proposals from communities considering themselves exposed to famine will be assessed at district level on their merits.

166. According to the 2002-2006 Country Programme, the original annual target for the FDF project was to constantly engage 8,000 participants in FFW or FFT activities. It is further assumed that participating households are benefiting for a two month period on average. Considering that each family is assumed to have five members this would correspond to 40,000 beneficiaries at any given time of the year or a total annual coverage of 200,000 beneficiaries or one million over the CP period of five years.

167. In each selected district, a Food for Development Fund Committee is established with the task to define eligible communities with chronic disaster vulnerability and food insecurity, and to evaluate and decide on project proposals received through the *postos administrativos*, the lowest administrative level in Mozambique, from these communities. Project activities are generally identified by the communities themselves, often in dialogue with local government representatives e.g. the local agricultural extension agent. The mission's general impression is that

[18] Activity CP 10097.0 ACT 2, Food for Development Fund, WFP Mozambique, 2001

the district committees, relying on the local knowledge of community leaders, have been able to target vulnerable communities reasonably well and make rational decisions regarding the viability of proposed project activities.

168. The mission came across a few instances of so-called rotation, i.e. that all households in a community or village rotate to participate in project activities and thus take turn receiving food on a rotational basis. Rotation is practiced where communities feel that more people should receive food than are targeted by the activity. Rotation ensures that all needy households receive at least some food assistance, albeit only partial rations. It seemed to strengthen solidarity and support for the project in the community. WFP field monitors did not object to the practice, and the mission does not believe that it significantly detracted from intended project objectives.

Main outputs

169. The work plans for 2002 and 2003 target a constant output[19] of 8,000 participants or 40,000 beneficiaries. As shown in Table 14, the number of participants over the two years, according to SPRs for 2002 and 2003, is close to 13,000 and the number of beneficiaries around 64,000, but then some beneficiaries have been involved in several cycles of activities. The amount of food distributed corresponds to the daily ration[20] for ten and seven months during 2002 and 2003, respectively. The reduction in effective project activity time in 2003 would explain why only two-thirds of the planned food distribution was realised in that year.

Table 14: Planned and realised Food for Work/Training (FFA/T) project activities, 2002 and 2003

	2002		2003		Total, 2002-03	
	Planned	Actual	Planned	Actual	Actual	Ratio
Beneficiaries	40,000	27,834	40,000	35,953	63,787	80%
FFW/T[21] Participants	8,000	5,566	8,000	7,192	12,758	80%
Food distribution, MT	7,080	4,927	7,080	4,596	9,523	67%

SPR 2002 and 2003

170. In line with WFP practice, the reported number of beneficiaries and participants in Table 14 reflects the average during the year at any given time, a reporting practice the mission found strange.

171. The annual Standardised Project Report (SPR) presents statistics disaggregated for gender. The target to reach 62.5% women beneficiaries and FFA/T participants has been achieved during 2002 and 2003, which is confirmed by the "Activity list" maintained by CO on all FDF project activities (Table 15 below).

172. The initial assumption in the FDF project document that an average project activity would last for two months turned out to be erroneous, the average for 102 projects with reported start and conclusion dates was five months. There are also cases where the project period has been extended when the originally planned project period was concluded before the planned work was finished, in other cases a new project has been initiated for the same community.

173. Unfortunately, it is not possible to reconcile the SPR and the Activity List. While SPR (Table 14 above) registers 12,758 FDF participants receiving 9,523 MT of food, the corresponding number of the "activity list" is 19,600 participants receiving 5,450 MT of food. Analysis based on reported output is therefore less than meaningful. The CO advises that in case of doubt the SPR provides the officially sanctioned information. But neither of these sources can establish the outreach of the FDF, i.e. the accumulated number of participants and beneficiaries.

[19] Although the WFP reporting terminology is inconsistent, the mission is defining the FDF output to be the number of participants and quantity of distributed food to beneficiaries, the outcome to be created assets as a result of the output, and the impact to be the beneficiaries' improved standard of living (e.g. improved food security).
[20] The budgeted food ration totals 2.95 kg/day/participant.
[21] FFW/T is used as short for Food for Work and Food for Training.

Main outcomes

174. The annual SPRs include a list of assets created by FDF, summarized in Table 2 of Annex 4. From that table it can be seen that between 2002 and 2003 the focus of FDF projects changed significantly towards agricultural projects. The reported asset creation in 2002 includes a number of Food Fund micro-projects completed in 2002. The Food Fund had a broader project portfolio with respect to education, health and social welfare, project activities were also located to urban areas. This is confirmed by analysis of the above-mentioned statistics on the 211 FDF projects so far implemented, where Food Fund projects from CP 1998 – 2001 are not included (Table 15).

Table 15: Activity List for 211 FDF Projects during 2002 and 2003

Project type	No. of FFA/T participants	No of projects
Seed multiplication fields and other crop related projects	10,896	132
Construction of dams, irrigation and drainage	5,392	46
Animal related projects	873	17
Environmental protection and tree plantation	1,209	8
Road improvement	610	4
School construction	236	1
Market construction	100	1
Training	45	2
Total	**19,361**	**211**

Mission estimate based on WFP CO data

175. The table suggests a strong focus on food security, fully in line with the narrowed objective for the Food for Development Fund and with MADER priorities.

Projected impacts

176. The most frequent activity related to crop production is establishing fields for multiplication of seeds and other planting material, particularly for cassava. In drought prone areas a shift from maize, the traditionally preferred crop, to sorghum and cassava decreases the risk for crop failure. Improved varieties of cassava in combination with improved processing and meal preparation can have a high impact on food security in such areas, as will improved water conservation through construction of dams, irrigation and drainage systems.

Box 3: Changing Consumer Preference in Response to Drought
Villagers in Nhansata, Muanza district, Sofala province are reactivating their cassava production. A new strain has been introduced with support from the provincial directorate of agriculture, and the villagers are now convinced that it fares well in this drought prone area. Training was provided with WFP food support for women in new methods to prepare more nutritious and tasty meals by correct and timely processing and by blending cassava with vegetables, peanuts and other foods. Adults and children, male and female, said unanimously that the new meals have gained their full acceptance. The consumer preference is obviously changing in the village.

177. Water is a universal remedy against food insecurity. The FDF project is being engaged in a number of project activities aiming at improved water conservation through construction or rehabilitation of dams, irrigation and drainage systems. These undertakings can generally be described as micro-projects, seldom exceeding irrigation of some three hectares and less than a hundred participants. However, the constructed dams and irrigation allow for cultivation around the year, i.e. two crops instead of one. District and provincial agriculture branches of MADER provide technical and material support, and only in rare cases has a NGO (World Vision was noted in one case) assumed the role as implementing partner and provided construction materials.

Box 4: An Irrigated Success Story?
Mobilised villagers in Mazoe Ponte, Changara district, Tete province, under the leadership of their local chief, decided in 2002 to construct a dam with food support under the FDF. The water is sufficient to irrigate a few hectares of the surrounding land, with possibilities for expansion. A request to the provincial directorate of agriculture for support was responded positively as far as material was concerned, but technical support was made dependent on economic compensation for its technical staff. That money didn't exist so the district's experienced extension officer designed the dam and irrigation system ex officio in accordance with what he had learnt during his professional life. The final result impressed a visiting FAO delegation so much that FAO later decided to provide the materials for construction of a storage tank that will allow for an expansion of the irrigated area. When completed, the dam construction will result in increased production, corresponding to a couple of months of the community's food requirements. This project is a success story in the making, despite the provincial directorate's failure to honour the partnership agreement.

