



World Food Programme

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the MOZAMBIQUE Country Programme
(1998 – 2001)*

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Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

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Acronyms

AMODEFA	Mozambique Association for Family Development
CP	Country Programme
CBO	Community Based Organisation
CCA	Common Country Assessment
CD	Country Director
CO	Country Office
COPR	Country Office Project Report
CPC	Country Programme Committee
CSO	Country Strategy Outline
CW	Commitments to Women
DOC	Direct Operating Cost
DSC	Direct Support Cost
EB	Executive Board
EDP	Extended Delivery Point
EMOP	Emergency Operation
EP1	Primary Education-First level
EP2	Primary Education-Second level
ESG1	Secondary Education-First level
ESG2	Secondary Education-Second level
ESSP	Education Sector Strategic Plan
EU	European Union
FAAD	Food Aid and Development
FAO	Food and Agriculture Organisation
FDP	Final Delivery Point
FEWS	Famine Early Warning System
FF	Food Fund
FFA	Food for Assets
FFW	Food for Work
FRP	Feeder Roads Programme
GAP	Gender Action Plan
GDP	Gross Domestic Product



GOM	Government of Mozambique
GTZ	German Aid Agency
HC	Health Centre
HS	Household Survey
HRD	WFP Human Resource Division
ILO	International Labour Organisation
INGC	National Disaster Management Institute
JCGP	Joint Consultative Group on Policy
LOA	Milk Sugar Oil Programme
MADR	Ministry of Agriculture and Rural Development
MINED	Ministry of Education
MOH	Ministry of Health
MOU	Memorandum of Understanding
MPF	Ministry of Planning and Finance
MSF	Médecins sans Frontières
NPRC	National Programme Review Committee
NGO	Non-Governmental Organisation
PDM	Programme Design Manual
PIR	Programme Implementation Report
QPR	Quarterly Progress Report
RIRD	Rural Infrastructure Rehabilitation and Development
RO	Regional Office
SETSAN	Technical Secretariat for Food Security and Nutrition
STD	Sexually Transmitted Disease
TFP	Therapeutic Feeding Programme
UNDAF	United Nations Development Framework
UNDMTG	United Nations Disaster Mitigation Theme Group
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VAM	Vulnerability Analysis and Mapping
WB	World Bank



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EXECUTIVE SUMMARY

1. The goal of the evaluation was to assess whether the CP approach has been an effective tool for preparing and implementing WFP assistance to national development and relief programmes. The evaluation found that there was a strategic focus on the most vulnerable areas and groups and on disaster mitigation and preparedness at household and community level, as well as a high degree of coherence and **coherence and internal consistency** in the Mozambique Country Programme. There was also evidence of a deliberate bias in the CP towards **concentration** of food aid by sector (health, education and rural development-disaster mitigation), and by geographic area (to the most food insecure districts and disaster prone areas, mainly in the central and southern regions).
2. The two **overall goals of the CP are clearly defined**, are also relevant to government development priorities and entirely consistent with WFP's new FAAD policy. The core activities are complementary, self-reinforcing, and well integrated with relevant government development programmes at district and provincial level. They are based on a participatory approach at community level and are also of a nature to facilitate the concentration of WFP-assisted activities as well as being FAAD-compatible. The current activities are relevant to the 2 principal long-term CP development objectives, generally well targeted on account of VAM and adhere closely to the WFP commitments to women.
3. On the whole, therefore, the mission concluded that the process of developing the first CSO and CP has resulted in a **clear strategy and a coherent programme** for WFP in Mozambique. The mission found that the 4 core activities are compatible with government policies, and, for the most part, well **integrated** with them. Certainly, there was also a considerable sense of "ownership" on the part of government at national, provincial and district levels. It was quite clear to the mission that the counterpart ministries were real partners in the planning and implementation of WFP-assisted activities.
4. However, the mission observed that while there appeared to be strong and effective **partnerships** with government agencies, **those with other agencies appeared minimal** (e.g. bilateral donor agencies and NGOs) or where they did exist, somewhat **ineffective** in terms of planning and managing activities (e.g. with WB and NGOs in the school construction and rural infrastructure projects).
5. On the whole, **bilateral donors seemed not to be engaged** with WFP's development agenda and the only substantial UNDAF partnership that appeared to exist was that with UNDP on disaster mitigation activities and FF monitors. Moreover, the lack of UNDAF or NGO partners on LOA and boarding school feeding severely reduce the exit strategy options inasmuch as it is unlikely for the foreseeable future that the government would be able to continue these activities without external support. In this connection, the mission also found that the integration and internal consistency of CP activities in support of education and those under the Food Fund could be further enhanced.
6. The **role of food aid** has changed dramatically in Mozambique in the past decade. National agricultural production has increased even faster than the most optimistic projections and there was a positive food balance of almost a million tons (maize



equivalent) from the last crop year (1999-2000), although severe regional imbalances exist between the surplus north and the deficit south. The government has not yet approved the draft policy on food aid, so it is difficult to assess its stance on the use of food aid in non-emergency settings.

7. Some donors and NGOs have strongly rejected the use of food aid in Mozambique, especially for development activities. Food aid commodities are often not accepted as a means of payment for labour in the north of the country. In this context, WFP's geographic targeting to food deficit areas and its commitment to disaster mitigation activities are critical. The mission noted, however, that **WFP's widely praised and rapid response** to the flood emergency would have been impossible if the human and food resources from the development programme had not been in place.

8. In this connection, it is noteworthy that, on the whole, there is adequate involvement of most stakeholders (line ministries and district authorities) in the formulation and implementation of WFP's programme activities. However, the participation and commitment of bilateral agencies and major 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. Moreover, given the participatory approach followed in the Food Fund, there is a need to find ways and means of promoting community participation in the process and reconciling community needs and aspirations at district level.

9. This issue is of fundamental importance. WFP's principal resource is food. If this is to be useful in promoting long-term development, as distinct from satisfying short-term hunger, then the **complementary resources required** (both in quantity and quality) must be made available in a timely manner. For this to happen, donor countries would need to ensure the inclusion within their commitments of the complementary resources for CPs that the EB has approved.

10. The mission observed that the process of developing the current CP has appreciably enhanced **WFP involvement in the CCA and UNDAF process**. Moreover, in the context of UNDAF, WFP has been recognised as having a comparative advantage and special skills and experience in the fields of disaster mitigation, preparedness and response. There is now also widespread recognition of the fact that the rapidity of WFP's response was entirely due to the existence of its development activities and field offices.

11. WFP policy on **procurement** aims to procure food at the lowest cost possible, i.e. through competitive tenders. Since 1999, WFP has purchased in the region 41,936 tons of food for a value estimated at about US\$ 5.2 million. Of this quantity, about 25 % (10,359 MT) was bought in Mozambique. WFP Mozambique is also involved in various activities with the government and other UNDAF partners to increase local procurement and provide better information to suppliers about the procurement rules of the organisation. In light of these considerations, the mission concluded that within the limits imposed by WFP regulations, a substantial proportion of WFP commodities are locally procured in food-surplus areas in the north. However, further increases in WFP domestic food procurement are constrained by quality concerns as well as national trade and tariff policies that inflate local sea transport costs.

12. **Personnel administration** seems to be an area in which there has been insufficient consultation between WFP/HQ and the Mozambique CO. The Human Resources Division has not consulted regularly with the regional office or CO nor kept them informed in good time of personnel movements that affect them directly. Moreover, the views of the RO, in the rare cases in which they are sought, appear not to be taken sufficiently into account.



13. Certain core functions are required for planning and implementing a CP (e.g. logistics, M&E, gender, VAM, possibly others). To fulfil the expectations laid out in the Enabling Development policy and ensure that COs are equipped to carry out development activities properly (as distinct from emergencies), WFP needs to review and adjust the typical country office staffing profile for countries which manage CPs with large development portfolios. In the case of Mozambique, four programme officer posts (two international and two national) are provided for the design, implementation and monitoring of this large and complex programme. In supplement, JPOs and other short-term consultants are provided on an ad hoc basis.

14. Because of the peculiar properties of the system followed in the calculation of direct support costs, the mission observed that the availability of complementary staff resources appeared to be **largely dependent on the frequency of emergency situations**. Indeed, the mission was informed that most of the short-term programme staff were being funded from emergency resources and would have had to be separated if the recent floods had not taken place. The high frequency of staff rotation as well as temporary transfer also appeared to be having a considerable negative effect on programme management.

15. The main focus of WFP Mozambique **gender strategy** has been on effective implementation of WFP's Commitments to Women (CW), focusing on relations between men and women (gender mainstreaming). In 1998 gender activities within the CO were aimed at awareness and building capacity for gender sensitive analyses, especially in project implementation and monitoring. WFP's Gender Strategy and Action Plan of 1999 focused on translating these commitments into practice and improving the gender sensitivity of the work environment. One of the objectives of the 1999 Gender Action Plan was to integrate gender into the Country Office Work Plan for 2000, thus there would be no need for a separate gender plan. The mission noted that WFP is actively integrating gender in the design and management of its programme activities.

16. The CP includes a secondary objective of managing "a consolidated and comprehensive vulnerability analysis and mapping database, in order better to identify and target the most vulnerable food insecure communities". A secondary activity, the use of VAM to target vulnerable populations, is also included. The evaluation mission found that VAM data and analysis are very well integrated into WFP's activities in Mozambique. Both the Food Fund and the planned school construction activities depend entirely on VAM targeting of vulnerable districts. VAM has been instrumental in allowing WFP to **concentrate on the most vulnerable populations**, as required under the CP approach. VAM has also helped the Mozambique country programme achieve the desired characteristics of **integration** and **concentration**.

17. In respect of **resource allocation and funding**, the mission observed that a serious constraint on WFP's ability to carry out development activities efficiently and effectively is constituted by the methodology followed in the calculation and allocation of DSC. This appears to be largely an adaptation of the methodology used to calculate DSC for emergencies. It acts, however, as a serious impediment for development assistance and indeed as a disincentive to staff, to the extent that such activities require the investment of considerable time and effort for which adequate budgetary resources are not provided. This is so because the calculation of the advance DSC for the next year appears to be based on the actual "**amount of food moved**" the previous year, which in a development activity may depend on factors other than the quality of logistic management. Thus it may result in reduced funding for programme staff the following year, since there is no direct correlation between the quantity of the supporting inputs that may be required and the "**amount of food moved**". The mission considers, therefore, that while the formula for calculating DSC may have been suitable for a logistics oriented programme preoccupied with "moving food" in



emergencies, its use clearly counterproductive for an agency engaged in development support activity.

18. The **Country Programme Committee** appears to be functioning effectively as the final arbiter and co-ordinating mechanism for general policy issues and for general guidance on programme direction. The CPC has also carried out regular mid-term and annual reviews of the progress achieved in CP implementation. It has also made regular visits to project sites and met with beneficiaries. The first activities of the National Programme Review Committee (NPRC), formed in 1999, included endorsement of the project documents for the Food Fund and the school-feeding programme. However, while participation on the part of the government and NGOs has been close and effective, there appears to have been little donor interest in the process.

19. The mission found that the two primary activities in the current CP were largely compatible with the **Enabling Development policy**. Although the Food Fund and the Education sector activities were underway or planned before the Enabling Development policy was approved, they both rate high on many of the Enabling Development criteria. There are still, however, a few resources committed to sectors/activities (health/supplementary and therapeutic feeding) and geographic areas (not of chronic food insecurity) that are not entirely consistent with FAAD and VAM priorities.

20. In Mozambique, there is a huge gap between the first level of **primary education and the rest of basic education**, which hinders the development of human resources. Increasing access at primary level and above is a clearly defined priority of the Education Sector Strategic Plan (ESSP) for the period 1997/2001, developed by the Government and donors. This plan aims to expand access to education at all levels while also improving educational quality. It gives practical effect to the agreement between the government and the donor community in Mozambique that education should be the first priority in terms of development assistance.

21. In this context, WFP has sought to enhance its assistance to secondary education at large (so as to increase the supply of primary school teachers), and further increase its support to primary education through a comprehensive programme fostering access to education and comprising a series of five integrated activities over a period of 5 years, which will enable poor households to invest in human capital through education and training in Mozambique. However, current indications are that MINED may be unable to find viable alternatives to WFP assistance in the short and medium term (in support of the phasing out process), should this assistance be terminated in the near future. It seems clear that in the absence of WFP aid the boarding schools may have to be closed. This would result in much reduced access to secondary schooling for poor children, with girls being disproportionately affected.

22. The mission considers that **WFP assistance to the education sector** (school construction, rehabilitation and re-equipping of boarding schools, provision of food, teaching materials, teacher training and training in management) is and remains a contribution of capital importance for the widening of access to primary education, especially for girls, and the raising of its quality through the strengthening of secondary education. In addition, WFP assistance has reduced the financial burden of school expenses on poor families, and thus guaranteed access to education for the poor at the secondary level of education. The mission was, therefore, strongly of the opinion that WFP should continue and, if possible, expand its support to the education sector for the rest of this CP and the next.

23. There is currently no separate WFP activity within the **health sector**, and interventions are placed under MOZ 5935 Food Fund. WFP is currently involved in three activities within



the health sector: the supply of products (**LOA-milk, oil and sugar**) for a therapeutic feeding programme (aimed at lowering child mortality rates); the construction of '**waiting houses**' for pregnant women (aimed at lowering maternal mortality rates); and the provision of support to skill-/training centres for **AIDS orphans** (impact reduction for HIV/AIDS victims).

24. At present, government policy on the use of food assistance in the health sector is not clear. In the past, food aid has been used both for training and for therapeutic and supplementary feeding. However, the view now appears to be gaining currency that food should not be used as an incentive within the health sector, since the government cannot sustain such feeding programmes, and health services should be sought solely for their own sake. A Code of Conduct 'to guide the partnership for health development in Mozambique' was signed on 25th May 2000 with WFP among the signatories. A national strategic plan is to be worked out before December this year.

25. **LOA** is a small activity for WFP with regard to the quantities involved, but of low cost efficiency because of the wide dispersion of the final distribution points (FDPs) and the high costs of transport, storage and handling. The mission also noted that although **LOA** is the only long-term therapeutic feeding programme (apart from the UNICEF emergency programme in the centre and south) for severely malnourished children with wide coverage in the country, MOH does not appear to give it high priority. Finally, given the therapeutic nature of this activity, the **LOA** target group seems to fit better under the UNICEF mandate. For these reasons, the mission would suggest that the gradual phasing out of WFP assistance to the **LOA** programme over the rest of the current CP and its replacement by MOH or another appropriate institution (UNICEF, NGOs) should be discussed with the new leadership of MOH.

26. The mission noted that it is still unclear to whom the **waiting houses** belong as well as the responsibility for their management and maintenance, the conditions for their use and the length of stay permitted. Food distribution for waiting houses as a form of community-based feeding can be considered under the FF, which includes this type of activity as one of its immediate objectives. The mission considered that the construction of waiting houses should receive WFP support under the FF in food insecure districts wherever requested by the communities concerned. Approval should be conditional on the contribution by MOH and other partners (NGOs) of materials and other resources enabling conformity with MOH approved building design.