178. Although FDF project activities can make a difference to a community's food security situation, it takes a couple of years for sustainable results to emerge. In the case of most of the FDF project activities visited by the mission, it is premature to assess the final outcome. Some of them appeared promising, others less so. Many of the communities appeared to count on the food for assets (FFA) activities for their sustenance; site visits suggested that the participants are dependent on their food rations in the lean season and are counting on continued support. These expectations are understandable, but there seemed to been little effort to identify an exit strategy with the community members at the outset of the projects.

179. Irrigation of a few hectares for perhaps a hundred families is an important achievement but will not graduate a chronically food insecure community to full food security. An average FDF project activity, lasting perhaps a couple of months, in most cases is far from sufficient to radically change the situation in this regard. What this can provide is temporary relief during the construction phase and, if the activity turns out to be sustainable, a contribution toward improved food security. Much more is usually required to make these communities food secure.

180. There seems to be a lack of analyses on how to overcome the food insecure situation when projects are designed and an apparent lack of vision of what can be achieved at district level. What time and resources are required for a participating community to achieve food security? Are such investments feasible? When has the community gained acceptable momentum to continue towards food security without FFA interventions? There are areas with too limited natural resources to ever be able to be food secure and where the FDF may arouse false expectations.

181. If given training in food security issues, the district authorities should be more active in preparing more in-depth analyses or at least to absorb and use them. It should be within the competence and obligations of the district administration to carry out vulnerability and food security analyses and corresponding action plans. Building such capacity in the local governments would allow for broad-based and lasting ability to address social welfare problems at the level where they finally will belong. WFP with its wide experience in these matters could encourage provision of the requisite capacity building in the districts targeted as vulnerable, but it would then require new partnerships with donors and actors interested in this area.

Timeliness

182. The food is generally distributed in accordance with the established timetable. There is some evidence of inflexible use of available WFP stocks, reflecting a still centralised decision-making process. On the other hand, long delays were reported in Tete province of reimbursements to implementing partners for their costs incurred e.g. for distribution of food from WFP's extended delivery point to beneficiaries. The mission was informed that such delays could last from several months to one year, the reason apparently being shortcomings in the presentation of the required documentation to the CO, which makes the disbursement.

183. The decision-making process for individual FDF projects normally involves WFP CO,

which inevitably causes delays in a large country with limited communication infrastructure. The administration of the FDF includes committees at three levels: the district FDF committee, the provincial FDF committee and finally a national FDF Committee (convened 1 – 2 times a year). In relation to the size of the FDF (the annual value of distributed food, non-food items and technical assistance does not exceed US$ 2 million), there seems to be a tendency of over-administration. The potential gains in effectiveness through more decentralisation to the provincial WFP CSOs should be explored.

Unintended effects

184. Villagers told the mission that the tradition of working together was reinforced when tangible results were achieved as a result of WFP support. This has encouraged the communities to continue their efforts and sometimes extend them to other projects. Farmers have formed associations or cooperatives as a result of the FDF community projects, which must be seen as an unexpected asset for the community. It is also obvious that successful initiatives are serving as inspiration for neighbouring non-beneficiaries to formulate projects. Such a change of attitude must be seen as a major, albeit unintended, achievement of the FDF project.

185. On the other hand, there is a risk that the FDF projects raise expectations about overcoming vulnerability and food insecurity in areas where in fact there is little prospect of ever achieving food security due to a shortage of productive natural resources. The risk for dependency on food aid in such circumstances could offset the increased capability of communities to address their livelihood strategies. In chronically food deficit areas there is a clear risk that dependency is created by the project in the absence of exit strategies and an analytical basis for a vision of how food insecurity could be tackled in the long term.

3.3.3 Basic Activity 3: Community Safety Net Facility

Background

186. As mentioned above, the HIV/AIDS prevalence rate in Mozambique is among the highest in the world. The pandemic is having a devastating effect on society and causing huge numbers of orphans. It is also having a tremendously negative impact on food security at family level through reduced agricultural production, reduced income and increased medical expenses.

187. Hunger and poverty are affecting millions of people in Mozambique. Access to adequate and nutritious food is especially important for an HIV/AIDS infected person, and nutrition is a core component of any essential HIV/AIDS care package. For a person living with HIV/AIDS, good nutrition can help lengthen survival time and improve the quality of life. WHO's current nutritional protocol for people living with HIV/AIDS (PLWHAs) confirms a need to increase adult energy intake by 10-30%, depending on the infection phase, with a commensurate protein increase. Perhaps more importantly, PLWHAs have a reduced ability to produce or earn food, and food assistance is necessary to ensure that they do not have substantially less food available to them.

188. In Mozambique, WFP has been using food aid to prevent and mitigate the devastating effects of the combined crises of HIV/AIDS and food insecurity since the late 1990s. With the rapid growth of these crises HIV/AIDS impact mitigation was defined as one of the main priorities in the WFP 2002-2006 CP (Section 2.2). This falls within the UNDAF goal to use 25% of all UN funds directly or indirectly towards HIV/AIDS (Section 2.1.4).

Objectives and WFP inputs

189. In response to these concerns the Community Safety Net Facility (CSN) was designed on the basis of experiences gained from so-called micro-projects in the previous CP. The long-term objective of the CSN is to prevent and reduce the negative impact of HIV/AIDS on PLWHA and their families, including orphans and vulnerable children (OVCs), and to support the national (institutional, community and family) capacity to sustain and increase such impact prevention and

reduction.

190. There are three interrelated, immediate objectives:

- Support directly affected families (A family is defined as directly affected if it is orphan-headed[22], grandparent headed or headed by a person sick or dying of HIV/AIDS.) and communities, as well as relevant institutions to secure that basic needs of care, nutrition and education of orphans and vulnerable children are met by providing food through boarding, day-care and educational institutions;
- Mitigate the negative impact for families whose food security has been severely affected by HIV/AIDS through family rations for affected families in the framework of home-based care (HBC);
- Support the caring capacity of affected families and the involvement of NGOs and CBOs in HIV/AIDS mitigation through family rations and food for work or for training for activists in the framework of HBC.

191. The project cost identified in the project document totals US$ 6.4 million over five years. It will require an estimated 16,960 MT of maize, 505 MT of vegetable oil, 1,695 MT of pulses and 840 MT of sugar.

Beneficiaries and targeting

192. There are primarily three types of beneficiaries:

- Families directly affected by HIV/AIDS, defined as households headed by orphans, by a grandparent or by a person sick or dying of HIV/AIDS, each family consisting of five individuals or beneficiaries;
- Orphans and vulnerable children;
- Activists or volunteers working with HBC.

193. Box 5 illustrates the case of two typical beneficiaries interviewed by the mission.

Box 5: CSN Beneficiaries, two Women in Chókwè

The mission made home visits to two women in Chókwè, both beneficiaries of the project. The first woman was 52 years old and lived alone with a 13 year old grandson, who was in school on the occasion of the visit. Her husband had returned from South Africa in 2000 sick with AIDS, he died in 2003. She had two sons, both working in South Africa where she thought they would remain, neither of them sent her any money. Her daughter, the mother of her grandson, was widowed when her husband died, she remarried but her new husband did not want to take responsibility for the child. The woman had received food from the project since October 2003. She was visibly sick with AIDS but well dressed and living in an above average house, the result of her husband's work in South Africa.

The second woman lived nearby with five grandchildren aged 7 – 17. Her four children had all died, leaving their children with her. She said she could not afford to send her children to school. One of them, a boy 15 years old, was tending the animals of a nearby farmer who, she said, was treating him badly. Her only source of income was selling firewood. There were several houses on her compound where her now dead children had lived, all in a bad state of disrepair. The woman looked very poor, but her grandchildren did not seem malnourished. She had received food from the project since November 2003. (N.B. It is not correct that indigent parents cannot afford to send their children to school, which the IP, World Relief, should have known: such parents can, although reportedly with difficulty, get a certificate from the local office of MMCAS freeing them from any school fees.)