27. The highest prevalence of **HIV/AIDS** is found in the central region, followed by the northern and southern regions. The rates are increasing. During 1999, the National Strategic Plan for Combating HIV/AIDS was presented. The plan includes two main categories: activities for prevention/information; and impact reducing activities such as assistance to organisations for people with HIV/AIDS, development of home-based care and assistance, skills training for orphans, etc. WFP is currently supporting one project for HIV/AIDS orphans and People living with HIV/AIDS in Maputo through AMODEFA, a Mozambican NGO specialising in this area. Aids-orphans are also benefiting from several other projects directed towards vulnerable groups. The mission considered that future actions in respect of HIV/AIDS should be determined in concert within the UNDAF HIV/AIDS theme group in the context of a broad-based long-term programme approach encompassing production, education, training and income generating activities

28. The creation of a **Food Fund** was proposed in the 1996 Country Strategy Outline, and included as a new activity in the Country Programme. The Food Fund was envisioned as "a new, flexible mechanism to use food to support locally managed, demand-driven micro development projects in food insecure communities." WFP had been involved (and continues to be involved) in food-for-work micro-projects since 1993 using EMOP



resources. The Food Fund did not merely represent a repackaging of the existing micro-projects, but was intended to build on their positive aspects while making significant improvements in targeting, monitoring and sustainability.

29. The mission found that, although the Food Fund is not yet fully operational, it has already provided the CO with the desired **flexibility** to make an effective transition between development and emergency operations. During the flood emergency in early 2000, the presence of the Food Fund field monitors and the in-country stocks of development food resources allowed WFP to make an extremely timely and efficient response to the unfolding emergency. The evaluation mission heard widespread and unstinting praise for WFPs quick response to the emergency, even from donor organisations that had been sceptical about the value of WFP development programmes.

30. The mission also noted the importance of maintaining the disaster mitigation focus of the Food Fund, even though it is more difficult than “traditional” food-for-work activities, with which communities are more familiar. Early proposals received from communities focus largely on roads and other traditional food-for-work activities. The CO plans to embark on several activities to strengthen communities’ understanding of potential disaster mitigation activities, through a 9-month GTZ consultancy and support in hydrology from the Dutch Quality Improvement Grant. The possibility of a Brazilian government grant for food-for-training in disaster management should be pursued. Communities do appear receptive to disaster mitigation-types of activities but this requires a great deal more time, information and durable inputs than traditional FFW.

31. Finally, there is a risk that the Food Fund will lack sufficient non-food items to produce durable assets of adequate quality. Early in the activity design, it was assumed that NGOs or other partners would participate more extensively in the Food Fund and would provide necessary non-food items and technical support. NGO interest in the Food Fund has been very limited. The mission observed cases where WFP food-for-work activities were producing inferior quality assets due to the lack of non-food items. However, the mission noted that in light of the contribution of the FF in enhancing the effectiveness of WFPs response to the cyclone and floods, some potential development partners might be more inclined to collaborating with WFP in development activities. Moreover, the mission observed that many of the FF districts are already part of larger development programmes (UNOPS, FAO, GTZ etc.). The opportunity thus exists to link the FF with the technical assistance being provided through these programmes e.g. training of district officials in community-based planning and participatory resource appraisal etc.



1. INTRODUCTION

In 1994, WFP introduced a new policy framework called the **country programming approach**. This replaces the project-by-project approach, which made it difficult to relate WFP assistance to overall national planning. With the previous approach, there was little integration of different WFP activities to ensure a coherent country programme. The new approach implies some fundamental changes to the way WFP plans and programmes, focusing on a people-centred and food-based strategy and using the “country” as the basic entity for WFP’s engagement. A country programme should be a cohesive and focused response to those strategic objectives of a recipient country that coincide with the strategic objectives of WFP and other assistance partners. This new orientation is also in step with the direction of UN reform (CCA, UNDAF, etc.).

The WFP portfolio for Mozambique was endorsed by the Executive Board at its Second Regular Session of 1996, on the basis of a UN Country Strategy Note (CSN) and WFP Country Strategy Outline (CSO), both of which were prepared in 1995. The Mozambique Country Programme, approved by the EB in October 1997, was based on those documents with modifications in light of subsequent changes in the economic situation and in national development policies as well as the UNDAF Common Country Assessment of April 1997.

Mozambique is a pilot country for the UNDAF. UN agencies in the Joint Consultative Group on Policy (JCGP) agreed to harmonise and synchronise their respective programme cycles effective 1 January 1998. Thus, the CP was approved for a four-year period -1998-2001. It provides for WFP assistance of \$63,018,910 (including direct and indirect costs) for four community-based activities and three supplementary activities, which target 1,189,000 beneficiaries with 129,310 tons of food. The CP sets aside 32% of its resources for emergency operations and 68% for development activities.

The CP aimed to utilise resources and serve the most vulnerable populations better by focusing project initiatives at targeted food-insecure communities. It was envisaged that WFP programming would move towards improved integration and consolidation of infrastructure, rehabilitation, health and education, as well as disaster policy, management and preparedness activities. This was expected to result in a smaller geographic spread with heavier concentration of activities in identified communities.

At the national level, WFP supplementary activities aimed to: assist the Government by helping to formulate and institutionalise a national disaster preparedness policy; co-ordinate with the Government, donors, NGOs and the private sector to improve collaboration and advocacy for the hungry poor; utilise VAM to target vulnerable populations in food-insecure areas; and maximise opportunities for capacity-building and women’s participation in food relief and management initiatives.

The main goal of the evaluation was to assess whether the CP approach has been an effective tool for preparing and implementing WFP assistance to national development and relief programmes, and to determine whether this strategy has led to better results than the previous project approach. The mission’s work was guided by draft generic terms of reference focusing on the following specific tasks:

- To assess the extent to which WFP’s current development activities in Mozambique have been influenced by the CP approach so that they constitute a recognisable CP.
- To assess the extent to which WFP’s systems and procedures for programme and project identification, design, budgeting, funding and implementation at both the headquarters and field levels have enhanced or impeded the CP approach.
- To assess the potential of the CP to be an effective WFP contribution to both development and relief.
- To determine whether the current WFP-assisted development activities have been designed to make a direct contribution to the objectives of the CP.
- To assess the extent to which the individual WFP-assisted activities represent effective use of food aid (including the practices and principles enshrined in the new “Enabling Development” policy).



- To provide recommendations for the CP that can be used in the development of future Country Strategy Outlines and CPs and to provide accountability to the Executive Board.

Thus the present analysis does not constitute an evaluation *stricto sensu* of the individual core and supplementary activities in the CP. It is rather an assessment of the suitability and effectiveness of the country programming approach to achieve the four qualities of integration, concentration, coherence and flexibility¹ sought through the application of a new process (together with government and all other key stakeholders) of joint programming and activity preparation.

2. RATIONALE FOR WFP FOOD AID

Food insecurity and poverty

The signing of the Peace Agreement in 1992 ended nearly 20 years of civil war exacerbated by severe drought that destroyed much of the country's infrastructure and made millions destitute. Mozambique's human development indicators are among the worst in the world. Life expectancy at birth is estimated at 48 years. The infant mortality rate is estimated at 162 per thousand live births. The general illiteracy rate is estimated at 67 percent, with the female illiteracy rate estimated at 79 percent.

Mozambique is one of the world's poorest countries with a per capita GDP of US\$240 in 1999 (up from US\$145 in 1995)². It has a low population density (about 22/km²), a mainly rural population (80%) and a predominantly agricultural economy (30% of GDP and 80% of exports) that is particularly vulnerable to the recurring natural disasters (cyclones, floods and drought) to which the country is prone. However, although agriculture is indeed the backbone of the national economy, in effect the largesse of the donor countries and agencies is arguably one of the principal determinants of the level of Gross National Income. Seventy percent of the population is estimated to live in absolute poverty³, which is higher in rural areas (71.2%) than in urban areas (62%). Moreover, about one-third of the people in each area are destitute or ultra poor, with consumption expenditure 60% or less of the poverty line.

Aside from the rural population, a substantial part of the urban population is actively involved in agriculture; just over half of all urban households have at least one plot of land (machamba). Despite its important role in the economy, Mozambican agriculture is in general characterised by low technology, low input use and thus low productivity, especially in the family sector. Its principal objective is subsistence with very little focus on the market, and it is mainly rain-fed (dry-land), hence entirely subject to the vagaries of the weather (irregular rains, recurrent floods and drought).

Rural households in Mozambique are largely self reliant, obtaining 70% of their food from their own land or some other source and purchasing only 30%. Urban dwellers purchase 83% of their food; the balance is grown, gathered or obtained through public or private transfers. Purchase of food is achieved through markets, however 74% of rural dwellers do not have access to daily or weekly markets in their community. The median distance to a market (if there is not one in the community) averages 15 km (21

¹ The mission defined these as follows:

Integration: WFP's core Country Programme activities are consistent with and targeted to the stated strategic priorities of the government and other donor agencies within the UNDAF framework.

Concentration: Food aid is targeted to the poorest regions and the most food insecure households, and used to support the most appropriate activities in the given socio-economic context.

Coherence: Degree of complementarity and internal linkages among the main elements of the CP, and the CPs external linkages to other government and donor development activities.

Flexibility: Extent to which resources may be switched between activities within a CP (at present 10% of total CP budget).

² Economic Development and Poverty Reduction, GOM June 2000

³ Household Survey of Living Conditions (HS1996/97)



km in the northern region). Only 61% of roads in communities of the central region, 72% in the northern region and 81% in the southern region are passable all year round.

National food security policy and strategy and the role of food aid

With the end of the civil war and that of the emergency situation, the attention of the government has turned to the country's long-term development. This change coincides with the ongoing process of adjusting the role of the state, moving from direct control over production and distribution to the creation of an environment conducive to the expansion of economic activity and private investment. Several recent policy documents outline the national sector objectives. In 1995, the government approved the Poverty Alleviation Strategy, the National Nutrition Action Plan and the Agricultural Policy and Implementation Strategy. In all of these documents the government recognises the fundamental importance of food security and of the agricultural sector in reducing poverty and promoting economic growth.

The *Agrarian Policy* is aimed at ensuring that the agriculture sector plays a leading role in the achievement of the national strategic objectives. These are i) food security; ii) sustainable economic growth; iii) employment creation; and iv) poverty reduction. The agricultural sector is to contribute to these objectives through a family sector that is self-sufficient in food and that produces a marketable surplus, and an efficient commercial sector that contributes to rural development.

The policy of reducing poverty and guaranteeing food security was formulated to raise the production and incomes of rural farm families who suffer from food insecurity because of low levels of production technology, irregular rainfall and the generalised poverty that characterises this group. The objective is to produce sufficient food to provide a daily caloric intake of at least 2,200 calories per person. In addition to this production objective, the policy identifies the need to provide a social safety net to guarantee food security to the most vulnerable families and others affected by natural disasters.

Within the framework of the agricultural policy, the principal objective of PROAGRI (the principal vehicle for the realisation of the national strategic objectives) is the recovery of agricultural production, which will contribute to the improvement of food security and increase in marketing of export products. Its main thrust is to put in place improved institutional arrangements for the financing and delivery of agricultural services for the family sector, and to develop critical capacity within MAF (now the Ministry of Agriculture and Rural Development) to provide efficiently and effectively essential services that are of public goods in nature. The agricultural investment programme in coordination with other sectors (roads, commerce) should create institutional and infra structural conditions to facilitate agricultural production and marketing, permitting the achievement of the objectives of poverty reduction and improved food security.

The approval of the National Plan of Action for the Reduction of Absolute Poverty in February 2000, laid out the framework for the harmonisation of a number of policy instruments (Population Policy, National Food Security and Nutrition Strategy, National Strategic Plan to combat STD/HIV/AIDS, Post Beijing Plan of Action, National Integrated Programme for Social Action, Employment and Youth). This harmonisation will be achieved through the preparation of Provincial Plans for the Reduction of Poverty. Therefore the National Food Security and Nutrition Strategy will be implemented as a component of the Provincial Plans for the Reduction of Poverty with non-governmental and private sector partners as appropriate.

The National Plan for the Reduction of Absolute Poverty shares a similar vision with the National Strategy for Food Security and Nutrition. Both documents emphasise the need for economic growth and the development of human capital. However, in addition the Strategy identifies specific activities in the long term to increase the efficiency of the agricultural marketing system and hence improve access to food as well as its availability and utilisation. Among the short-term actions required to improve food and nutrition security, mention is made of a food aid policy. This is seen as the “development and



adoption of a body of rules to be followed by all importers and purveyors of food aid: government, donor agencies, NGOs, in order to maximise the effectiveness of food aid in reducing food insecurity, minimising its impact on the efficiency of domestic food markets. These rules should be biased against free food aid distribution.”

A draft food aid policy was prepared at the end of 1999. In the recent emergency situation, it appears to have been put on hold and the process for its consideration and approval by Government has not yet been initiated. It is the result of a long process of consultation between government, donor agencies and other key stakeholders in which WFP has played a major role. The policy meets four objectives: it defines the appropriate responses, uses and overall contributions of food aid to food insecurity in the context of the national food security strategy; it identifies measures for satisfying the food needs of the hungry poor without creating dependency effects; it sets out rules and procedures to ensure that the use of food aid in Mozambique does not result in production disincentives and market displacement (free food distribution is only permitted for a short period in the immediate aftermath of a disaster); and it defines the institutional framework for the co-ordination of food aid.

In the context of the national food security strategy, the policy identifies five priority areas for food aid: emergency relief, rehabilitation of physical infrastructure, health and education, market development and balance of payments. Complementary areas needing to be strengthened are disaster management, monitoring and information systems and regional collaboration. Several types of programme modalities are identified; of these, food for work, supplementary and therapeutic feeding for vulnerable groups and food as an incentive for education and/or training programmes are consistent with WFP's mission. The role for food aid implicit in these policy prescriptions appears to be three fold:

- a) to enable poor households to invest time and resources in improving their economic situation;
- b) to improve human resource development through better nutrition; and
- c) to strengthen coping mechanisms in the face of adverse economic shocks and natural disasters.

WFPs development priorities

In 1999, WFP reformulated its development priorities to focus on five activities with the goal of meeting the urgent needs of people largely by-passed by the conventional processes of development:

- To enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs;
- To enable poor households to invest in human capital through education and training;
- To make it possible for poor families to gain and preserve assets;
- To mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind; and
- To enable poor households which depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.

The role for food aid implicit in the draft food aid policy, as outlined in the previous section, appears to be entirely in line with current WFP development priorities as stated in its Food Aid and Development Policy (FAAD).

3. THE COUNTRY PROGRAMME AND ITS ACTIVITIES RE-EXAMINED

WFP activities prior to the Country Programme

Between the approval of its first project in Mozambique in 1974 and the start of its first Country Programme there on 1 January 1998, WFP committed over 1.4 million tons of food aid to the country, at a total value of US\$569 million. Large-scale emergency operations in response to the war and a



devastating drought as well as considerable assistance to Mozambican refugees in neighbouring countries, accounted for 80% of WFP activities. Despite the overwhelming need for emergency assistance, WFP was able to utilise 20% of its commodity resources for development programming. The main elements of these development support activities consisted of support to education, and projects in support of the tea, forestry and livestock sectors, all of which were terminated in the early and mid-nineties.

The CSO, approved in 1996, had recommended that future programming should be based on rehabilitation and disaster mitigation. However, focus on the education and health sectors would continue parallel with rehabilitation and construction of public infrastructures and capacity building to enhance Government response to sudden emergency situations and to variations in local food economies. This would make use of VAM for better targeting of the poorest households.

Thus, immediately prior to the start of the current CP, WFP's portfolio comprised four major categories of interventions: a) drought-related assistance; b) assistance to resettlement; c) reconstruction and rehabilitation; and d) development of human resources (school feeding). Development assistance was being provided through four projects that were rolled over into the CP. WFP support to the health sector consisted of the LOA (milk, oil and sugar) Programme (therapeutic feeding in hospitals) and Supplementary Feeding Schemes, implemented by NGOs, both of which were financed through emergency funds.

In the education sector, Project Mozambique 5160 *Feeding of students at boarding schools and in drought areas* was reoriented in 1998 after a management review and appraisal to focus on boarding school feeding only. It was further envisaged that the Ministry of Education would accompany the boarding school feeding programme with a training component on management of cash funds in order to prepare the phasing out of food assistance to this sector. It was proposed that this should commence in the second programming cycle starting in 2002.

Project 5331 *Construction of schools and health centres* was directed at supplementing WB assistance for the financing of health and education infrastructure rehabilitation (700 three-room primary schools and 192 health posts) at targeted school feeding and health centre locations. The project was based on the concept of community participation (with NGO support), labour intensive construction methods and the use of locally available construction materials. WFP was to provide a food-based incentive ration to communities, including soap, and provision was made for substituting cash for the cereal part of the ration where the district in question had a good maize supply. WFP also agreed to manage temporarily the WB credit funds in order to ensure the simultaneous transfer of cash and food to NGOs (through which it was expected that the construction activities would be implemented).

Under Project 4720 *Assistance to feeder roads construction programme*, WFP's assistance (specifically for the construction or rehabilitation of 2200 km of feeder roads) to the nation-wide feeder roads programme (FRP) was linked to the WB supported Roads and coastal shipping project (ROCS), with technical assistance from ILO and substantial bilateral donor funding. WFP assistance to FRP started in 1988 with emergency resources and was considered a good example of the "transition from relief to rehabilitation". The project was to be continued (and eventually phased out) in the CP "in support of Government infrastructure objectives and maintenance endorsements while road construction privatisation is fully introduced".

Small-scale development activities were also being funded through the emergency operations and through Project 4721 (Urban Basic Services), which both had strong links with community development. The latter project supported a) food-for-work schemes implemented by NGOs, communities and the Maputo City Council; and b) some 2500 children in newly established pre-schools with the objective of promoting community development around pre-schools, while permitting mothers to go out and work. The community development component was considered a success. Thus it was proposed in the CSO that in the future CP, those community initiatives suitable for food aid support (together with the micro-



project component financed under emergency operations) should be assisted through the device of a Food Fund that would also especially target women.

Objectives of the Country Programme and its components

The CP has two long-term development goals and four related, lower level “principal objectives”. The goals are:

- To contribute to the capacity of targeted food insecure communities to carry out development activities which reduce their vulnerability, specifically in the areas of: infrastructure and rehabilitation; health and education; and disaster policy, management and preparedness; and
- To respond to national disaster emergency food requirements.

It is assumed that these goals will be attained by actions to:

- Enhance the role of women in the food aid and food management decision making process, in order to contribute to opportunities for improved household food security;
- Increase national and local institutional capacity, through counterpart training;
- Manage a consolidated and comprehensive vulnerability analysis and mapping database, in order to identify and target better the most vulnerable food insecure communities; and
- Promote the coordination of a Government food security committee representing the Government, United Nations agencies, donors, NGOs and the private sector in order to address food related issues, policies and programmes.

The CP targets 1,189,000 beneficiaries through the utilisation of 129,310 tons of food for the 1998-2001 period, at a total cost (including direct operational costs-DOC, direct support costs-DSC and indirect costs) of US\$63,018,910. As noted above four development projects (utilising just over two thirds of total CP resources) and four supplementary activities are identified in the CP as the means through which WFP food aid may contribute to the attainment of the CP objectives. These are: MOZ 5160 - Feeding of students at boarding schools and drought-prone areas (\$13,066,090-20.7% of the CP); MOZ 4720 - Rehabilitation of feeder roads (US\$1,702,520-2.7% of the CP); MOZ 5331 - Reconstruction and rehabilitation of primary schools in rural areas (US\$10,921,400-17.3% of the CP); and MOZ 5935 – Food Fund/Micro-Development (US\$17,141,830-27.2% of the CP).

The CP also earmarks US\$ 20,187,070 (32% of the CP) for future emergency operations for an estimated total of 800,000 people between 1998 and 2001. The immediate objective within this context is to assist the GOM in responding to immediate disaster related food requirements, by ensuring an increased role of women in food relief and management with the long-term objective of reducing the loss of life of disaster victims and maintaining minimal household food security in food affected areas.

Supplementary activities included assistance to the Government in formulating and institutionalising a national disaster preparedness policy; coordinating with the Government, the donors, NGOs and the private sector (a National Food Security Committee) to improve collaboration and advocacy for the hungry poor; utilising vulnerability analysis and mapping (VAM) to target vulnerable populations in food insecure areas; and maximising opportunities for capacity building and women’s participation in food relief and management activities. VAM, gender activities and co-ordination, monitoring and evaluation are estimated to cost \$993,210, \$851,970 and \$205,020 respectively over the CP period. The first two supporting activities are funded from the direct support cost component of the four development projects, while the Food Security Committee is financed from the direct and indirect cost budget of the Food Fund.

It was envisaged that programming in the CP period would move towards improved integration and consolidation of infrastructure, health and education, as well as disaster policy, management and preparedness activities. The VAM system was to be used to identify communities based on vulnerability



criteria and predominantly in the food deficit and disaster prone southern region, while local purchases of food (endorsed by the EB in the decision approving the CP) were to be made in the northern region of the country.

The two overall goals of the CP are clearly defined. They are also relevant to government development priorities and entirely consistent with WFP's new FAAD policy. The core activities are complementary, self-reinforcing, and well integrated with relevant government development programmes at district and provincial level. They are based on a participatory approach at community level and are also of a nature to facilitate the concentration of WFP-assisted activities as well as being FAAD-compliant. The current activities are relevant to the 2 principal long-term CP development objectives, generally well targeted on account of VAM and adhere closely to the WFP commitments to women.

The strategic focus is on disaster mitigation and preparedness at household and community level. In the context of Mozambique, historically prone to droughts and floods, such activities are, in effect, a sub-set of rural development actions inasmuch as they encompass actions to strengthen communities' capacity to harvest, control and conserve their soil and water resources as well as to raise their disaster preparedness and response through training.

This support was to be extended through a Food Fund. The mission considered the design of this modality to be farsighted, inasmuch as it provides an expandable mechanism for financing disaster mitigation, preparedness and response activities as a sub-set of normal infrastructure development actions. However, the objectives are extremely broad and seem not entirely consistent with the long-term goal of reducing vulnerability to natural disasters. As a result, the promotion of disaster mitigation activities is not yet given sufficient prominence in practice and interaction and partnership with national institutions responsible for rural development are still somewhat limited.

Analytical Basis for the CP

The current CP and its constituent activities are largely based on the 1996 CSO, modified in light of the CCA carried out in 1997, the lessons learned in the management and design of complex emergency and development operations and the VAM baseline analysis of 1996, which provides the basis for all social and geographic targeting at activity level. This suggested the need for WFP programming to follow a more integrated approach, using food aid to meet development objectives and concentrating cross-sector activities in fewer geographic areas. In view of the size of the country, this entailed an even stronger role for the sub-offices, the existence of which had ensured the efficient and effective implementation and monitoring of all WFP-assisted activities.

Strategic orientation of the CP

The principal benefits expected to accrue from the country programming approach are fourfold:

- **Integration** of WFP's development activities with those of the government, other UN agencies within the UNDAF framework and other donor agencies;
- **Concentration** and better targeting of food aid towards the poorest regions and sections of the population, and better focusing of food aid resources on the most appropriate activities in the given socio-economic context;
- **Greater coherence and internal consistency** of programme activities through better co-ordination of WFP activities and increased internal and external linkages; and
- **Flexibility** permitting greater possibilities for re-orienting activities or resources to respond to changes in national or community priorities or to emergencies.



It is thus necessary to examine the Mozambique CP in terms of its performance in these four areas.

Disaster mitigation, preparedness and response are fundamental elements of the CP strategy. At its inception, Mozambique lacked the necessary government policies and institutional structures for disaster management. WFP, UNDP and other partners have assisted the government in the creation of the necessary enabling environment for disaster management. WFP has chaired the UNDAF theme group on disaster management and a number of innovative activities have taken place to enhance awareness of disaster management issues such as a school poster competition and a contest for female journalists. Policies are now largely in place and awareness has been heightened, so programme activities must move on to the even more difficult challenge of *implementing* disaster preparedness and mitigation strategies and activities.

The mission found that, although the Food Fund is not yet fully operational, it has already provided the CO with the desired **flexibility** to make an effective transition between development and emergency operations. During the flood emergency in early 2000, the presence of the Food Fund field monitors and the in-country stocks of development food resources allowed WFP to make an extremely timely and efficient response to the unfolding emergency. The evaluation mission heard widespread and unstinting praise for WFPs quick response to the emergency, even from donor organisations that had been sceptical about the value of WFP development programmes.

Strategically, the activities are **linked** in the sense that they are all integrated in the national development strategy. More specifically, they are all in line with the Poverty Alleviation Strategy, the National Nutritional Action Plan and relevant sector programmes in education and rural infrastructure. Geographically, they are linked through VAM targeting of the most food-insecure districts of the central and southern regions. The disaster-related supplementary activities are further linked to core activities in that short-term emergency expansion of these activities is a significant part of CP planned disaster response.

However, the CP does not yet realise the full potential for programming linkages (**integration**) among its core projects and supplementary activities (e.g. feeding at pre-schools under the FF and the support to the education sector; Food for Assets under the FF and school construction and rehabilitation). Indeed, the mission considers that the integration and internal consistency of CP activities in support of education and those under the Food Fund could be further enhanced.

The mission observed that there was a high degree of **coherence and internal consistency** in the CP. Indeed, the nature, scope and implementation modalities of the CP appear, on balance, to have been determined largely in relation to clearly defined technical and strategic objectives (creation of community assets for the food-insecure poor, human resource development and disaster mitigation).

The mission found evidence of a deliberate bias in the CP towards **concentration** of food aid by sector (health, education and rural development-disaster mitigation), and by geographic area (to the most food insecure districts and disaster prone areas, mainly in the central and southern regions). The mission noted, however, that **concentration** of CP resources, especially in the context of the Food Fund, could be further improved to provide a stronger focus on disaster mitigation as well as on women. A framework for geographic concentration is in place, based on VAM, but programmatic focus of the Food Fund is somewhat dispersed.

For practical reasons, the initial design of the Food Fund appears to have been a “catch-all” for existing infrastructure construction and rehabilitation activities, as well as for numerous vulnerable group feeding activities that had been undertaken in the post-war period using left-over EMOP resources. Efforts are now underway to ensure that its strategic focus is brought more closely in line with the CP disaster mitigation goal. This change will require the provision of more technical-level support to communities on appropriate and realistic projects that could help mitigate disasters. It will clearly also have



implications in terms of the implementing partners (both within and outside government) most appropriate for the effective conduct of these activities.

On the whole, therefore, the mission is led to conclude that the process of developing the first CP has resulted in a clear strategy and a coherent programme for WFP in Mozambique. As the mission has already noted, the 4 projects are compatible with government policies, and, for the most part, well **integrated** with them. Certainly, there was also a considerable sense of “ownership” on the part of government at national, provincial and district levels. It was quite clear to the mission that the counterpart ministries were real partners in the planning and implementation of WFP-assisted activities.

However, the mission observed that while there appeared to be strong and effective **partnerships** with government agencies, those with other agencies appeared minimal (e.g. bilateral donor agencies and NGOs) or where they did exist, somewhat ineffective in terms of planning and managing activities (e.g. with WB and NGOs in the school construction and rural infrastructure projects). On the whole, bilateral donors seemed not to be engaged with WFPs development agenda and the only substantial UNDAF partnership that appeared to exist was that with UNDP on disaster mitigation activities and FF monitors. Moreover, the lack of UNDAF or NGO partners on LOA and boarding school feeding severely reduces the exit strategy options inasmuch as it is unlikely for the foreseeable future that the government would be able to continue these activities without external support.

The role and utilisation of food aid

The role of food aid has changed dramatically in Mozambique in the past decade. National agricultural production has increased even faster than the most optimistic projections and there was a positive food balance of almost a million tons (maize equivalent) from the last crop year (1999-2000), although severe regional imbalances exist between the surplus north and the deficit south.

The government has not yet approved the draft policy on food aid, so it is difficult to assess its stance on the use of food aid in non-emergency settings. Some donors and NGOs have strongly rejected the use of food aid in Mozambique, especially for development activities. Food aid commodities are often not accepted as a means of payment for labour in the north of the country. In this context, WFPs geographic targeting to food deficit areas and its commitment to disaster mitigation activities are critical. The mission also noted that WFP’s widely praised and rapid response to the flood emergency would have been impossible if the human and food resources from the development programme had not been in place.

For the duration of this CP and for the next one, it will be necessary to keep under constant review the appropriateness of food aid for development activities in Mozambique. Monitoring systems should track participants’ willingness to work for food aid, and the size and composition of rations required, as indicators of the effectiveness of food aid as a development resource in the country. Food aid will continue to be appropriate for boarding school feeding, as a necessary input to the development of human resources in Mozambique and as a means of providing educational opportunities for the poorest disadvantaged students, especially girls. The pilot programme to switch from providing food aid to providing cash resources for schools in surplus zones appears to be a well-conceived means to ensure that food aid is used only where it is most effective.

Food procurement

WFP policy on procurement aims to procure food at the lowest cost possible, i.e. through competitive tenders. At the same time, other essential criteria are considered, such as capacity to deliver the requested quantities, time of delivery and finally quality of the commodities and the packing. Such considerations can sometimes influence WFP policy in that the lowest tender may not always necessarily be accepted. Certification of fitness for human consumption is also a basic requirement. Timely deliveries (all costs



included) to the WFP in-country warehouses or EDPs are also issues taken into consideration when evaluating tenders.

The WFP country office is under pressure to make local purchases, especially when there has been a bumper crop of maize in the northern and central regions, and in particular when there has been an excess of unsold maize. The mission noted, however, that Mozambican maize tended to be mostly of grade two quality with a lot of foreign matter. High transportation costs, both by land and coastal shipping, for local purchased maize in the north has a great influence on where the WFP Regional Office places its purchase orders. In recent times, the CO has come under increasing pressure to purchase all vegetable oil, sugar and pulses in country. In kind donations, e.g. from the US Government, are also becoming more and more difficult to import into Mozambique due to internal surpluses.