194. The Ministry for Women and Co-ordination of Social Affairs (MMCAS) is WFP's government partner for implementation of the CSN, and there is a national steering committee co-chaired by MMCAS and WFP and with participation of MISAU, major donors, NGOs and other stakeholders. Through this committee there is a link with the National AIDS Council. In each concerned province there is a CSN steering committee with participation of the provincial

[22] The question at what age an orphan will take over as head of the family (siblings), key informants answered that this happened frequently at the age of 13 – 14 years, but cases with even younger family heads were known to them.

directorate of MMCAS and the WFP CSO. Actual implementation is done by NGOs experienced in HBC and assistance to orphans and vulnerable children. Through its provincial directorates MMCAS controls and supervises these implementing partners (IPs). Food distribution is done by the IPs who are also responsible for the transport of food from WFP warehouses to the distribution points in the vicinity of the beneficiaries' homes.

195. The CSN project is being implemented in districts identified by the VAC as particularly exposed to HIV/AIDS, all lying in the so-called Maputo and Beira corridors and in Tete province. AIDS patients are first identified on the basis of a medical examination, then a home visit is carried out by a volunteer from the IP who determines if the patient is sufficiently indigent to receive support under the project. Orphans are collected in a variety of ways, some are found in the streets, others are left in hospitals. MMCAS' policy is to find foster homes for them and not to keep them in orphanages for longer than necessary. UNICEF is involved in the project by helping communities develop responses to cope with the effects of HIV/AIDS, focusing particularly on orphans and vulnerable children.

Outputs

196. Given the overwhelming needs and the limited resources, project activities are limited to a few provinces in the worst hit areas of the so-called Maputo and Beira corridors and have a pilot character to test new approaches and to support community-based initiatives. There will be three outputs, according to the Project Document:

- Support to people living with HIV/AIDS and their families with food rations through HBC. About 1,800 chronically ill people and their families (9,000 beneficiaries) will receive food assistance annually to improve their response to medication, improve their quality of life and extend their life-span. The families of these beneficiaries will be able to preserve their existing assets and developing coping strategies. The food aid to the chronically ill will be integrated into the HBC services and distributed during house visits by the caregivers;
- Support to HBC volunteers. About 900 HBC volunteers will receive take-home family rations as an encouragement and compensation for their work;
- Support to orphans and vulnerable children through institutions like day-care, pre-schools, community schools or orphanages. About 9,000 orphans and vulnerable children will receive food aid through non-formal schools, day-care centres and orphanages that provide care and education for these children. This support will be defined and harmonised in line with the policy of MMCAS.

Main outcomes

197. The SPRs for 2002 and 2003 respectively give the following information on outcomes of the CSN:

Table 16: CSN Outcomes as per SPRs for 2002 and 2003

Outcome	Unit of measure	Planned		Actual		Actual/plan (%)	
		2002	2003	2002	2003	2002	2003
Families receiving care, medication and food	Number	1,800	2,400	840	1,440	46.7	60
Orphans and vulnerable children having access to education and care	Number	9,000	12,000	7,085	7,200	78.7	60
Activists working in HBC activities	Number	800	n/a	258	640	32.3	n/a
Food for participants distributed	MT	3,000	n/a	n/a	n/a	n/a	n/a

198. Additional information provided by the CO in respect of 2003 went beyond what was provided in the SPR for that year. It showed the CSN active in the five provinces of Maputo (city and province), Gaza, Sofala, Manica and Tete with support to HBC to AIDS victims and to orphans and vulnerable children (OVC) through orphanages, day schools and pre-schools. Outcomes in 2003, the second year of the project, greatly exceeded the targets in the Project Document.

Table 17: CSN Outcomes for 2003, According to the CO

Province	Number of project activities	Category of beneficiary			
		OVC	Activists	HBC	Beneficiaries, Total
Maputo (incl. city)	23	4,655	78	752	8,493
Gaza	8	2,336	543	1,142	8,589
Sofala (incl. Beira)	13	2,913	280	1,596	11,173
Manica	7	1,400	135	430	3,685
Tete	10	3,274	230	170	4,354
Total	**61**	**14,578**	**1,266**	**4,090**	**36,294**

N.B. Since a food ration for each case of HBC is assumed to benefit a family of five, the number of beneficiaries in the right hand column is computed by multiplying the number of HBCs by five and adding OVCs and activists (e.g. for Maputo 4,655 + 78 + (5 x 752) = 8,493).

199. The vast majority of the IPs run only one project, with the result that the number of NGOs involved as IPs almost equals the number of project activities. These IPs are of all kinds: many are religious or mission stations, others are international benevolent organizations such as Médecins sans Frontières, others again operate under the MMCAS as part of the GoM.

Projected impact

200. Table 17 shows that in 2003 the CSN supplied food rations to a total of 4,090 AIDS victims out of a total of 1.36 million in the country, of which 830,000 are assumed to be food insecure[23]. The total number of OVCs reached by the project is 14,578 to be related to an estimated number of AIDS-related orphans of some 400,000, not counting an unknown but conceivably high number of children who are considered vulnerable for other reasons (i.e. who have become orphans for non-AIDS related reasons or who have simply been abandoned or run away from home). It is clear that the impact of the project on the nation-wide HIV/AIDS crisis is yet negligible.

201. But two caveats should be made. First, as mentioned, this is yet a pilot activity intended to expand during the course of the 2002-2006 CP. It can be seen from the incomplete data in Table 16 that the coverage of the project is indeed expanding.

202. Second, and more important, on the individual beneficiary level, the food aid provided may have a substantial impact. This is illustrated in Box 6 below, as reported to the mission by ASIDH, a Spanish-supported IP working in Maputo city.

Box 6: A Success Story from Polana Canico, City of Maputo
A man had become acutely ill with AIDS and developed sores on his arms that would not heal. As he became successively more sick, his neighbours began to shun him, eventually his wife left him alone with their 4 year old daughter. When he was located by a volunteer from ASIDH, he was very ill and distraught, his child badly neglected. Having received food on a regular basis for four months he recovered and regained some weight, his sores healed, his neighbours resumed contact, and eventually his wife returned. He is now sufficiently well to consider looking for work again.

203. Personnel from IPs can cite much anecdotal evidence of this nature. Obviously, real impact could be achieved if it proves possible for these individuals to resume economic activity, but the problems of finding work for them are very real. A few IPs were said to be trying to do so, but no major successes were reported. But these must be considered isolated cases. In the vast majority of cases the impact should be defined in terms of increased well-being and dignity of terminally ill and totally destitute individuals and the enabling effects on their family members. For the OVCs the impact of the project will be the possibility of resuming a normal family life and access to education. While these impact effects are important, they beg the question of when the project can reasonably withdraw its support without having the beneficiaries immediately fall back into poverty, or what the exit strategy is. It is recognized that the project is grappling with difficult and delicate issues, and that it is still in its early stages. Nevertheless, it would appear that more thought needs to be given to how dependency can be avoided.

[23] Project document, page 11.

Unintended effects

204. The mission identified two major unintended effects, or issues, related to this project. The first relates to the use of anti-retrovirals which is being promoted by some IPs. Anti-retrovirals have to be taken with food, and these IPs supply the medicines together with WFP food rations using their own criteria to determine recipients. Aid resources are likely to be increasingly made available for anti-retrovirals, *vide* the recent decision by the US government to finance such medicines as part of ODA. Nevertheless, the availability of these medicines is never going to meet demand, MISAU hopes to reach 150,000 PLWHAs by 2008, a fraction of all those infected. Their distribution will therefore likely become more controversial the more widespread and known they will be. MISAU has prepared a national strategy for the provision of anti-retrovirals that stresses the role of NGO partners, such as the WFP IPs. Still, the IPs concerned may not necessarily have a sustainable presence in the country and may discontinue providing the medicines. WFP risks being associated with questionable practices in this area and should have an appropriate policy in place, another example of an area where guidance from WFP HQ may be required.