In the final analysis, economic concerns dictate where WFP food is purchased even though WFP Mozambique would like to stimulate internal trade to the extent possible. The mission was informed that:

- A large part of the maize for central and northern regions of Mozambique is bought in-country;
- All maize for the Southern region is bought in South Africa;
- Other items being procured in Mozambique, namely salt and beans are both of good quality and competitive prices;
- For oil and sugar, prices are not internationally competitive. To the contrary, both products are excessively expensive.

Since 1999, WFP has purchased in the region 41,936 tons of food for a value estimated at about US\$ 5.2 million. Of this quantity, about 25 % (10,359 MT) was bought in Mozambique. WFP Mozambique is also involved with the Ministry of Commerce and Industry in measures to increase local procurement and provide better information to suppliers about the procurement rules of the organisation and to ensure that all suppliers in Mozambique receive the tenders issued by WFP Harare (the WFP office responsible for regional procurement). Finally, WFP is fully involved in a working group chaired by the Ministry of Commerce (with FAO and EU support) to address the issue of maize quality, storage, pricing and access.

In light of these considerations, the mission concluded that within the limits imposed by WFP regulations, a substantial proportion of WFP commodities are locally procured in food-surplus areas in the north. However, further increases in WFP domestic food procurement are constrained by quality concerns as well as national trade and tariff policies that inflate local sea transport costs.

4. SYSTEMS AND PROCEDURES SUPPORTING THE CP

Decentralisation and delegation of authority

The country programme approach was introduced while WFP was embarking on a process of decentralisation. This entailed the creation of regional offices and the delegation to them and to the country offices of the responsibilities for programme and project preparation and approval, formerly exercised by WFP HQ in Rome. This was expected to enhance the flexibility of the Country Director (CD) in developing and negotiating country programmes and making shifts in resources when appropriate. However, the process has been protracted and there are still grey areas and differing interpretations about procedures and the precise extent of the delegated authority, particularly in the area of budget and finance.

The Maputo RO was created in November 1996 (Executive Director's memorandum of 15 November 1996) and oversees significant development resources in the 5 countries (plus Zimbabwe and Comoros for emergencies) in the cluster. Regional offices are to provide support for programming, pipeline and personnel management; logistics management (procurement post in Harare); finance and administration; telecommunications and information technology; management; and reports administration. However, the



memo states that the exact role of the RO will vary according to the configuration and needs of the country grouping. COs would be delegated authority according to how well equipped they are to carry out a wider range of tasks.

The staffing of the RO took some time to complete. As no regional programme advisor was assigned to Maputo until Nov 1997, it was decided that the CO would correspond directly with HQ on the preparation of the CP. Similarly in logistics a regional post was created as from January 1998. Two issues arise, however, in respect of the technical support (project and programme analysis and training) required for programming development activities. The needs of the CO in this area (CSO, CP and activity preparation) are considerable. It appeared to the mission that the Mozambique CO benefited from its close proximity to and effective integration with the RO. Even so, the experience of the past four years has made it clear that these tasks cannot be carried out efficiently, effectively and in a timely manner by one single officer in the RO.

Budget preparation is co-ordinated with the RO (preparation of CO budgets and RO and CO work plans is done jointly with the RO). Regional meetings are held at least 3 times per year (the matter of country programming procedures was addressed in a regional meeting held in June 1998) and the RO makes a concerted effort to keep COs informed and to provide regional training, etc. Thus, although supporting systems and clear procedures were not in place for the preparation of the first CP, the situation has now improved, there are frequent regional meetings and consultations and the Project Design Manual is also now available through the internet and on CD-ROM.

Recommendation:

The regional programme adviser's office should be strengthened as a matter of urgent necessity. The RO should be equipped with the funds and expertise to organise regular programming workshops in a region where development is a principal activity. The respective areas of responsibility of the WFP HQ and regional/country offices should be more precisely defined with regard to programme development and monitoring and evaluation, supported by clearer rules of procedure

Guidelines, Directives, Policies

One of the main principles of the organisational change strategy is that WFP must change fundamentally how it works, particularly in terms of how development work is carried out. Country offices were asked to undertake the first generation of CPs **before** the supporting systems/policies/guidelines were put in place. Since then, some of these have been provided: Resources and Long-term Financing Policy (1999); Enabling Development policy-FAAD (1999); Programme Design Manual (PDM, 2000); Disaster Mitigation Policy (2000). The mission found, however, that there was a lack of clarity about how the FAAD and Disaster Mitigation policies were to be applied in practice.

On the procedural side, and in the absence of the PDM, there has been a series of informal "guiding" emails from HQ and the RO. These have sometimes been in conflict and have thus left the CO in doubt as to the correct procedure to be followed. A case in point has been the scope, nature and timing of appraisal/evaluation in the project preparation process, which appears to be within the purview of the CD, subject to technical clearance by the RO. This problem needs to be analysed in the context of the decentralisation process in the Southern Africa cluster.

Recommendation:

There is a need for a precise definition of the respective areas of responsibility of the WFP HQ, ROs and COs and clear guidelines and rules of procedure.



Budgets and financial resources

As noted above, there appears to be some confusion over budget and finance matters and this has hindered the management and implementation of the CP. In this respect, a serious constraint on WFPs ability to carry out development activities efficiently and effectively is constituted by the methodology followed in the calculation and allocation of direct support costs (DSC). Food by itself can indeed be an investment resource; but to be used effectively to promote development, it must be combined with other inputs (human, material, financial and technical know-how). This is less so in emergencies, where the overriding consideration is speed, food has the sole purpose of satisfying hunger and is not also a means to an end i.e. a sustainable improvement in food security through development.

In the past, PSA provided the CO with the resources required for financing other essential, complementary programme inputs. This seems no longer to be so. DSC is now calculated as a percentage of the food programmed and actually delivered. The less food “called forward” and delivered, the smaller the DSC. However, there is no direct correlation between the quantity of the supporting inputs that may be required and the “**amount of food moved**”. The mission recognises that this may well be an appropriate way to calculate DSC for emergencies. It acts, however, as a serious impediment for development assistance and indeed as a disincentive to staff, to the extent that such activities require the investment of considerable time and effort for which adequate budgetary resources are not provided.

Furthermore, the calculation of the advance DSC for the next year appears now to be based on the actual “**amount of food moved**” the previous year (i.e. if all of the food programmed is not “moved”, the CO is penalised the following year through a reduction of the DSC). This results in a paradox. If a CO invests time in developing partnerships, joint planning and programming, training and capacity-building (time-consuming and labour intensive activities), it will be penalised for any consequent delays in “food moved” by receiving a budgetary allocation that may vary in inverse proportion to the effort expended. The mission is thus compelled to the conclusion that while the formula for calculating DSC may have been suitable for a logistics oriented programme preoccupied with “moving food” in emergencies, it is completely unsuitable for an agency engaged in development support activity.

Recommendation:

A more appropriate **formula for calculating DSC for development activities** should be found. In addition, COs need to be kept regularly informed of the various funding sources available at HQ that could be used to finance complementary activities or other technical support for which funding is not provided in the CP or in their operating budgets.

Human resources

In general, personnel administration seems to be an area in which there is insufficient consultation between WFP/HQ and its field offices. The Human Resources Division does not appear to consult with the regional office or CO nor keep them informed in good time of personnel movements that affect them directly. Moreover, the views of the RO, in the rare cases in which they are sought appear seldom to be taken into account.

Certain core functions are required for planning and implementing development programmes (e.g. logistics, M&E, gender, VAM, possibly others). To fulfil the expectations laid out in the Enabling Development policy and ensure that COs are equipped to carry out development activities properly (as distinct from emergencies), the **staff complement and profile, and the logistic resources must be appropriate** for these tasks together with adequate budgeting and financial flexibility. In the case of Mozambique, four programme officer posts (two international and two national) are provided for the design, implementation and monitoring of this large and complex programme. As a supplement, JPOs and other short-term consultants are provided on an ad hoc basis.



Because of the peculiar properties of the system followed in the calculation of direct support costs, the mission observed that programme staff were being funded from emergency resources and would have had to be separated if the recent floods had not taken place. The high frequency of staff rotation as well as temporary transfer also appeared to be having a considerable negative effect on programme management. Between April 1999 and July 2000, 7 international personnel (including 1 JPO and 2 programme officers) were transferred from the CO and 4 new staff arrived. In addition, 4 international personnel (from the CO and the RO) were sent on temporary duty to Kosovo, 3 to Lesotho, and 1 each to Malawi and East Timor.

It is noteworthy that, at the time of the mission's visit in June/July 2000, the Programme Unit of the Country Office had only two international professional staff with several years experience with WFP. The other staff positions were filled by 2 NPOs (respectively with 1 and 2 years previous WFP experience), and 2 JPOs with 1 year of WFP experience. Given the size and complexity of the programme as well as the need for continuing dialogue and joint programming and co-ordination with government counterpart institutions, UNDAF partners, bilateral donor agencies, NGOs and communities, a certain minimum degree of continuity (institutional memory) in programme management is essential. It seems clear that this condition is not ensured by the current WFP institutional arrangements.

The Mozambique CP is focused on support to the education sector, disaster mitigation/rural development activities and community development (Food Fund). In addition, there are supporting activities, such as finance and administration, VAM, gender focus and mainstreaming and advocacy/public relations/reports. Moreover, given the size of the country, the large number of beneficiaries and the quantities of food to be moved, good logistics is of fundamental importance. Finally, effective implementation of the Food Fund will require adequate staffing of the CO (social mobilisation officers/food monitors) at field level (WFP sub-offices).

Recommendation:

In light of these considerations, the mission is of the opinion that the existing sub-offices should be retained. The mission considers also that the minimum core staffing of the CO, apart from the Country Director, should include two deputies (one each for programming and administration/finance and logistics) and at least one staff position each for VAM, administration/finance, reports, the Food Fund and the education sector support activities.

The mission considers that this issue merits close attention by OD and the HR Division. A necessary condition for the successful preparation and management of WFP country programmes is the presence in the CO of personnel in sufficient numbers and with suitable training and experience. To this end, it would seem imperative that a review of the field staff should be undertaken by WFP/HRD. This exercise would seek to define the minimum fixed core staffing required (both national and international) for the effective management of development activities, irrespective of the planned (or realised) annual food tonnage. It should also attempt to arrive at a suitable formula for determining those posts (programme and support staff), the numbers of which would vary with the size, complexity and geographic coverage of the programme.

In any event, in the interest of continuity, efficiency and effectiveness, it would appear advisable that programme management activities be entrusted to a cadre of national professional officers. The use of international programme staff at CO level should be limited to areas where their cost effectiveness is greatest (e.g. transfer of experience of efficient and appropriate development food aid use and programming from other countries and development situations). Their tours of duty should also be of sufficient length and staggered in such a way as to ensure optimum performance and maximum continuity in programme management.



Recommendations:

OD should urgently review the issue of **staffing** and implementation modalities with a view to determining:

The minimum fixed core staffing required (both national and international) for effective programme management, irrespective of the planned (or realised) annual food tonnage, based on the scope and nature of the programme needs and national institutional capacity;

A suitable formula for determining those programme and support staff posts (functions, responsibilities and job descriptions), the numbers of which would vary with the size, complexity and geographic coverage of the programme; and

The appropriate staff profiles (qualifications and experience) and internal organisational structure of the Programme Unit.

For **decentralisation/delegation of authority** to be effective, WFP field offices must be consulted and informed before staffing decisions are made.

Monitoring and evaluation

The CP specified the routine collection of data on indicators to assess the process, outputs and effects of WFP assistance. These included the cost effectiveness of food aid management; co-ordination with government, bilateral donors and NGOs; the effectiveness of food aid as a relief and development tool; effectiveness of food aid in meeting the needs of vulnerable groups, particularly from a gender perspective; beneficiary participation in food distribution and asset management; and benefit analysis by beneficiary groups, gender and activity type. This was supposed to be a primary responsibility of a monitoring and evaluation unit within the CO in collaboration with the gender and VAM officers.

The M&E unit is being set up and there has been as yet no systematic monitoring of the CP. Baseline surveys have not been conducted for each activity, although mid-term and final evaluations have been carried out, mostly by external consultants. They are of uneven quality and seem to be aimed at collecting a wide range of data related to the scope of the project activities with little relevance to the indicators specified in the CP. With the exception of the FF, monitoring primarily consists of recording and reporting on completed activities, food distributed, and the number of beneficiaries. In addition, goals, objectives, activities and assumptions are often not well articulated. Thus, it has been difficult for project teams to select practical, key performance indicators on which to report.

Conscious of the weakness on the monitoring side, the CO has started to install a new monitoring system in the FF, in line with the concept of result-based management that WFP intends to apply in the future. The result-based monitoring system now being introduced in the FF is designed to provide systematic feedback to managers as a basis for decision-making in project implementation. At national level, it is envisaged that a project management committee should meet quarterly to review the progress of activities in the plan of action towards pre-determined targets of key performance indicators. At this level, decisions are to be taken on the scope and nature of corrective actions (revision of work plans or quantitative and qualitative performance indicators etc.).

The information gathered at grass-root level by the food monitors is presented in monthly and quarterly reports and feeds a FF database, which is run by a monitoring focal point. This database facilitates the production of QPR, PIRs and COPRs in accordance with WFP standard reporting requirements. The main problem remains that initially no log-frame was produced for the project and therefore the indicators, objectives and activities were not planned in conjunction with partners. The office is aware of the problem and the production of a log-frame is planned for September 2000.

Gender

The main focus of WFP Mozambique gender strategy has been on effective implementation of WFP's Commitments to Women (CW), focusing on relations between men and women (gender mainstreaming). In 1998 gender activities within the CO were aimed at awareness and building capacity for gender



sensitive analyses, especially in project implementation and monitoring. WFP's Gender Strategy and Action Plan of 1999 focused on translating these commitments into practice and improving the gender sensitivity of the work environment. One of the objectives of the 1999 Gender Action Plan was to integrate gender into the CO Work Plan for 2000, thus obviating the need for a separate gender plan. One however was eventually needed for the Gender Mainstreaming Workshop that took place in Johannesburg in February 2000.

In 1998, WFP took concrete steps to introduce gender balance in its corporate structure. The Executive Director set the target for recruitment of women at 50% and obliged managers to demonstrate efforts in respecting the policy and target when recruiting by including this aspect of their responsibility as a major criterion for performance appraisal. The Mozambique CO is fully compliant with this policy inasmuch as the current gender ratio in its staffing stands at 50%. At corporate level, the CO also advertised for suitable national women candidates to apply to the roster established for women professionals at senior level (P4/5) and carried out interviews on behalf of Headquarters. One of the successful candidates was interviewed for the Country Director post in Malawi and Guinea-Bissau and was selected for the latter. The CO has continued to propose professional women candidates for the roster.

The mission noted that WFP is taking steps to integrate gender in the design and management of its CP activities. Gender guidelines were included in the Terms of Reference for the evaluation of WFP projects (e.g. MOZ 4720 & MOZ 5160). In the **health** sector, it is proposed to rehabilitate 15 pre-natal wards (casas de espera) in priority food insecure areas during the CP. These facilities are literally 'waiting houses' situated near to hospitals and clinics, where pregnant women can stay for up to two months prior to their expected delivery date. They are needed as part of the effort to reduce the high mortality rate of mothers during childbirth. This appears partly attributable to complications during pregnancy that are compounded by the great distances that mothers have to travel to reach the maternity clinics or health facilities.

In the **education** sector, the Secondary Boarding School Feeding project recognises the importance of WFP support in enhancing educational opportunities for girls and beneficiary data disaggregated by gender are provided in order to follow the increasing participation of girls. The percentage of female students since 1998 has averaged above 20% and about 13% of the staff are women. The weak female participation is mainly due to a lack of proper infrastructure to accommodate girls and strong cultural traditions. However, female-only boarding centres are being brought into the project and MINED and WFP also foresee a boarding centre rehabilitation activity to improve the teaching and living conditions of teachers and students. This would help make boarding schools more culturally acceptable for girls.

The preparatory activities for the **Food Fund** presented a natural opportunity to mainstream gender issues and improve the gender analytical skills of counterparts and WFP staff. Gender analysis was integrated into the training workshops held for all staff involved in the Fund. The new monitoring and evaluation formats created for the Fund also include gender-sensitive indicators and checklists and will probably form the basis for general project reporting formats.

In the **Feeder roads project**, the percentage of women workers rose from less than 9,5% in 1997 to 15% at the end of 1999. This increase is attributed to the hiring of gender advisers within DNEP and the brigades, to help with male-female working relations and to improve the recruitment process so as to create job opportunities for women and inform women of this option. With funds received from the **Gender Action Fund**, WFP has commissioned a study on 'Gender Aspects of Decision-making in Communities and Local Government in the Southern and Central regions of Mozambique' the findings of which will serve as inputs to the Food Fund and further training of monitors and DFFCs.

The CO has a gender focal point responsible for consolidating the CO gender action plan (GAP), as well as for internal advocacy and monitoring of gender issues. The GAP translates the WFP Commitments for Women into operational terms. All programme staff participate in the development and biannual review of the WFP gender action plan (GAP). The GAP has a detailed outline of all the activities to be



undertaken to ensure gender equity and empowerment of women in the CP. The table below shows how the different activities adhere to the CW (as of July 2000).

On the whole, the mission found that the use of vulnerability analysis has been of considerable assistance to the CO in its efforts to fulfil the WFP commitments to women, except in the education sector, where the recruitment of girls is constrained by the availability of adequate and appropriate boarding facilities and in the development activities under the Food Fund where women appear to be disinterested in activities other than beneficiary selection and the management of food rations.

Adherence to the Commitments for Women as of July 2000

Commitment	Comments
Target 80% of relief food directly to women	For the current EMOP (6225.01) field reports indicate that over 80% of primary recipients are women. WFP has social mobilisers working in each province helping women to organise themselves and supervising targeting of women beneficiaries.
Address micronutrient deficiencies and consider local habits	All WFP processed foods are fortified with appropriate micronutrients to address the needs of malnourished children, expectant and lactating mothers. WFP has adjusted its food basket to suit local needs, avoiding importation of yellow maize.
Ensure a lead role for women within all local decision making committees on food management and in the management of the assets created by food for work projects	Gender analysis and issues were included in the training seminars that led to the creation of these committees. The percentage of women in DFFCs is low, partly because district officials make up a substantial part of the committees and partly due to a lack of interest from women probably for cultural reasons. Women however make up the majority in most of the selection committees at the operational level, involved in beneficiary selection and food distribution. WFP commissioned a study on 'Gender Aspects of Decision Making in Communities and Local Governments in Southern and Central Mozambique' the findings of which will serve as inputs to the Food Fund and further training of monitors and DFFCs.
Contribute to the UN goal of reaching gender equity by the year 2001, particularly in higher management positions	Deliberate efforts are made when advertising to ensure that women are encouraged to apply for jobs, and qualified women who pass interviews are recruited. The current ratio of female to male staff is 1:1 for both professional and GS. For EMOP 6225.00/01 more women were recruited than men in total.
Target 60% of country programme resources to women and girls in those countries where gender statistics demonstrate a 25% point disadvantage for women compared with men	In terms of food received in 1999, about 50% of CP activities, on average benefited women and girls. This percentage is lowered mainly by the low percentage of direct female beneficiaries in the education sector projects (5160/01 and 5331) and the Feeder Roads project (4720).
Target 50% of educational resources within a country programme to girls	About 20% of the students and 13% of the staff receiving food in the school feeding project are female. This project and the school construction project aim to increase the attendance of girls by creating suitable living conditions for them and shorter distances to schools. MINED is working towards more female-only boarding centres. An experimental EP2 day school feeding activity is planned for 2001 as an incentive for girls to attend.



At least 25% of project outputs/ assets created with FFW are to be invested in activities aimed at the advancement of women	Although more than 25% project assets created with FFW were beneficial to women, less were specifically aimed at women. The planned construction of the waiting houses (pre-natal homes) will benefit women directly and one of the main aims of the school construction project is to increase girls' enrolment in schools.
Collect data on % resources from food distributed for women / men	A consultant was hired to create new monitoring and reporting formats that provide gender disaggregated data for the Food Fund. These formats are to be used for other projects as well.
Collect data on % benefit for women/men by activity	These data are collected during evaluation.
Collect data on women in food management committees	This is done for the Food Fund.
Define the implementation and monitoring requirements of the commitments in the contractual agreements with partners	WFP ensures that PLANOPS, MOUs and LOUs contain clauses stipulating GOM and NGO obligations aimed at planning, monitoring, evaluating and reporting on gender related activities and that reports show gender disaggregated data.

Vulnerability analysis and mapping (VAM)

The CP includes a secondary objective of managing “a consolidated and comprehensive vulnerability analysis and mapping database, in order better to identify and target the most vulnerable food insecure communities”. A secondary activity, the use of VAM to target vulnerable populations, is also included. The evaluation mission found that VAM data and analysis are very well integrated into WFPs activities in Mozambique. Both the Food Fund and the planned school construction activities depend entirely on VAM targeting of vulnerable districts. VAM has been instrumental in allowing WFP to **concentrate on the most vulnerable populations**, as required under the CP approach. VAM has also helped the Mozambique country programme achieve the desired characteristics of **integration** and **concentration**.

VAM has enhanced integration among WFP Country Office staff, as well as between WFP and its partners, including the UN, bilateral donors, NGOs and key government departments. The VAM Unit's technical collaboration with the Ministry of Agriculture and Rural Development has opened channels of communication with the government essential for future WFP development programming. VAM has also enhanced WFP collaboration on contingency planning, and VAM maps were widely used to track the recent flood emergency.

The VAM unit carried out a baseline vulnerability assessment (VA) in 1996 and has carried out annual updates of transitory vulnerability since then. Collaboration on the production of the VA has been increasing annually due largely to the unit's work on building consensus. The VA is now seen as a product of the government-led Vulnerability Assessment Technical Group, even though the VAM unit and USAID's Famine Early Warning System still produce a disproportionate share of the analysis and writing. WFP began to use the VA results to help target its country programming in 1997/98. The government and other donors used the collaborative 1999 VA as well for seeds and tools distribution and for contingency planning. There is some interest among UNDAF partners in using VAM, especially if it is expanded to include other indicators. HIV/AIDS indicators will be integrated into the next VA, based on interest from UNDAF partners and others.

While the importance of VAM to the WFP country programme is clear, the VAM Unit should now focus more on helping the government to assume ownership of the VA process, to improve its sustainability. The annual vulnerability assessment process is a product of the Inter-sectoral Vulnerability Assessment and Mapping Group, comprised of the MARD (DINA/NEWU), the Ministry of Health (Nutrition Department), INGC, the Ministry of Commerce, USAID/FEWS, VAM and MSF-CIS. However, WFP



and FEWS do a very substantial portion of the actual analysis and writing. The government's leadership role in co-ordinating the group needs encouragement. It is hoped that the new government structure established to co-ordinate the early warning information system (SETSAN) will enable the government to assume a stronger role in the process. The VAM unit should also focus on efforts to integrate various data collection and analysis activities, notably MSF-CIS, into one integrated national system.

Geographic targeting to the district level based on VAM analysis is an explicit part of the CP, and is applied in the Food Fund and the school construction activities. Targeting **below** the district level, to communities and households, has not been focused upon. However, food insecure districts may contain large variations in food insecurity levels and pockets of acute poverty. Moreover, research from other countries has shown that great enhancements in targeting efficiency can be achieved by focusing on sub-district level targeting. VAM will not be able to provide a greater degree of disaggregation in the near future due to data limitations. However, this should not stop WFP from working to improve sub-district targeting. District Food Fund Committees (DFFC) should be given clear guidelines on how to select and prioritise communities for participation. Indeed, at this level, it may be necessary in future to revise the actual food basket or have recourse to indirect targeting (within communities) in order to reach the most "food insecure". Flexibility in respect of the size and composition of rations may thus be opportune.

The Food Fund was the first WFP activity to select its target population explicitly using VAM analysis. The design of the Fund indicated that districts would be selected for inclusion in the FF "based on chronic and transitory vulnerability as elaborated in the VA." In some FF documents, "chronic/transitory vulnerability" is mentioned as the criterion, without distinguishing between the two concepts. While the first VA looked at baseline vulnerability, the annual updates focus solely on transitory vulnerability resulting from the current season's performance and shocks. There has been a significant shift in the most vulnerable (transitory) districts in each annual VA update and this has led to a dilemma for the Food Fund. If districts were added or subtracted each year according to the VA, the total number of FF districts would be approaching 50 with the year 2000 VA.

There have been two years of preparatory activities under the FF (training sessions, workshops and seminars at national, provincial, district and village levels on food aid and Food for Assets for government personnel and community representatives). As a result of the emergency, which struck just as food-assisted activities under the FF were beginning, implementation has been delayed. Thus, the FF is just starting in mid-2000 in many districts. It is neither feasible nor desirable to begin implementation in 50 districts at the same time. (In fact, the evaluation mission would suggest delaying implementation further in flood-affected districts with active Food-for-Recovery programmes and considering a pilot phase in the non-affected districts.)

Given the size of the districts and the dispersion of the population, the 20 Food Fund field monitors will face challenges in identifying and supporting community-based disaster mitigation activities in their respective districts. Furthermore, the FF focuses on developing local district and community capacity. This requires a long-term commitment, since local capacity building will take time.

Recommendations:

- The TOR for the VAM Unit should be reviewed to focus more on development of sustainable government capacity for early warning and vulnerability analysis. It should also reinforce its efforts to integrate methodologies and data into one common system. .
- Geographic targeting for the next CP should be based on an updated analysis of chronic vulnerability. The VAM Unit should also seek further to improve its accuracy by narrowing its focus down to the sub-district or community (posto administrativo) level.
- The VAM unit, in collaboration with the VA working group, should conduct an updated analysis of **chronic vulnerability** as soon as possible. This assessment should be based on a detailed analysis of disaster risk (some of which has been completed as part of the disaster management activities) combined with a baseline analysis of the capacity of households to cope with the effects of disasters. This chronic VA would then inform the final selection of districts for the Food Fund.



5. FACTORS IN THE EFFECTIVENESS OF THE CP

National government involvement and support

The formulation of the CP was carried out in the context of the preparation of the first UN Common Country Assessment and UN Development Assistance Framework for Mozambique. It is the result of an inclusive and participatory process of workshops and seminars involving representatives of Government (both at central and district levels), other UN agencies, bilateral donors, community-based organisations and NGOs. From these discussions of food policy issues a consensus emerged on WFP's mission in Mozambique and its strategic objectives as well as the scope and nature of possible future WFP development assistance activities.

While the main thrust of the strategic long-term goals was largely unaltered from the 1996 CSO, there was a change of emphasis in the CP activities towards community-based disaster mitigation activities (as a sub-set of rural development actions) to strengthen communities' capacity to harvest, control and conserve their soil and water resources as well as to raise their disaster preparedness and response through training. It was clear to the mission that there was close GOM ownership of and involvement in the planning and preparation of the CP and its constituent activities. At the same time, involvement of bilateral and multilateral partners in the preparation and implementation of WFP-assisted activities appears to be increasing, albeit still relatively limited.

The CP agreement was signed in November 1998, and the Country Programme Committee (CPC), envisaged in the CP agreement, has been established on a firm footing. This body is under the joint chairmanship of the Directorate of Multilateral Economic Relations in the Ministry of Foreign Affairs and Co-operation and WFP. It is composed of representatives of WFP, counterpart ministries, WFP principal donors, selected national and international NGO partners and UN agencies.

The CPC appears to be functioning effectively as the final arbiter and co-ordinating mechanism for general policy issues and for general guidance on programme direction. The CPC has also carried out regular mid-term and annual reviews of the progress achieved in CP implementation. It has also made regular visits to project sites and met with beneficiaries. The first activities of the National Programme Review Committee (NPRC), formed in 1999, included endorsement of the project documents for the Food Fund and the school-feeding programme. However, while participation on the part of the government and NGOs has been close and effective, there appears to have been little donor interest in the process.

Integration into CCA/UNDAF

As the mission has noted above, the process of developing the current CP has appreciably enhanced WFP involvement in the CCA and UNDAF process. Moreover, in the context of UNDAF, WFP has been recognised as having a comparative advantage and special skills and experience in the fields of disaster mitigation, preparedness and response. Thus it has been designated lead agency and chair of the UNDAF disaster management theme group (UNDMTG), which has been attracting increasing attention, membership and support from bilateral donor agencies. This has greatly facilitated the rapidity and effectiveness of response to the recent emergency inasmuch as WFP was accepted in practice as overall co-ordinator by GOM and the donor agencies. There is now also widespread recognition of the fact that the **rapidity** of WFP's response was entirely due to the **existence of its development activities and field offices**.

Under the aegis of the UNDMTG, a number of innovative activities have been carried out with financing from UNDP and other partners to enhance awareness of disaster management issues through formal and informal training for government and NGO personnel at national and provincial level, and the organisation of a contest for female journalists and a national school poster competition. This last activity



has raised awareness of the importance of disaster preparedness within the Ministry of Education and may lead to the inclusion of this subject in the school curriculum. The mission considers that WFP should use the experience of the current situation of disaster management and recovery as a basis for **active advocacy** for its development programme and the need for complementary resources to enhance its effectiveness.

Partnerships

Almost all the individual core projects (see Chapter 6) are carried out in collaboration with and mutual support from other UN programmes as well as the bilateral donor agencies and the World Bank. However, the Food Fund initially generated little interest from partners, especially major NGOs and donors. In some cases, this was due to philosophical differences over the appropriateness of food aid for development in Mozambique. In other cases, WFP's geographical targeting to the most food insecure areas meant that few partners were working in the same regions. Thus, almost by default, the local government administration became the main (and often sole) partner for the Food Fund. While this situation has some advantages and provides an opportunity for important local capacity development, it also carries risks. Local governments have very few complementary resources available to support community activities and usually lack basic items like fuel or means of transport.