205. The second issue relates to the capacity of MMCAS to supervise the IPs. MMCAS is a weak ministry, and at the mission debriefing its representative admitted that it did not have the resources to supervise the IPs. The field visits by the mission evidenced cases of clear shortcomings in the work of some IPs, it appeared for instance that some volunteers spent more time praying with AIDS victims than attending to their physical needs. As the project expands in response to the evident needs, the capacity of MMCAS is likely to become a bottleneck. The CO is exploring ways to strengthen MMCAS and may consider forging alliances with other donors to provide the requisite institutional support to this ministry.

3.3.4 Efficient use of resources at project level

206. The effectiveness of the EDP interventions, e.g. to what extent objectives are achieved (accuracy of targeting, quantities and timeliness of deliveries etc.) has been discussed above in connection with the assessment of the three Basic Activities.

207. The cost-efficiency of the EDP programme measures how economically resources are used to achieve the objectives. When the EDP was approved in 1999, the WFP EB adopted accompanying policies on cost-efficiency, establishing that it "involves more than *just assessing the cost per ton of delivering food and should include the cost, per beneficiary, of providing a development opportunity*". However, cost-efficiency issues are acknowledged as relevant and WFP should strive to "*better incorporate these dimensions into programme design*"[24].

208. It is also important to note that opponents of food aid for development[25] base their criticism mainly on poor cost-efficiency, arguing that: i) direct provision of foreign exchange (e.g. as balance of payments support) is more cost-effective than food aid; ii) food is expensive to transport and distribute (it is more cost effective to procure locally or regionally, when available); iii) food aid interventions distort local markets and undermine local producers and traders. Food aid should therefore, on this view, only be used when there is no alternative to meet emergency humanitarian objectives (including rehabilitation and recovery after emergencies). Against these arguments stands the fact that food is indispensable and not possible to value in monetary terms when inaccessible.

Box 7. Cost Efficiency Matters
A study from 1991 recommended a change in the composition of the Danish food basket from canned meat and processed cheese to peas, maize and soy flour. The recommendation to the Danish Government provoked a reaction by the producers' organisations, who argued in favour of protein-rich animal products and the national commercial interest. However, the Danish Government introduced the change gradually from animal commodities towards more cereals and other most cost-effective commodities.
A follow-up study showed that six times more people and three times more protein could be provided at an unchanged total cost in 1997 than in 1990, largely as a result of the policy change.

209. When alternatives to food aid are available, a reasonable approach to estimate the efficiency of food aid would be to compare the actual cost for FFW rations against procuring food locally. As it turned out, this was not a straightforward exercise. The mission could confirm the statement in a forthcoming book on food aid that "*estimating the true costs of food aid is exceedingly difficult due to the wide range of commodities, sources and destination markets, the frequent absence of parallel commercial transactions to use as benchmarks, and the general dearth of good price data series in many food aid recipient countries*"[26]. Nonetheless, the authors of this book stress the importance of having some data-driven estimates of these costs.

210. WFP costs. WFP's accounting system is not designed for financial analyses of the real cost structure of food distributions for the different Basic Activities or their sub-projects. For planning and budgeting purposes, standard costs are used, based on the original Country Programme budget or on later budget revisions, but these are never reconciled with the annual accounts. This state of affairs seems to be an inheritance from the EMOP operations with its humanitarian focus and where a swift response to emergencies is more important than an analysis of operational costs. However, economic and financial analyses are essential for development operations in order to assess and appraise alternative development approaches and modalities, in compliance with the WFP EB policy statement cited above.

211. The financial section of WFP's annual SPR presents accumulated expenditures, but not actual costs in a manner allowing accurate cost analysis (e.g. by time period, carrier or purpose) to be carried out. The annual accounts are not prepared to include e.g. adjustments for changes between opening and closing values of stocks, receivables and liabilities, or depreciations of rolling stocks and other assets. Proper cost accounting is not available and hence no accurate information on costs for management purposes. The reporting is more informative as regards donor contributions in relation to programme needs. As noted in footnote 12, WFP is reviewing its corporate reporting system.

Table 18: Food for Development Budgeted Costs US$/MT (Averages for all commodities)

Cost item	Budget	
	US$/MT	Cost structure
Food FOB value	159	49%
External transport	22	7%
Total (Food CIF value)	181	56%
LTSH*)	90	27%
Total	271	83%
ODOC**) and DSC***)	54	17%
TOTAL COSTS	**325**	**100%**

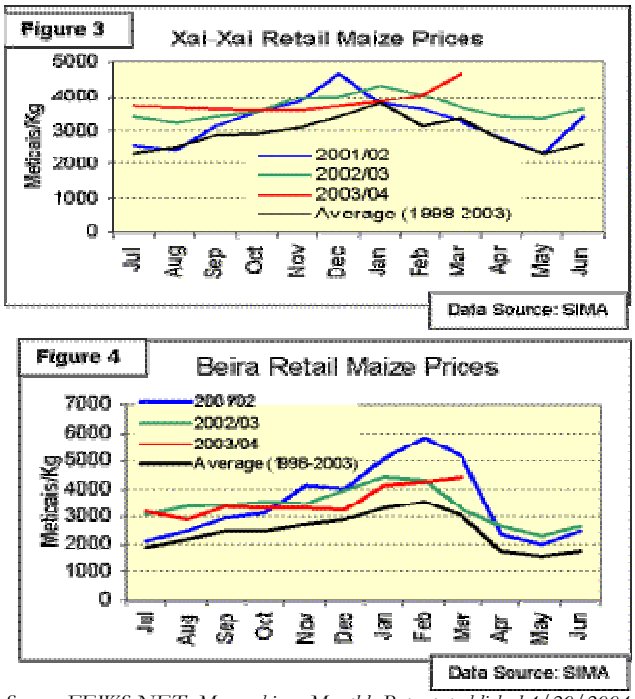
Source: Mission's elaboration, based on WFP's Standardised Project Reports 2002 and 2003
*) LTSH includes port operation, landside transport and distribution costs.
**) ODOC includes costs for temporary assistance, monitors, non-WFP staff training, travel, and non-food support items.
***) DSC includes senior staff and offices' costs as well as un-programmed project costs.

212. The daily ration for food for assets interventions is composed of 2.5 kg cereals, 0.25 kg beans, 0.075 kg vegetable oil and 0.125 kg sugar, in total 2.95 kg of food. The budgeted CIF value of the daily FFW ration can accordingly be calculated to US$ 0.53 per day (181/1000*2.95), while the budgeted total WFP cost, excluding ODOC and DSC, is US$ 0.80 (271/1000*2.95).

213. Local market price. Since 1991, with assistance from Michigan University of Agriculture, MADER has maintained an Agricultural Market Information System (SIMA) that produces weekly and monthly bulletins on the domestic prices of 25 products in 27 producer-, wholesale-, and retail markets throughout the country.

[26] Barrett, Christopher B. and Daniel G. Maxwell: Food Aid After Fifty Years: Recasting Its Role (forthcoming; see http://aem.cornell.edu/faculty_sites/cbb2/Books/foodaid.htm).

Figure 2: Maize Price fluctuation



Source: FEWS-NET, Mozambique Monthly Report, published 4/29/2004. Based on SIMA market information.

214. The mission reviewed the material and found very strong price fluctuations – both geographically between surplus and deficit areas, between market years and during the course of the year. Diagram 2 demonstrates the price fluctuation for maize in Beira and XaiXai in the last three market years.

215. The estimated consumer prices given in the second column of Table 19 below is estimated by the mission; based on SIMA reports but without taking availability and quality aspects into account. The exchange rate between US$ and MZM has been very stable during the last three years, oscillating between 23,000 and 24,000 MZM per US$. The estimates shown should be seen as indicative only, given the quality of the underlying data.

Table 19: Local Market Prices for FFW rations

	Daily ration, gram	Estimated consumer price, MZM/kg	Local market value, US$/ daily ration
Maize/rice	2,500	3 - 4,000	+/- 0.372
Pulses	250	10 - 15,000	+/- 0.133
Oil	75	30 - 35,000	+/- 0.066
Sugar	125	10 - 15,000	+/- 0.104
Daily ration	**2,950**		**0.60 - 0.75**

216. The local market price of the daily ration is calculated by weighting the prices with the food composition for food for assets interventions. In this manner the daily ration is estimated to have a market value (retail price) of US$ 0.60 – 0.75.

217. It appears from the comparison that the budgeted total WFP cost, excluding ODOC and DSC, is some 18% higher than the average of the daily ration market value (US$0.80 to US$0.60-0.75). As mentioned, these are rough estimates. But they show that the issue of food aid and cost efficiency matters in a country like Mozambique, where there are possibilities for local food purchases (which WFP is making good use of as discussed in para. 127)[27].

218. The calculations have been stretched to include an analysis of comparative WFP direct

[27] Since the mission carried out its field work, the WFP CO has produced alpha value calculations (value of transfer/WFP costs) that indicate that the calculated alpha value was not to be considered as satisfactory in the case of maize since it varied between 0.57 in Tete Market to 1.12 in Maputo with an average of 0.78. On the other hand, the alpha value calculation for oil and pulses looked more favourable (1.19 and 1.50 on average respectively). However, while the CO calculations use the budgeted CIF costs shown in Table 18 and exclude ODOC and DSC, the mission was unable to verify the CO figures with respect to the value transfer. The value transfer used by the Mozambique Country Office in the calculation of the alpha value is 0.79, 17% higher than the average 0.6 – 0.75 calculated by the evaluation team. The considerations on efficiency issues reported in this volume are therefore based on the mission's own calculations.

costs for distribution of the separate commodities. The results suggest that the WFP costs are higher mainly for cereals, but cheaper for oil and sugar (see footnote on previous page). It was reported that more expensive rice had replaced maize, to overcome the problem of lack of funds for milling maize (especially in the school feeding programme). The retail price for rice in Mozambique fluctuates around MZM 5,000/kg but has not been considered in the calculation of local market cost as the production of rice is only sufficient to cover around 50% of the national demand (Table 6).

219. It is reasonable to advance the hypothesis that some development project activities could have been carried out with cash in lieu of food more efficiently and with lower risk for market distortions, thus addressing the objections to EDP activities raised by some donors and instead enhancing the local or national market. USAID has conducted a comprehensive evaluation[28] of a project that provided humanitarian relief in the form of cash after the floods in 2000. More than 106,000 rural families in 730 villages and 30 districts within five affected provinces received the equivalent of US$ 92 each, without any conditions. The conclusions were positive and confirmed the hypothesis that households make prudent use of an infusion of money after a stress situation, but it would still be hazardous to draw far-reaching conclusions from this study[29].

220. In the interviews the mission asked whether beneficiaries would have preferred to receive cash instead of food, had this been possible. Interestingly, the very consistent reply was that food was preferred, which may be interpreted as another indicator of the sense of ownership of the project activities visited (even men, when asked this question, would reply with an impish smile that they would rather receive food as this would certainly be used to increase the families' caloric intake, an apparent contradiction of the USAID study).

221. Not only the FFW participants preferred food but also local authorities and implementing partners were in favour of in kind deliveries, although some different views were heard, mainly among local traders.

222. WFP CO has taken some initiatives to try more cost-efficient alternatives of food distribution, e.g. to introduce cash at schools in areas where local production is sufficient. This will be done on a pilot basis with limited WFP funds. The WFP exit strategy includes that – given replicability - other donors would have to provide required cash resources after the pilot phase. However, given the problems with partnerships with the bilateral donors discussed in Section 3.2.1 above as well as the apparent inability of the GoM to step in, this exit strategy does not appear to be very viable.

223. The conclusion is that the integration of WFP EMOP, PRRO and development operations contributes to overall efficiency increases, but that there are situations where cost efficiency probably could be enhanced through an increase of local market purchases and perhaps substitution of food with cash. Unfortunately, the WFP accounting system does not generate sufficient data for these issues to be analysed in depth.

[28] Abt Associates Inc. Impact Evaluation: Resettlement Grant Activity, July 2002.
[29] The outcome is likely to have been influenced by market conditions, food availability, communications, and other factors.

3.3.5 Consistency of the results with EDP principles

224. A document from the WFP EB session of May 1999, when the EDP was approved, specifies EDP principles. The document is summarized on the left below (although in slightly edited form) and compared with the mission's comments to the right.

WFP EB Document	Mission Conclusions
1. WFP should provide food assistance only when and where food consumption is inadequate.	Mozambique has structural and regional food deficits to which the CP is well adapted.
2. Assistance with food consumption should be used to encourage investment and leave behind a lasting asset – a physical asset or human capital.	SFP contributes to human capital formation, FDF produces physical assets the sustainability of which remains to be determined.
3. The lasting assets should benefit poor, food-insecure households.	On the whole, WFP Development operations appeared to be targeting the right households.
4. WFP will limit its objectives to the five focal areas of the EDP.	The CP covers three of the five focal areas, a selection which appears appropriate (Section 2.2.3).
5. Geographic targeting should be used to concentrate resources on food-insecure areas.	This is being done (Section 3.1.1). The methodology used allows vulnerable districts to be well targeted but does not allow for identification of vulnerable pockets within districts, due to data shortcomings.
6. Further targeting will be undertaken to identify intended beneficiaries within these areas.	Each development operation uses its own procedures for further targeting within districts identified as vulnerable, although SF uses different criteria.
7. Anthropometric and other indicators will be used as appropriate; in other situations household surveys, group-based targeting or self-selection will be used.	The mission did not come across any use of anthropo-metric indicators. Group-based self-targeting is being used with good effect by FDF.
8. Timeliness will be treated as an aspect of targeting, providing assistance at the right time and phasing out when food aid is no longer needed.	Timeliness is arguably more relevant to EMOP/PRRO than development operations. Phasing out is problematic when successfully targeting poor and food insecure groups who may not be food secure even after the WFP intervention. Exit strategy for SF have not been very successful and will be problematic for FDF and CSN also (these two projects are still new).
9. WFP will intervene early, before food insecure households have sold their assets; seasonality will be taken into account during the design of all interventions.	Again, this aspect appears more relevant to EMOP/PRRO than to the supposedly longer lasting development operations.
10. WFP will make greater efforts to understand participants' problems and needs, to use objective indicators to signal when help is needed and when it is time to phase out.	This would seem to call for pre-project and baseline studies that the mission did not see.
11. Participatory approaches will normally be used to understand beneficiaries' needs and to involve them in the design of activities supported by the EDP	Participatory approaches were being used to good effect in FDF and SF, no evidence thereof in CSN (but much more difficult to bring about in that project).
12. WFP should be proactive in seeking out partnerships.	The CO needs to be more proactive in seeking out partnerships with others than GoM agencies and local NGOs to provide the non-food inputs necessary for successful outcomes of CP activities (Section 3.2.1).
13. In all its activities WFP will emphasize cost-effectiveness. There will be a focus on results in line with EDP objectives, monitoring and reporting will be more results oriented.	There is room for much improvement in this area. There does not seem to be a management accounting system in place, giving accurate data on costs. Reporting on results in inconsistent and confusing, but action is being taken (Section 3.2.3).
14. New approaches will be tried and monitored and the results integrated into wider programming more systematically and promptly.	In the design of the current CP, the appropriate adaptations were made and new approaches introduced, such as CSN (Section 2.2.1).
15. The emphasis on innovation will be accompanied by more rigour in design to raise the quality of WFP-assisted projects.	More needs to be done to raise the standard of preparation of CP projects (Section 3.3.7, also point 10 above).