In essence, there is adequate involvement of most stakeholders (line ministries and district authorities) in the formulation and implementation of WFP's programme activities. However, the participation and commitment of bilateral agencies and major 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. Moreover, given the participatory approach followed in the Food Fund, there is a need to find ways and means of promoting community participation in the process and reconciling community needs and aspirations at district level.

The mission observed a renewed level of interest in the Food Fund on the part of some major NGOs, due to their involvement with WFP in the flood emergency and an increasing awareness of the importance of disaster mitigation. Although primary partnerships with local governments are a necessary condition, the critical role of non-food items means that WFP should capitalise on renewed interest and involve other partners in activities wherever possible. Once a few successful Food Fund projects have been completed, WFP should invite possible partners to view the results and discuss further collaboration.

Current activities and compatibility with the Enabling Development policy (EDP)

The mission found that the two primary activities in the current CP were largely compliant with the EDP-Food Aid and Development (FAAD). Although the Food Fund and the Education sector activities were underway or planned before the EDP was approved, they both rate high on many of its criteria. There are still, however, a few resources committed to sectors/activities (health/supplementary and therapeutic feeding) and geographic areas (not of chronic food insecurity) that are not entirely consistent with EDP and VAM priorities.

The Food Fund has not been operational long enough to assess whether assets are being created. Old micro-projects had a mixed record on asset creation, with some projects focused more on employment generation than asset creation. The mission observed several poorly constructed schools built with WFP food-for-work, which emphasised the critical nature of adequate non-food items. In Annex II the mission has prepared a detailed checklist of the extent of CP compliance with Food Aid and Development (FAAD) objectives.

Government commitment. The GOM has recently developed a number of sector strategies that help focus and define its commitment and goals. In the education sector, the National Education Strategic Plan provides an overview of government commitments in each sub-sector and articulates the government's medium term perspectives for education. The Government is also attempting to increase



inter-ministerial and inter-agency coordination in the area of food security through the Technical Secretariat for Food Security and Nutrition (SETSAN). This Secretariat serves as the umbrella for the Vulnerability Assessment Group, in which WFP/VAM has been a key player. The SETSAN framework was extended to the provincial level in 1999. The mission was of the opinion that WFP food assistance was being effectively integrated and utilised as an investment resource by the government in its human and infrastructure development programmes.

6. CONTRIBUTION OF ACTIVITIES TO CP OBJECTIVES

WFP support to the education sector

In Mozambique, there is a huge gap between the first level of primary education and the rest of basic education, which hinders the development of human resources. The current gross enrolment at the first level of primary education (EP1) is around 2,075,000 pupils, which then drops to 185,000 (1998 figures) at the second level of primary education (EP2). Enrolment at secondary and professional levels is even lower with 64,000 pupils for the first level of secondary schooling (ESG1), 8,000 for the second level (ESG2) and around 10,000 for professional education (including teacher's training).

In light of these figures, the most important objective for the government, apart from increasing the number of primary schools, is to increase the accessibility, enrolment and success rate at all levels after EP1 in order to add to the pool of skilled manpower available in the country. Increasing access at primary level and above is a clearly defined priority of the Education Sector Strategic Plan (ESSP) for the period 1997/2001, developed by the Government and donors. This plan aims to expand access to education at all levels while also improving educational quality. It gives practical effect to the agreement between the government and the donor community in Mozambique that education should be the first priority in terms of development assistance. Although placing emphasis on primary education, the Strategic Plan also stresses the importance of post-primary education because of the great need for teachers and trained manpower.

The implementation of the ESSP will require considerable Government and external support. In this context, WFP has sought to enhance its assistance to secondary education at large (so as to increase the supply of primary school teachers), and further increase its support to primary education through a comprehensive programme fostering access to education and comprising a series of five integrated activities over a period of 5 years, which will enable poor households to invest in human capital through education and training in Mozambique⁴:

- Enlarged and re-oriented Secondary and Professional Boarding School Feeding Activity (Existing MOZ 5160-01)
- Boarding school Rehabilitation Activity (New activity under MOZ 5331-01 and MOZ 5160-01)
- Experimental Activity of Substitution of Food Support by Funds in Boarding Schools (New activity under MOZ 5160-01)
- Primary School Construction Activity (Re-oriented MOZ 5331)
- Day School Feeding Activity at the second level of primary education. (New activity)

Because of the size of the country, the low density of the population and the extremely scattered nature of human settlement in Mozambique, the provision of primary and secondary schooling within walking

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



distance of all rural communities is currently (and for the foreseeable future) beyond the fiscal resources of the government. Thus, national education policy has placed emphasis on the provision of strategically located schools at primary and secondary level that also provide boarding facilities. The government defrays a small proportion of the cost of food (sufficient to cover the cost of protein twice weekly), the rest being the responsibility of the families of the pupils. These boarding costs (about US\$32 per pupil per year) have been and remain beyond the capacity of rural families with incomes between 60%-70% of national per caput GDP (\$145-\$240 per year).

The dropout rate for girls is extremely high. In 1997, for girls between 1st and 3rd grades, the rate was 61,8% in the northern and central provinces. Girls (886.482) constitute 43% of the school population (2.074.482) at EP1-level (1st-5th grades). Moreover, at EP1 only 40% of all girls aged 6 -11 years are enrolled (650.715) out of the census population of 1.642.253 in that age group. (MINED, 1999). At EP1, 25% of the teachers are women (8318), 68% of whom have received teacher training (32% give classes without any teacher training). Of the total teaching establishment (33.363) the percentage of women teachers in the north and central provinces is quite low (16%). In 1975, 93,5% of the population over the age of 7 years was illiterate, falling to about 72% in 1985, of whom 84,5% were women.

Studies in 1996 gave the following causes of the low ratio of girls at primary level: low national value placed on girls' education relative to that of boys; excess domestic work burden placed on girls; conflict between traditional and formal education (early marriage, pregnancy, initiation rites, lobolo, etc.) and religious education; poverty (greater effect on girls); lack of women teachers as role models; lack of separate facilities and protection for girls; problems with male teachers (sexual harassment and abuse), distance between school and home. (MINED April 98). Moreover, the small number of female teachers is considered to be one of the reasons for girls' disinterest in and high dropout rate from school. It has also been found that the probability of children, especially girls, being sent to school and encouraged to study, varies in direct proportion to the level of literacy of their parents.

In light of these considerations, the Ministry of Education has set up a Gender Unit and re-established a division for Adult Education and Functional Literacy. The MINED Gender Unit is setting up programmes focusing on education for girls with the inclusion of parents and guardians. These programmes are aimed at identifying the causes and seeking solutions for the high dropout rates for girls. The re-establishment of the Adult Literacy division within MINED will reinforce and give focus to specific policies and programmes for the reduction of adult illiteracy.

Against this background, therefore, the overall objective of the WFP education sector support programme is to improve access to education (especially for girls) from primary up to professional level for poor households in Mozambique, thereby enabling them to invest in human capital and in their own development⁵. The programme is in line with the new WFP FAAD policy objective of enabling poor households to invest in their human resource development.

In the specific case of Mozambique, the mission observed that this objective is to be sought through strong support to primary education (school construction and school feeding at EP2 level) and through activities to increase the sustainability of boarding facilities for the secondary, technical and professional levels (phasing out of boarding school feeding activity and boarding facilities rehabilitation activity) in order to provide the teachers necessary for the planned expansion of primary education. The programme is composed of five activities, the first of which started in July 1999 (MOZ 5160-01), and envisages several linked interventions up to the end of 2006 with the new activity of school feeding at primary level.

The programme has been formalised in a Memorandum of Understanding between the Ministry of Education (MINED) and WFP establishing a new sector approach to supporting access to education in

⁵ Increased access to education is an important priority for the Government as is stated in the "Education Strategic Sector Plan".



Mozambique for the next five years. The activities envisaged will follow the approval and implementation procedures already established between WFP and MINED and within the WFP Country Programme framework in Mozambique. In this context, the mission observed that there is a strong spirit of partnership and collaboration between WFP staff and MINED officials at central level. However, there is scope for improvement in the co-ordination between WFP and the educational authorities at provincial and district level.

The mission considers that WFP assistance to the education sector (school construction, rehabilitation and re-equipping of boarding schools, provision of food, teaching materials, teacher training and training in management) is and remains a contribution of capital importance for the widening of access to primary education, especially for girls, and the raising of its quality through the strengthening of secondary education. In addition, WFP assistance has reduced the financial burden of school expenses on poor families, and thus guaranteed access to education for the poor at all levels of education.

Recommendations:

WFP should continue and, if possible, expand its support to the education sector for the rest of this CP and the next while increasing to 60% the proportion of food aid resources targeted to girls.

WFP and the MINED Gender Unit should examine forms of collaboration in education programmes aimed at girls.

Adult literacy activities should be supported by WFP in FF districts under food-for-training.

Programme supervision and monitoring should be decentralised so as to provide greater scope for management inputs from provincial and district authorities and the airing of their problems and concerns.

Information on WFP mission and policies should be provided at provincial and district levels so as to avoid misunderstandings on the nature and scope of WFP assistance.

Communities should be informed of MINED rules and criteria for school location and construction to avoid misunderstandings about what can be done.

MOZ 5160 -Secondary and Professional Boarding School Feeding Activity

This activity takes place in the new framework established by the above-mentioned Memorandum of Understanding. The overall objective of the activity (MOZ 5160-01 July 1999/December 2001) is to support the Government's education strategy and to contribute to the development of the human resources of the country. The immediate objectives are to provide support, in the form of meals, for boarding facilities throughout the country to ensure their continuous operation, and to provide capacity-building assets to boarding schools in order to create the necessary conditions for their own sustainability.

The mission noted that boarding schools in Mozambique differ from those in other countries in that they are aimed at providing access to education for children from the poorest households and are not for those that can afford to pay. The boarding schools are the sole means for students, particularly girls, to have access to secondary schooling (at ESG2-pre-university level) in districts (currently the majority, as there is now, on average, only one secondary school per province) where there are no secondary schools. The boarding schools are supported almost entirely by the national budget and external assistance. Their students pay a symbolic fee, the amount of which varies from school to school.

The boarding facilities are bursting at the seams. In the schools visited by the mission, the conditions of which appear to be representative of the entire category, the actual student numbers are far in excess of the installed capacity of beds, and other inappropriate buildings are being pressed into use as dormitories. In most of the boarding schools, separate facilities for boys and girls do not exist. The dormitories are large and do not afford privacy for girls. Water is often lacking and toilet facilities inadequate and without privacy. (MINED April 1998).



Since the majority of the students living in boarding facilities come from families that are considered poor or very poor, WFP assistance enables the operation of these facilities and ensures access to secondary and professional education in the country for the very poor. In the absence of WFP support, the burden of boarding school running costs would fall on the students' families and/or the village communities, neither of which have the necessary resources. WFP support to boarding schools has therefore been crucial in maintaining secondary education in Mozambique (there are not yet enough schools to meet all the educational needs of the country) since WFP financial participation (US\$ 7.6 million) accounts for 70% of total funds allocated to boarding institutions (US\$ 10.9 million) and for 11% of the national education budget (US\$ 68 million).

Currently, the project enables more than 27,000 students (approximately one third of total secondary school intake) out of 39,000 beneficiaries (including assistance to boarding schools at the second level of primary education -EP2) to have access to secondary education countrywide (two levels of secondary education, technical and professional education and teacher's training). In this way, the project plays a crucial role in strengthening Mozambican human resource capacity. These human resources, particularly in the teaching profession, are even more at risk with the spread of AIDS (20% sero-prevalence among youth).

Boarding facilities, albeit costly, play a key role in the education sector, and will continue to be needed for many years to provide schooling for students living far from main towns. Student numbers in most parts of the country are still too small to warrant the establishment of day schools within easy reach of every child, particularly at the post-primary levels. The situation will gradually improve as more schools are opened, particularly at primary level. Boarding has already been discontinued at EP1 level (first level of primary education) and is in the process of being discontinued at EP2 level (second level of primary education), although the project still provides food to some EP2 schools (25% of the boarding institutions).

Over the next ten to fifteen years, the Government plans to establish at least one secondary school within each district. This will still not bring the majority of such schools "within walking distance of most school children". Thus for the time being, boarding facilities at secondary level will continue to play a key role in the education system. Indeed, their number will increase in the medium term in order to keep up with the increasing numbers of pupils every year coming from primary level (a 15% increase is foreseen for 1999). However, WFP support remains vital in the short and medium term to ensure that boarding institutions remain open and enhance educational opportunities, especially for girls. This is even more important inasmuch as the secondary boarding school network in the Mozambican context includes not only the two levels of secondary education (ESG1 and ESG2) but also professional education, the training of teachers for the secondary system and agricultural and industrial education.

With a view to testing mechanisms and modalities concerning a future phasing out of WFP food rations to boarding schools, the current activity also includes a pilot programme covering 12 schools. It is based on cash for local food purchases. WFP will provide technical assistance for capacity building and training for school managers. The proposal is being submitted for donor support and is expected to start in the forthcoming school year (February 2001).

The phasing out process is based on the recommendations of a study carried out at the end of 1998 as well as a careful joint review of implementation modalities conducted together with the Ministry of Education during 1999 and 2000. The two most crucial points will be the financing of the operation as well as the capacity building assets provided at provincial level for the boarding schools selected. At the same time, it will be essential to start as soon as possible the process of rehabilitation of the boarding schools since most, if not all of them lack the minimum conditions for a good living and learning environment. This rehabilitation is one of the five activities envisaged in the MOU.

It is noteworthy, however, that WFP assistance is the main source of food for boarding school students for 5-6 days per week. The mission observed that despite this, the daily boarding school diet appeared



inadequate in quality and quantity. Moreover, current indications are that MINED may be unable to find viable alternatives to WFP assistance in the short and medium term (in support of the phasing out process), should this assistance be terminated in the near future. It seems clear that in the absence of WFP aid the boarding schools may have to be closed. This would result in much reduced access to secondary schooling for poor children, with girls being disproportionately affected.

The mission noted that there is little or no school farm production despite the fact that almost all schools possess large tracts of fertile cultivable land. At the same time, the mission found a willingness on the part of district educational authorities and school principals in the areas visited, to engage in school farming activity, both for its pedagogic utility and for the possibility it would afford of defraying a substantial proportion of the schools' running costs. At central level, the re-establishment of a unit dealing with school farming activity seems to indicate the importance MINED attaches to this matter. The mission considers that school farm production, if the necessary conditions are put in place, could constitute a partial alternative option to WFP food aid, in the medium term.

Recommendations:

- WFP should continue to provide food to the boarding schools during the rest of this CP and at least for the duration of the next CP, given the inability of the poorest households to defray the boarding costs of their children until the level of poverty is reduced by current national poverty alleviation programmes.
- The boarding school support activity also includes activities for **training primary school teachers**. WFP support to teacher training should be continued as it serves to increase access to primary education while enhancing its quality.
- School feeding for children as part of the school kit at EP2 level should be continued during the transition phase of fusion of EP1 and EP2 schools since it serves to reduce absences as well as the dropout rate at this level, especially for girls.
- A careful analysis should be made of the cost effectiveness of the experimental programme for the substitution of WFP food aid for cash in a selected number of boarding schools.
- WFP should support the rehabilitation of the boarding schools in order to improve the living conditions, especially for girls, as well as their operation and maintenance.
- MINED should give renewed emphasis to food production by schools as a means of supplementing and, ultimately replacing, WFP food assistance as well as non-food items and financial subsidies. School farm output may serve to ensure self-sufficiency in food and to defray the costs of services, such as electricity, cabinetry etc. in the boarding schools as well as the purchase of other commodities to improve the school diet and living conditions.

MOZ 5331 -Primary school construction activity

The overall objective of the activity (MOZ 5331-01 July 2000/June 2003) is to support access to education for poor households in rural areas by increasing the number of primary schools in food insecure areas. The immediate objectives are:

- To increase access to basic education for poor rural households through the construction of 469 furnished schools (and the assignment of teachers) in the poorest and food insecure areas.
- To improve the working and living conditions for teachers, through the construction of one office and two houses per school.
- To provide adequate sanitary conditions for teachers and pupils through the construction of latrines and one well per school.
- To provide training to school and community members on maintenance of the infrastructure.
- To strengthen community based construction implementation, management and supervision in the Ministry for Education at provincial level.



- To provide food as an incentive for school construction to community members, in areas of food insecurity, during the lean season.

Project MOZ 5331 was launched in 1996 for the rehabilitation of health and education infrastructure. Designed and negotiated in 1993 in a post-war context, the implementation of the project, after 1996, clearly revealed that the design was no longer relevant to the rapidly evolving situation in the country or consistent with new WFP policies. The increases in food production in the country made some of the previously targeted areas unsuitable in terms of Food For Work (FFW) acceptability by the population. Also, the implementation modality adopted, under which the financial management of the school construction activity was sub-contracted by WB to WFP, which, in turn, subcontracted the actual construction to NGOs, proved costly, cumbersome and inefficient. It also resulted in buildings of uneven quality.

Moreover, the communities had no sense of ownership of the school buildings and thus their maintenance could not be assured. Finally, new WFP policies restricting the use of food aid to areas where food has a comparative advantage have caused the CO to limit FFW development interventions to food insecure areas as defined by the VAM Unit for Mozambique. MINED, WFP and the World Bank jointly analysed the first phase of project operations and agreed on certain corrective measures. The reorientation has mainly concerned the areas of targeting of FFW interventions (only in areas where food has a comparative advantage), financial management of the project (under the direct responsibility of MINED), direct participation of the community in the school construction activity and closer technical supervision of construction in order to ensure its quality.

The process of continuous maintenance is also addressed in the form of a sustainable institutional mechanism set up by the community, after a lengthy process of sensitisation. The standard plan of construction was updated to accommodate MINED's policy of providing complete schools (EP1 and EP2) to villages instead of the previous 2 classroom schools. Also, since the final objective is to improve access to basic education, the project includes financial provisions for school furniture and materials and includes a teacher allocation plan that will enable MINED to have fully operational schools after the construction process is completed.

The mission found that district and provincial authorities as well as WFP staff seem to be uninformed about MINED criteria for school location and design. It is also noteworthy that NGO participation in the first phase of the project was unsatisfactory as they either subcontracted the construction activity or constructed buildings of poor quality. In the case of the subcontracts, the schools were never completed, as the original budgets had made no provision for subcontracting costs and the hiring of building contractors. Only 55 schools were built of the 700 planned.

Recommendations:

- School construction under the FF presents an opportunity for Integration of the two main CP activities. WFP support should be conditional on the presence of other partners for the contribution of building materials of suitable quality as well as conformity with MINED rules on school location and design. Schools constructed under the Ff must not be of an inferior quality to those constructed under the WB school construction activity. In effect this would penalise poor communities for being targeted under the FF.
- Despite the failure of previous school construction initiatives with NGO participation, such partnerships should continue to be sought not only because such activities may fall within the mandate and capabilities of certain NGOs but also because they may include training and the provision of non-food items complementary to WFP food assistance.

Activities in the health sector

Despite the prominence given to health (particularly HIV/AIDS) in the CP, there is currently no separate WFP activity within the health sector and interventions are placed under MOZ 5935 Food Fund without



a clear indication of inputs to be allocated to the health sector and expected outputs. Originally, construction of health infrastructure, including waiting houses, was included in MOZ 5331 Construction of social infrastructure. This project is now restricted to school construction. As the waiting houses were transferred to MOZ 5935, there is no longer available any cash component for this activity.

At present, government policy on the use of food assistance in the health sector is not clear. In the past, food aid has been used both for training and for therapeutic and supplementary feeding. However, the view now appears to be gaining currency that food should not be used as an incentive within the health sector, since the government cannot sustain such feeding programmes, and health services should be sought solely for their own sake. A Code of Conduct 'to guide the partnership for health development in Mozambique' was signed on 25th May 2000 with WFP among the signatories. A national strategic plan is to be worked out before December this year.

WFP is currently involved in three activities within the health sector: the supply of products for a therapeutic feeding programme (aimed at lowering child mortality rates); the construction of 'waiting houses' for pregnant women (aimed at lowering maternal mortality rates); and the provision of support to skill-/training centres for AIDS orphans (impact reduction for HIV/AIDS victims).

Therapeutic feeding programme (TFP) or Leite-Oil-Açúcar (LOA milk, oil and sugar):

Malnutrition rates are fairly high in Mozambique. A survey from 1997 found 8% acute malnutrition, and 36% stunting among children under 3 years of age. The situation is worse in the northern provinces, than in the food deficit southern provinces. Used in the first phase of a therapeutic feeding programme to be conducted under medical supervision, LOA is aimed at saving children suffering from severe malnutrition hospitalised in health centres (HC) with boarding facilities. The activity is carried out throughout the country wherever there are HCs and is not based on the VAM analysis of geographic food insecurity. WFP has supplied these products to the Ministry of Health (MOH) since the war as a support to the health units qualified to run a TFP (186 units nation wide).

This state of severe malnutrition is considered attributable not only to food insecurity but also to chronic diseases such as HIV/AIDS. This assumption is based on the individual clinical histories of children that have returned several times for treatment in the same HCs. In practice, it appears that the LOA target group consists of children of all ages hospitalised in HCs. The mission noted that there was no follow-up of the children receiving treatment to determine the effects of LOA (apart from avoiding death). Moreover, since its inception six years ago, no refresher training has been provided for the personnel involved, nor training for the new staff hired. There is also a lack of utensils for adequate preparation of the food blend.

At the request of MOH an evaluation of LOA was organized by WFP in November 1999. The evaluation emphasised various problems affecting the supply of the products and the logistics as well as the medical practices involved, including the preparation and feeding of the LOA-product. It was also considered that the children were released too soon, and that re-admission rates were high. It was recommended that the activity be continued, but that all the personnel involved should be trained. A significant lacuna was the absence of reliable statistics on how many children had benefited from the TFP and how much food had been distributed. This information was found to be lacking both at the health units and at WFP. It was also felt that the activity was poorly managed as it is carried out in 186 HCs throughout the country.

A proposal for a second more integrated and comprehensive phase of LOA including nutritional training was prepared for WFP by the same evaluation team based on the results of the evaluation. WFP was not completely satisfied with the proposal as it did not include preventive measures. The evaluation report has not yet been officially submitted to the Nutrition Division of MOH, which has thus not yet made its comments. WFP's comments have also not yet been conveyed to the evaluation team for consolidation in the final version of their report for submission to MOH.



During the flood emergency in early 2000, the activity has been suspended between April and December 2000 in the central and southern regions. This is based on an agreement between WFP and UNICEF that the latter would distribute therapeutic milk in these areas while WFP would cover the north. This situation has been formalised in a letter sent to the Ministry of Health in April outlining the shared responsibility between UNICEF and WFP in supplying milk products. WFP estimates that it has sufficient supplies for the five northern provinces until the end of 2000.

The mission observed that although therapeutic feeding is one of the activities included in the FF, LOA seems to have been included rather because it was the only possible mechanism for the integration and continuation of the programme within the CP. It is noteworthy that LOA is inconsistent with the participatory approach that is one of the cardinal principles of the FF, since it is an activity decided at central level and not by the communities. LOA is implemented country wide wherever there are health facilities with beds and is not limited to areas of food insecurity as designated by VAM. It is a continuous long-term activity implemented by MOH staff as a therapeutic healing process beyond the capability of the patients' families.

LOA is a small activity for WFP with regard to the quantities involved, but of low cost efficiency because of the wide dispersion of the final distribution points (FDPs) and the high costs of transport, storage and handling. The mission also noted that although LOA is the only long-term therapeutic feeding programme (apart from the UNICEF emergency programme in the centre and south) for severely malnourished children with wide coverage in the country, MOH does not appear to give it high priority. Finally, given the therapeutic nature of this activity, the LOA target group seems to fit better under the UNICEF mandate.

Recommendations:

- The gradual phasing out of WFP assistance to the LOA programme over the rest of the current CP and its replacement by MOH or another appropriate institution (UNICEF, NGOs) should be discussed with the new leadership of MOH.
- Discuss with UNICEF the possibility of its co-ordinating and monitoring LOA and providing the milk with WFP continuing to be responsible for certain components such as the corn and soya blend.
- WFP should submit the evaluation report together with its comments officially to MOH and obtain the latter's comments. These should be taken into account by the evaluation team in a final version of the report to be approved by the two agencies.

Waiting Houses or Casas de Espera: Mozambique has one of the highest maternal mortality rates in the world. During 1998, the Ministry of Health and several UN agencies established a working group to outline UN support for maternal mortality reduction within the UNDAF framework. This resulted in a joint policy paper.

Apart from the poor nutritional status of the expectant mothers, one of the problems identified is poor access to and isolation from obstetric care services. MOH therefore decided to construct waiting houses for expectant mothers who live far from the health units, so that they would be near medical expertise in case of complications. These waiting houses, and also local health posts, were to be constructed with food-for-work with WFP assistance. Maternal mortality rates are worse in the north, but MOH has agreed in principle that WFP should limit its participation to the food insecure areas in the central and southern regions. A list of priority districts was drawn up and construction of waiting houses was to have started in early 2000. This has, however, been delayed due to the flood emergency.

The mission noted that it is still unclear to whom the waiting houses belong as well as the responsibility for their management and maintenance, the conditions for their use and the length of stay permitted. Food distribution for waiting houses as a form of community-based feeding can be considered under the FF, which includes this type of activity as one of its immediate objectives. Although the mission did not



see any of these buildings during its field visits, it was informed that 2 waiting houses had been rehabilitated under the social infrastructure rehabilitation project. The mission also observed that, as designed, the waiting houses were to be managed by the communities where they were constructed. However, by their very nature, they are used by the women of other communities rather than by those of the communities where they are located. Also, in practice, the inmates supply their own food while they are at the houses.

Recommendations:

- The construction of waiting houses may receive WFP support under the FF in food insecure districts wherever requested by the communities concerned. Approval should be conditional on the contribution by MOH and other partners (NGOs) of materials and other resources enabling conformity with MOH approved building designs.
- WFP should discuss with the Ministry of Health support modalities for the waiting houses in the FF districts, should these infrastructures and their operation remain priorities in the National Health Plan.
- The possibility should be considered of including under the FF, actions of Food for Training in nutrition by MOH or NGO personnel for inmates (and their attendants) of the waiting houses as well as women in the communities where they are located.

HIV/AIDS: The highest prevalence of HIV/AIDS is found in the central region, followed by the northern and southern regions. The rates are increasing. During 1999, the National Strategic Plan for Combating HIV/AIDS was presented. The plan includes two main categories: activities for prevention/information; and impact reducing activities such as assistance to organisations for people with HIV/AIDS, development of home-based care and assistance, skills training for orphans, etc. WFP is currently supporting one project for HIV/AIDS orphans and People living with HIV/AIDS in Maputo through AMODEFA, a Mozambican NGO specialising in this area. Aids-orphans are also benefiting from several other projects directed towards vulnerable groups.

Recommendation:

- Future actions in respect of HIV/AIDS should be determined in concert within the UNDAF HIV/AIDS theme group in the context of a broad-based long-term programme approach encompassing production, education, training and income generating activities.

MOZ 4720-Feeder Roads Project

The long-term objective of the Feeder Road Programme (terminated in May 1999) was to improve household food security by using appropriately targeted food aid as a wage incentive to the women and men working to rehabilitate the tertiary road system. This project was approved in November 1992 and began in 1993. During the first phase, from 1993 to 1997, over 2,000 km of feeder roads were rehabilitated and employment opportunities were created for more than 400 000 people. Since then, however, the food security situation in most parts of the country has improved, thus reducing the comparative advantage of food aid in many regions and its suitability in this particular project.

As a result, an agreement was reached with the Government that WFP would begin a three-year phase out project commencing in January 1997 and terminating in May 1999. This new phase was characterised by a change in the modality of food assistance. A free food basket was provided for each worker, over and above the salary paid to them by DNEP. The rations were tailored according to levels of agricultural productivity of the various provinces and the value of commodities at different times of the year.

The project achieved good results in terms of road rehabilitation/maintenance and workdays generated. The rehabilitation outputs have already met the targets set in the Plan of Operations. From the planned



rehabilitation of 1 200 km of feeder roads throughout the country from January 1997 to May 1999, at the end of the project 1701 km have been rehabilitated.

Although these objectives are met, WFP has not been able to ensure that the workers hired are from rural areas where employment opportunities for unskilled workers are needed. WFP Mozambique has been working on defining food insecure, vulnerable areas where food aid should be targeted, but this project has remained largely a vehicle for budgetary support where food aid is provided as an incentive to workers on road brigades in areas determined by the government. Thus, WFP was no longer achieving the objective of increasing rural employment and revitalising local economies since many workers moved with the brigades and/or were recruited from nearby towns or cities.

The percentage of women workers rose from less than 9,5% in 1997 to 15 % at the end of 1999. This positive trend towards the recruitment of more women was due to the hiring of a gender adviser, whose role was to improve the recruitment process so that job opportunities for women are identified and women are informed of this option. Nevertheless it may be questioned whether the target of 25% women participation in programmes of this nature is really beneficial to women, without special provisions to take account of their other household and child care tasks. Many of the women who are most vulnerable (widows, heading single households) are already overloaded with other tasks.

New Activity: The Food Fund (Activity 5935)

The creation of a Food Fund was proposed in the 1996 Country Strategy Outline, and included as a new activity in the Country Programme. The Food Fund was envisioned as “a new, flexible mechanism to use food to support locally managed, demand-driven micro development projects in food insecure communities.” WFP had been and continues to be involved in food-for-work micro-projects since 1993 using EMOP resources. The Food Fund did not merely represent a repackaging of the existing micro-projects, but was intended to build on their positive aspects while making significant improvements in targeting, monitoring and sustainability.

The Food Fund objectives strongly support those of the CP. The Food Fund design also reflects many of the lessons learned on which the new WFP policy on “Food Aid and Development” is based i.e. decentralisation and community participation and empowerment. It is noteworthy that communities determine the scope and nature of the development activities to be undertaken while the district authorities are fully responsible for planning and implementation (technical supervision, transport, distribution and storage).