225. As the above summary shows, the mission believed that the results of CP projects were largely consistent with EDP principles, major exceptions being related to partnerships, demonstration of results and project preparation procedures. For all three CP projects there is, or will likely be, problems with creation of dependency and hence with exit strategies.

3.3.6 Sustainability of results

226. The definition of sustainability used here is that of the DAC Glossary of Key Terms in Evaluation, i.e. "*the continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefits flows over time*". Aid agencies also commonly use the concepts environmental sustainability and institutional sustainability.

227. The School Feeding project has been ongoing for 28 years, surely one of the very oldest development projects in Mozambique. It provides food to boarding schools, day schools and THR for girls and orphans were added in 2002. The project has become a permanent feature of the ESSP, MINED confirmed that the project is highly appreciated and that there is no intention to phase it out.

228. Should food assistance to the boarding schools cease, there would be a variety of consequences:

- School fees would have to be increased considerably (US$ 75 per year according to Table 12 above), denying poor families access to post-primary education;
- If there are insufficient candidates with the ability to pay, some of the schools would close;
- Even if government funds were to be diverted from other priority programmes, the quality of the food and hence the pupils' health and learning capacity would deteriorate.

229. For a project this old the related issues of dependency creation and exit strategies become particularly relevant, it least for the boarding schools. The Project Document discusses the following possible exit strategies: i) strengthening school production; ii) phasing out food aid to a limited number of schools; iii) cash for food substitution; and iv) training of boarding school principals in food procurement.

230. It is questionable whether these are credible options to phase out the WFP support. There will be instances where some option will work, but for the most part it will have to be a combination of all of those mentioned, and even so success will be doubtful in the majority of cases. It is not possible to convert school principals into purchasing agents buying the hundreds of tons of food required to feed an average size school (that is, if cash was provided in lieu of food). School gardens can and do supplement the WFP food, but enlarging them to produce all food required would entail creating a farming enterprise complete with machinery etc. that the average school would be unable to manage. Until MINED is able to shoulder the cost of supplying schools with food, which is unlikely to happen for many years to come, WFP is likely to have to continue its school feeding project.

231. The mission believes that it should properly be regarded as economic budget support to the education sector, since the food provided by WFP obviously has an economic value that GoM at this time is unable to replace. Only in the long term could Mozambique be expected to assume responsibility for feeding all its schools, in the short term it is likely that many schools would close (or their fees be precipitously raised) if this support was withdrawn. Globally, WFP is supporting school feeding in a large number of countries in what is regarded by many observers as one of its most successful programmes. It is remarkable that no comprehensive socio-economic welfare analysis appears to have been carried out on this long-standing project in Mozambique, at least none was made available to the mission (Section 3.3.1). But there can be no doubt that this project has been sustainable in the sense of the benefits it has generated over the years to Mozambican society.

232. The Food Development Fund supports a multitude of small project activities using food for work to create an asset that is intended to generate future benefits for the beneficiaries. The sustainability of this project would then be an aggregation of the benefit streams from all these small project activities. The mission visited several such activities that seemed to hold promise of becoming sustainable, e.g. the clearing of land for seed multiplication farms or the building of small earth dams for water supply or irrigation. However, this can only be judged over the medium term of, say, three to five years, when it is known whether the assets created by the project will endure and generate the incremental production intended. The key factor for sustainability would appear to be the quality of the support extended by MADER. It is premature to judge the sustainability of this project initiated only in 2002. However, sufficient data to assess its sustainability should be available in time for the next CP from 2007 onwards, and an evaluation should be carried out before that time. Meanwhile, MADER and WFP will, as mentioned, carry out an impact study of food aid projects, including FFW, later this year.

233. The Community Safety Net project is akin to a social welfare service, providing badly needed relief to individuals hit by HIV/AIDS, to close relatives indirectly affected, and to particularly vulnerable groups such as orphans. It is difficult to assess the sustainability of this project in conventional project terms, since the benefits must be measured mostly in terms of humanitarian values that are difficult to quantify. Besides, the project is likely to grow in size in future years, as the HIV/AIDS crisis expands, and the WFP involvement is set to increase, provided that resources are available. In that light the present phase, which got off the ground only in 2003, can be seen as a pilot used to try out workable approaches and methodologies. Anecdotal evidence of the positive impact of this project abounds, as shown e.g. in Box 5. But it is questionable whether this can be translated into any conclusions on the sustainability of the project, as expressed in conventional welfare terms, let alone after such a short period of operations.

234. A concept used by aid agencies is *environmental sustainability;* that is no development intervention should have any net negative effects on the environment. OECD/DAC rules recommend that aid agencies carry out an Environmental Impact Assessment (EIA) prior to a decision to launch a project, but the practice in this regard among UN agencies is variable. The mission found no evidence that any EIAs are required by WFP, at least none had been carried out for the three Basic Activities. No environmental analysis was reported to have been made on any of the project activities visited by the mission, but these activities are small and their environmental impact, whether positive or negative, would for the most part be modest. The only exception was the wasteful use of firewood in school kitchens mentioned above (Box 2).

235. As regards *institutional sustainability* it can be noted that the EDP has contributed to enhanced awareness at district level of the food insecurity issue and pointed at possible ways and means to address this issue in practical terms. Also with regard to HIV/AIDS there has been raised awareness as a result of the CP projects. This initial contribution can be seen as the early beginnings of institutionalising welfare services at district level, with their own resources to effectively address the kind of humanitarian concerns that the EDP basically is focusing on.

3.3.7 Some Methodological Issues

236. The mission has a few comments to make on selected methodological issues arising out of the information it was given on the EDP in Mozambique:

a) An appraisal report is for most donor agencies an independent assessment of whether available resources should best be used for the project activity in question. It is customary that this assessment is carried out by outside, independent consultants, and that it includes a computation of the opportunity cost of capital, i.e. whether scarce financial resources are best used for this particular project or for something else. The WFP appraisal reports given to the mission, i.e. appraisals of the three Basic Activities, seemed to depart from the premise that

the projects would be carried out as planned, using food aid, and suggested only marginal adjustments. Two out of the three reports were written with participation of WFP staff. In no case was there a discussion of possible alternative options for reaching the same objectives. There was no discussion of environmental impact, little analysis of institutional factors, and not much analysis of GoM capabilities to support the projects. The reports mostly focused on what the projects would do, how much food would be provided, etc. and yet provide little substantive guidance on difficult issues, such as HIV/AIDS mainstreaming. By the standards of most aid agencies, they should be characterized as weak;

b) Elsewhere in this report the comment has been made that there were shortcomings in demonstrating the results of CP projects (Section 3.2.3). But this is a problem that appeared to go deeper than an absence of evaluation reports. There seemed to be a general difficulty to produce consistent records of data on work carried out, whether it be on costs or on outcomes. There was plenty of data on what was planned but much less on what had been done. Some of the data provided was inconsistent, difficult to interpret or had fatal errors. One of the greatest difficulties faced by the mission was to arrive at reasonably reliable estimates of basic parameters, such as numbers of beneficiaries, quantities of food distributed, and costs, leave alone outcomes and impact. It would appear that the culture in the CO was still one of working in emergency mode, getting food out to recipients as fast as possible with less worry of results or costs. There would seem to be a need to institute more of the monitoring & evaluation culture that exists in many aid agencies;

c) Mozambique is a large country where communication infrastructure remains underdeveloped (despite amazing recent progress with cellular telephone technology), and there are WFP CSOs across the country from Maputo in the south to Nampula in the north and Tete in the west. The CP projects consist of multiple small activities, each of which may involve no more than a few hundred beneficiaries (although some may be much larger). It is not clear to the mission why decisions on support to such activities are taken by the CO in Maputo and why they are not decentralised to the CSOs. In the perspective of an enhanced district focus, as recommended in Chapter 4 below, it would be important for WFP to be seen to decentralise increasingly to district level.

Key findings

- The School Feeding project has generated outcomes that are significant on the national level and exceeded its quantitative targets
- The other two Basic Activities are too small to have any national impact, although they may be important locally
- The achievements of the School Feeding project appear to be sustainable, while it is premature to assess the sustainability of the other two projects initiated only in 2002
- Determination of the efficiency of resource use is hampered by shortcomings of the WFP accounting system, but rough mission estimates suggest that total actual WFP food costs are about 90 % higher than market values, i.e. if all WFP cost elements are included.
- The results are largely consistent with EDP principles, main exceptions being in areas relating to partnerships, demonstration of results, cost-effectiveness and project preparation procedures
- WFP CP appraisal reports were below the standards of most aid agencies
- There was no evidence of any environment impact assessments for the CP projects
- There did not seem to be in the CO the monitoring & evaluation culture that now pertains in most aid agencies

4 CONCLUSIONS AND ISSUES FOR CONSIDERATION

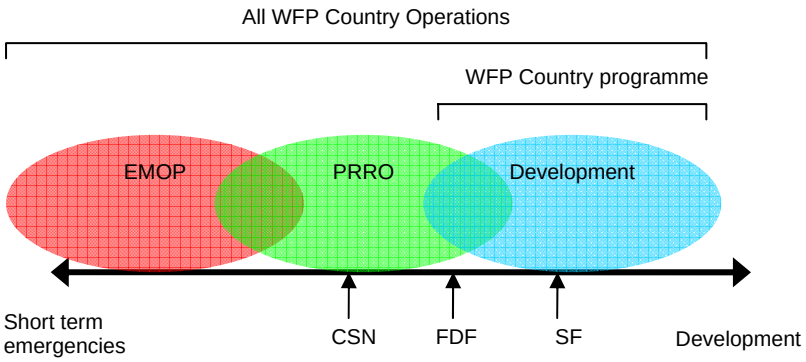
4.1 CONCLUSIONS

237. Based on the foregoing discussion, the mission has arrived at a number of conclusions and issues that need further consideration. The first relates to the **role of the EDP in WFP operations**. The mission believes that this can usefully be examined in the light of a document resulting from a UN Regional Directors' meeting in Maputo in July 2003 which in March 2004 was endorsed by the UNDP Administrator in a letter to UN Resident Co-ordinators and UN Country Team Members in 12 countries in eastern and southern Africa. The document discusses the UN response to what it calls *the triple threat of food insecurity, weakened capacity for governance and AIDS* in eastern and southern Africa.

238. The document says that the scale and severity of the HIV/AIDS epidemic in these regions, coupled with poverty, chronic and recurrent food insecurity, drought and weakened institutional capacity, mean that UN agencies must adapt and scale-up their support to enable a multi-sectoral response. The UN should place households and communities squarely in the focus of attention for programme design and implementation. The document goes on to say that "*given the combination of short-term shocks and long-term challenges associated with the crisis, the dichotomy of 'humanitarian' and 'development' assistance must be overcome; instead an approach should be composed of 'developmental relief' and 'emergency development'*. It goes on to stress the need for accelerated capacity building, scaling-up women's programming, and a livelihood approach to address root causes of vulnerability within a context of a generalized AIDS epidemic.

239. This approach seems to capture where the focus of WFP's development operations should be, i.e. at the intersection of what is emergency and what is development, going beyond short-term humanitarian assistance, which will be provided when dictated by circumstances, but not going so far as to claim to be supporting development. The figure below illustrates where the three programme categories EMOP, PRRO and Development operations lie on a scale from short-term emergencies to development, and where the three Basic Activities in the current CP lie on the same scale. One can argue that the CSN and FDF projects are essentially relief and rehabilitation projects and should be seen as such; whether they contribute to development becomes, as one CO staff member has put it, "an intellectual exercise" of defining what is development. The School Feeding project doubtless does contribute to development and could, as already mentioned, be viewed as economic budget support to the education sector.

Figure 3: The Basic Activities against the WFP Instruments of Operations



240. WFP has an uncontested comparative advantage toward the left on this scale in providing short-term emergency relief, as illustrated by its highly praised performance after the floods in the year 2000. It has a flexible and potentially powerful machinery that on short notice is able to

provide large quantities of food to needy recipients in times of crisis. This is what WFP does well. However, it does less well toward the right of the scale, in the direction of development. This is where the controversies about food aid for development arise, the questions about market distortions and efficiency issues that are associated with the EDP. This is also where it is apparent that the development process which WFP can initiate through EDP is very dependent on non-food inputs from other donors and partners, in the absence of which the interventions risk to be not sustainable or at least of a lower quality than could be the case. Finally, this is where WFP in several respects performs poorly in relation to aid agencies concerned mostly with long term development.

241. WFP would therefore make better use of its strengths, if it placed development operations more to the left on the scale. The differences between protracted relief and rehabilitation, PRRO, and development operations would then cease to exist, since they are not very meaningful to any outsider to WFP. In any event, the CO is making a virtue of complementarity and integration of Development operations with PRRO, stressing that all contribute to the same set of three programming areas. While this approach seems sound, it does beg the question of why a separate EDP category is needed at all. In keeping with the terminology introduced in the UN document cited above, the new name for what should be the bulk of WFP operations other than EMOP might be Protracted Relief and Disaster Mitigation. The use of the term development should be scaled down, possibly terminated altogether. The country programming approach should continue, but with more emphasis on strategic actions to address the triple threat mentioned above and, as is explained below, with more geographical focus.

242. This does raise the somewhat philosophical issue of whether EDP fosters pre-development or development. Para. 1 of this report quotes the EDP: "*WFP food aid should play a different role, which is not to promote development in the same way as other organizations … food aid is an enabler, a pre-investment which can free people to take up development opportunities …*". Is then all support to e.g. education pre-development, a pre-investment? Most aid agencies would argue that they support development by fostering better education (in various ways). The activities supported by the FDF project would seem to fall in the development category; at least they are indistinguishable from those of many development projects in Mozambique and elsewhere. The mission believes that the distinction between development and pre-development is far from clear. If WFP wishes to maintain this distinction to underpin the EDP it should commission some work on its theoretical foundation; if any such work already exists, it is at least unknown to the mission.

243. This report has illustrated **the importance of the quality of partnerships** to ensure successful outcomes of WFP Development operations. Food aid as and on itself is sufficient to provide relief in emergencies but not to generate sustainable development. If the circumstances are right, it can help create the enabling environment that will support sustainable development. One of the consistent findings of this report, however, is that the impact of development operations is highly dependent on the non-food inputs that, for the most part, will go beyond what GoM line ministries will be able to provide. In the absence of, say, materials to raise the standard of the schools receiving food aid or farm inputs to small agricultural projects, the projects will remain half-way-houses, providing relief and some support for what could become development but remaining below their potential. The supply of such non-food support to development operations is an issue of quality and what makes the difference between relief and rehabilitation on the one hand and development on the other.

244. The question becomes one of how successful WFP can hope to be in activating donor partners in support of its development operations. WFP has made progress in partnering with other UN agencies, so far with UNICEF in particular. But to achieve impact it should partner with some of the better endowed bilateral agencies, the development banks, or large international NGOs, and here WFP has not been so successful. Admittedly, this is not easy in the situation that pertains in Mozambique, where most bilateral donors have tied down their resources in

sector support programmes where they have relinquished much of their discretion to the GoM. A solution of this conundrum would, at a minimum, require high level dialogue between WFP, the GoM and the bilateral donors involved, probably also representations in donors' capitals by WFP HQ. But this would require that WFP be able to better demonstrate the results of its interventions.

4.2 ISSUES FOR CONSIDERATION AND RELATED RECOMMENDATIONS

245. The basic purpose of the Mozambique Study was to contribute evidence-based elements to the overall evaluation process through assessment of EDP-related principles, activities and results in a specific country context. The elaboration of specific recommendations to improve WFP development programming in Mozambique was therefore not considered a priority when preparing the study methodology. Nonetheless the mission would like to present a few recommendations and issues for consideration for WFP management and WFP donors that could provide avenues for improvement in WFP programming in Mozambique.

246. This report has shown that these are two problematic areas for the WFP CO in Mozambique. With regard to **CO staffing** it is questionable whether most of the incumbent staff is sufficiently senior to be able to participate actively in the dialogue with donors and the GoM that today forms the basis for shaping the sector support programmes absorbing growing shares of bilateral cooperation with Mozambique. On several occasions the mission heard how CO representatives were viewed as fairly anonymous in the wider circle of donors. It is difficult to avoid the image of the WFP CO as a little inward looking, focusing more on its own (very substantial) operational issues, and on the UN community rather than on those donors it would have the most to gain from cooperating with. It would be valuable to designate one permanent staff member at the CO as senior economist, or equivalent, with matching qualifications. Considering the size of the WFP operations in Mozambique, such an appointment would certainly not be unreasonable and would correspond to a position which many of the bilateral donors already have in their aid missions.

247. The other area where WFP would need to improve, if it is to be able to attract non-food support from partnerships, is in **demonstrating results**. This is not an area, such as that of partnerships with bilateral donors, where structural difficulties are part of the explanation for lack of progress; here WFP has only itself to blame. The information available on outcomes and impact of its interventions is simply not very good and must improve, if hard-nosed donors are to be enticed to take an interest. The CO is aware that this is a problem in need of solution, and actions are being set in train to improve matters. It will be important to change the mindset from "how can we get the food out?" to one of "what will the lasting impact be?"

248. The absence of a management accounting system is troublesome in this context, since WFP is unable to generate data on costs by project activity, cost centre and cost carrier. This means that it will be unable to demonstrate in concrete situations that food aid is cost efficient, remaining exposed to the lingering accusation that alternative, non-food approaches make better use of scarce donor resources.

249. On the whole, the WFP CP projects are reasonably well targeted on food insecure and otherwise vulnerable parts of Mozambique. However, the mission believes that it would be possible to go further toward an **enhanced district focus** for WFP's PRRO and Development operations than is happening at present. Emergencies can happen anywhere and by definition cannot be predicted. But PRRO and Development operations can be, and are being, targeted in advance on districts selected by the VAC, using the methodology described above. This targeting can be made with more predictability for, say, five years at a time, and should be the focus of the CP. All, or at least almost all, of WFP operations other than EMOP should be concentrated to a limited number of vulnerable districts discussed and identified in the CP, perhaps 10-12 in all. In

those districts WFP should set for itself high standards with regard to food security analysis and consciously help build capacity for that analysis to be carried out, or at least well understood, at local level. In those districts WFP should actively seek partnerships and funding of non-food support for its food aid projects. The objective of the district focus would be to build local capacity, in terms of both institutions and food resources, to address vulnerability and assist communities affected.

250. An enhanced district focus by WFP would fit well in two different contexts now current in Mozambique. First, there is a process of decentralisation to district level now under way with support from the donor community, seeking to disrupt the ongoing concentration of power and influence to Maputo and thereby to reduce the risk of polarisation in the country between north and south that seems to be resurgent in Mozambican politics[30]. Second, the UN Resident Co-ordinator explained to the mission her views on how the UN agencies need to jointly focus their efforts better with a view to achieving a higher impact of their work in Mozambique. A sustained focus by WFP on a limited number of food insecure and vulnerable districts could, if coupled with a programmatic focus by other UN agencies on the same districts, go a long way toward building the synergies that could enable WFP Development operations achieve more visible added value and lasting impact than they seem to do at present.

251. By favouring some districts at the expense of others WFP could find itself in a dilemma with political overtones, but on the margin that dilemma would always be there anyway. There has been a tendency in Mozambique for some bilateral donors to earmark certain provinces for large programmes, e.g. Denmark in the province of Tete, Sweden and Ireland in the province of Niassa. But these are provinces with development potential. By targeting the poorest and most food insecure districts WFP would enhance its image as a champion of the vulnerable well in line with the spirit of its Enabling Development Policy. Initially, WFP might have problems to link up with bilateral donors or international NGOs in these districts, but a sustained effort by the UN family may well lead the way and eventually attract the interest also of non-UN partners.

252. In these districts the WFP would capitalize on its expertise in food logistics and maintain an appropriate network of storage depots and readiness to respond to acute emergencies. The focus of its long-term operations should be a **broad-based community safety net programme** that would include both the current FDF and the CSN projects. This programme would provide vulnerable communities with the equivalent of social welfare services that should be predictably available, but subject to criteria related to needs, and have clear exit strategies related to measurable indicators. It is recognized that in some districts communities may be living in surroundings that are not now, and are unlikely to ever be, able to provide sustainable livelihoods, and then the exit strategies would always be difficult (as indeed they are today). Short of decisions by the GoM to relocate these communities elsewhere, at best a risky and costly undertaking, the need for such a safety net programme would likely remain for the foreseeable future. Nevertheless, if it worked closely in concert with other UN agencies WFP would enhance its prospects of achieving sustainable impact. It would continue to operate in line with EDP principles, strengthening livelihoods and targeting women, children and vulnerable groups. Its focus on HIV/AIDS would not only continue but probably expand. But the ambition that WFP is supporting development would be replaced by a focus on long term welfare services for the poorest and most vulnerable.

[30] The polarisation between the north and the south in Mozambique dates back to the struggle against Portuguese colonialism and was very much a factor in the civil war that ended in 1992.

A few key points to conclude

Key factors for success identified by the mission:

Programme ownership by public institutions**;**

Strong participation by beneficiaries in the project cycle**;**

Procedures for targeting the most vulnerable are well institutionalised in the Vulnerability Assessment Committee (VAC) and WFP has been instrumental in building and supporting this institution**;**

Implementation mechanisms based on a consolidated delivery system**;**

Synergies between different WFP operations**.**

Key problems identified by the mission that deserves attention by WFP and Donors:

Inadequate level of partnership with key donors and lack of policy dialogue capacities**;**

Insufficient capacity to demonstrate results and monitor efficiency in order to facilitate 'informed' policy decisions**;**

The geographic dispersion of activities limits their impact and the capacity building of local institutions**.**

Key recommendations:

WFP should:

Improve its policy dialogue capacities by increasing the importance attached to this activity including the appointment of additional qualified staff at CO level;

Consider the possibility of focusing operations, over the long term, towards the interface between emergencies and development through the support of broad-based community safety-net programmes within the overall national initiatives for poverty reduction**;**

Pay further attention to the monitoring of efficiency related issues in order to facilitate informed policy and programming decision**s**;

Concentrate its CP activities in a more limited number of poorest districts (10-12) and work through the existing decentralised institutional framework**.**

WFP donors should:

- Support the adoption of a more flexible and long-term approach to WFP assistance so as to respond to a country context where the distinction between emergency and non-emergency situations is blurred;
- Consider that sharpened targeting and other accompanying measures to enhance the developmental results of WFP activities would require more cash resources.