However, this approach (at least initially) is more costly than traditional FFW in terms of more time and effort expended, smaller quantities of food moved (due to the limited implementing capacity of local government structures) and the high cost of training, capacity building and monitoring. As noted above, these matters appear not to be taken into account in the formula for the calculation of the CO operating budget. Actual implementation cannot be assessed yet, because the start of the Food Fund has been considerably delayed. A project appraisal mission in early 1999 recommended some changes to the project design, and the project agreement was signed between WFP and the Ministry of Foreign Affairs in July 1999.

Although food has been allocated through the Food Fund since July 1999 (mainly for old micro-projects), actual implementation was delayed until February 2000 because of the need for a large amount of local capacity building and sensitisation. At that point, the flood emergency started, affecting almost all of the Food Fund districts. Implementation was delayed again, except in two districts unaffected by floods.

The GOM delayed signing the Plan of Operations for the FF for more than a year. The exact reason for the delay is not clear, but it may be in part due to weaknesses and organisational changes in the central government structure. The main national level partner of the FF was intended to be the Instituto Nacional



para Gestao de Calamidades (INGC) – WFP’s traditional partner for emergency activities. Although INGC has a disaster mitigation and prevention mandate in its statutes, in practice, its organisational structure and level of staffing is solely designed to handle disaster response.

The FF is essentially a rural development activity, so the recent inclusion of a rural development mandate within that of the Ministry of Agriculture, and its incorporation of the research-oriented National Institute for Rural Development (INDER) would appear to signify that MADR would be a more appropriate national-level partner. The MADR’s strong field presence, at the district and even administrative post level, indicates that its staff would be heavily involved in project implementation at the sub-national level. Thus it would be expedient and opportune to expand this linkage up to the national level.

- Recommendations:**
- The evaluation mission recommends a change in the main national level partner for the Food Fund, from INGC to the Ministry of Agriculture and Rural Development.
 - Similarly, the district-level capacity building focus of the FF would require that the Ministry of State Administration should be fully briefed about the goals and objectives of the FF.

In addition to delaying implementation of the Food Fund, the flood emergency has resulted in a change in community priorities in many areas. The total destruction of infrastructure means that road access and other basic infrastructure must be restored before communities can reassume a more development-oriented focus. The floods destroyed many existing micro-projects, making it impossible to assess whether they fit into the Food Fund’s objectives. WFP and the GOM are working together to shift as quickly as possible from free food distribution to food-for-work. (This is also being called food-for-recovery and uses emergency food aid).

The Food Fund has been largely forgotten due to the scope of the emergency. In some districts, it will be possible to restart the Food Fund in the near term, after retraining and re-sensitisation is completed. In other more severely affected districts, food-for-recovery and even free food is expected to continue until at least February 2001. It is important that the objectives of the Food Fund are not compromised by the inclusion of traditional public works type of food-for-work activities. There is already evidence that the differing modalities and objectives of old micro-projects, new food-for-recovery, and the Food Fund confuse stakeholders.

Recommendations:

- In flood-affected districts, FF activities should commence when emergency food-for-recovery ends. Extended food-for-recovery activities in these areas (even through the use or transfer of FF resources if necessary) will allow WFP to address communities’ primary concern (e.g. roads) without diluting the FF initiative.
- FF activities should continue in areas unaffected by the floods, but they should be considered pilot activities. They should be assessed, and revised as necessary, after the completion of the log frame (September 2000), and the initiation of community-level training activities in disaster management.

On the positive side, however, the Food Fund was instrumental in allowing WFP to mount a timely and efficient response to the flood emergency. The twenty Food Fund monitors, some of whom had been posted in February 2000, quickly became emergency food monitors. Development food stocks, mainly from the school feeding program, allowed WFP to get food to affected communities very rapidly. Maputo-based Food Fund staff quickly switched from a development to an emergency mode. WFP has been widely praised for timely and flexible response to the emergency and that response clearly would not have been possible without the staff and food resources from the development programme.



Recommendation:

- The Food Fund provided WFP with a flexible mechanism for effective and timely emergency response to the floods. Because the Food Fund targets the most vulnerable areas, food emergencies may occur again during the life of the project. Flexibility to switch from development to emergency should be explicitly built into the FF, including the Terms of Reference for monitors and the Letters of Understanding signed with implementing partners.

WFP is in the process of assessing old micro-projects for their “fit” into the Food Fund. Some of the micro-projects have been operating for many years, and most have laudable aims (food for old persons’ homes, street children projects, trash collection, etc.). However, if the Food Fund is going to contribute to its primary goal, and to the primary goal of the CP, difficult decisions will have to be made about ending many of the micro-projects especially vulnerable group feeding and other social welfare oriented activities. The Mission observed that the existing form for the evaluation of micro-projects is overly subjective and will not assist staff in making these difficult decisions.

Recommendations:

- The existing form for evaluating old micro-projects should be revised. A quantitative form should be developed to assess whether existing projects conform to the FF objectives.
- A neutral, external committee should be formed to review projects, eliminating subjective assessments of merit.
- Based on the score, the committee should recommend that the projects be: 1) halted immediately; 2) phased out by the end of the CP period; or 3) folded into the FF. In some cases, another partner (NGO, UN agency, GOM) might be convinced to support a worthy activity that does not match the FF objectives.

The mission also noted the importance of maintaining the disaster mitigation focus of the Food Fund, even though it is more difficult than “traditional” food-for-work activities, with which communities are more familiar. Early proposals received from communities focus largely on roads and other traditional food-for-work activities. The CO plans to embark on several activities to strengthen communities’ understanding of potential disaster mitigation activities, through a 9-month GTZ consultancy and support in hydrology from the Dutch Quality Improvement Grant. There is also the possibility of a Brazilian government grant for food-for-training in disaster management. Communities do appear receptive to disaster mitigation-types of activities but this requires a great deal more time, information and durable inputs than traditional FFW.

Finally, there is a risk that the Food Fund will lack sufficient non-food items to produce durable assets of adequate quality. Early in the activity design, it was assumed that NGOs or other partners would participate extensively in the Food Fund and would provide the necessary non-food items and technical support. NGO interest in the Food Fund has been very limited. The Mission observed cases where WFP food-for-work activities were producing inferior quality assets due to the lack of non-food items.

Recommendations:

- Districts must be encouraged to use FF resources as a complement to other activities, as part of an integrated development package. Used in isolation, FF resources will not lead to the creation of lasting assets or to the reduction in disaster vulnerability.
- Additional efforts should also be put into building interest and support for the FF at the national level, especially among NGOs and UNDAF partners.
- School construction should not be considered within the Food Fund, except in cases where all non-food items exist that are necessary to bring the proposed school building up to Ministry of Education standards, and where the school is part of the education sector plan.



7. CONCLUSION

It is clear that there is a strong strategic focus on the most vulnerable areas and groups and on disaster mitigation and preparedness at household and community level, as well as a high degree of coherence and internal consistency in the Mozambique Country Programme. Indeed, WFPs mission is defined as “helping poor food insecure communities to reduce their food insecurity and vulnerability to external shocks and natural disasters”. The mission considers that the strategic focus should continue largely unaltered into the next CP, albeit with increased emphasis on education and less on health.

However, the FF is the main vehicle for the community-based disaster mitigation activities, which are aimed at strengthening communities’ capacity to harvest, control and conserve their soil and water resources as well as to raise their disaster preparedness and response through training. But these activities are in effect a sub-set of rural development actions and their effective implementation will require the mobilisation of human and material resources (both internal and external) across several sectors and at national and district levels. This is likely to overstrain the capacity of the Food Fund as currently designed.

The mission noted that two of the most important characteristics of the FF are its decentralised mode and its dimension of community empowerment. The fact that the district authorities are fully responsible for planning and implementation of project activities (technical supervision, transport, distribution, storage etc) is quite innovative in WFP programmes and was an important element in the success of WFPs response to the recent floods. But there is still the problem of the mobilisation of complementary resources and the joint planning or integration of FF activities with development activities supported by other multilateral or bilateral agencies.

The effectiveness of WFPs response to the recent disaster situation may persuade many of the donor agencies to reassess their opinions about the usefulness of food aid in a development context. There is thus need for active advocacy by the WFP CO in this area and in seeking partnerships to help carry out its development agenda. The mission considers that these issues should be analysed and resolved in the context of the UNDAF/CCA during the preparation of the Country Strategy Outline.



ANNEXES



Annex 1 - TERMS OF REFERENCE

Evaluation of the Mozambique Country Programme (1998 - 2001)

1 BACKGROUND

1. The Country Programming Concept

In 1994, WFP introduced a new policy framework called the country programming approach. This replaced the project-by-project approach which made it difficult to relate overall WFP assistance to overall national planning. With the previous approach, there was little integration of different WFP activities to ensure a coherent strategy for the country. The new approach implied some fundamental changes to the way WFP plans and programmes, focusing on a people-centred and food-based strategy and using the “country” as the basic entity for WFP’s engagement. A country programme should be a cohesive and focused response to those strategic objectives of a recipient country that coincide with the strategic objectives of WFP and other assistance partners. This new orientation is also in step with the direction of UN reform (CCA, UNDAF, etc).

In agreeing to the Country programme approach, WFP’s Executive Board stipulated (CFA 37/P/7) that this approach must be supported by 3 key operational principles:

- predictability of resource levels over several years;
- integrated planning; and
- flexibility in resource management.

In addition, the CP approach also requires:

- **concentrating on the neediest** which has implications for targeting, as WFP must redeploy and concentrate its efforts on the neediest people in the neediest countries. This also implies improving analytical, planning and operational capacity at the country level.
- **focusing on fewer priority activities**, which concentrate on:
 1. meeting the immediate needs of the hungry poor;
 2. improving the quality of life for the most vulnerable people; and
 3. building assets and promoting self-reliance through labour-intensive activities.

2. The Mozambique Country Programme

The Mozambique Country Programme (CP) was presented to the Executive Board (EB) in October 1997, based on a 1995 Country Strategy Outline (CSO). The CP provides a strategy for WFP assistance for a four-year period and involves a total allocation of slightly over 63,000,000 million dollars for direct and indirect operational costs for four community based activities and three supplementary activities which target 1,189,000 beneficiaries with 129,310 tons of food. The Country Programme targets 32 percent of its resources of emergency operations and 68 percent for development activities.

Mozambique is one of the poorest LDCs and its food insecurity must be viewed within the context of a long-lasting of civil war and periodic droughts. WFP’s long-term objective in Mozambique is to support the Government’s poverty reduction efforts, including improved food security, focusing on improved livelihoods, investment in human capital and ensuring a disaster safety net.



The overall goal (mission statement) of the CP is *to reduce the vulnerability of food insecure people in the country, targeting especially women, through prompt response, informed advocacy and community based projects.*

The primary objectives were as follows:

- (a) to contribute to the capacity of targeted food insecure communities to carry out development activities which reduce their vulnerability, specifically in the areas of: infrastructure and rehabilitation; health and education; and disaster policy, management and preparedness; and
- (b) to respond to national disaster emergency food requirements.

Secondary objectives included:

- a) to enhance the role of women in the food aid and food management decision making process, in order to contribute to opportunities for improved household food security;
- b) to increase national and local institutional capacity, through counterpart training;
- c) to manage a consolidated and comprehensive vulnerability analysis and mapping database, in order to better identify and target the most vulnerable food insecure communities; and
- d) to promote the coordination of a Government food security committee representing the Government, United Nations agencies, donors, NGOs and the private sector, in order to address food related issues, policies and programmes.

WFP's assistance is concentrated in four development projects:

MOZ 5160 - Feeding of students at boarding schools and drought-prone areas

MOZ 4720 - Rehabilitation of feeder roads

MOZ 5331 - Reconstruction and rehabilitation in rural areas

MOZ 5935 – Food Fund

Regarding emergency activities, the CP's strategic focus is to support disaster affected populations when the lack of immediate food requirements contribute to food insecurity. The immediate objective within this context is to assist the GOM in responding to immediate disaster related food requirements, by ensuring an increased role of women in food relief and management with a long-term objective/goal to reduce the loss of life of disaster victims and maintaining minimal household food security in food affected areas.

Supplementary activities to the CP included assisting the Government in formulating and institutionalizing a national disaster preparedness policy; coordinating with the Government, the donors, NGOs and the private sector to improve collaboration and advocacy for the hungry poor; utilizing the VAM to target vulnerable populations in food insecure areas; and maximizing opportunities for capacity building and women's participation in food relief and management activities.

Programming is to move towards improved integration and consolidation of infrastructure, health and education, as well as disaster policy, management and preparedness activities. The VAM system was used to identify communities based on vulnerability criteria and predominantly in the food deficit and disaster prone southern region while local purchases of food was to be obtained in the northern region of the country.

3 Objectives of the Country Programme Evaluation

- 1) To assess the extent to which WFP's current development activities in Mozambique have been influenced by the CP approach so that they constitute a recognizable CP.



- 2) To assess the extent to which WFP's systems and procedures for programme and project identification, design, budgeting, resourcing and implementation at both the headquarters and field levels have enhanced or impeded the CP approach.
- 3) To assess the potential of the CP to be an effective WFP contribution to both development and relief.
- 4) To determine whether the development activities ongoing have been designed to make a direct contribution to the objectives of the CP.
- 5) To assess the extent to which the individual WFP activities represent recognized good practice in food aid (including the practices and principles recognized in the "Enabling Development" policy).
- 6) To provide recommendations for the CP which can be used in the development of future Country Strategy Outlines and CPs and to provide accountability to the Executive Board.

4 Scope of Work

Evaluating the Country Programme In Light of Its Constituent Activities

The evaluation of the CP in Mozambique will focus primarily on the development and implementation of the programme as a whole. It will consider the programme in the context of the principles of the CP approach as they were understood and communicated throughout WFP at the time that the current CSO and CP were developed.

While focusing first at the programme level, the evaluation will also consider the way in which activities have been integrated into the programme and the extent to which they make a contribution to the programme objectives as well as meet their own. *It is important to distinguish between the evaluation of the CP and the separate exercise of evaluating each of the activities which make up the CP, the latter being outside the scope of the current evaluation.* In CP evaluations, a team works its way from the general to the particular, from the CP to the activity level. Activities are assessed in terms of their logic and their expected contribution to meeting the objectives of the CP. It may be that activities provide the most concrete opportunity for assessing progress toward overall programme objectives.

Country Programmes and "Enabling Development"

The findings and recommendations of the evaluation will be forward-looking in that they will be framed in a way which supports the development of a new CSO and CP which will conform to current requirements, including those of the "Enabling Development" policy. Since the "Enabling Development" initiative dates from 1999, it will not be appropriate to evaluate programmes developed before that in terms of their effectiveness in meeting the requirements of this policy. Rather, the evaluation team will assess the current programme for its fit with the policy prescriptions evident in "Enabling Development" and make recommendations for the future CP/CSO. The assessment of programme fit with "Enabling Development" will be guided by the template provided in Annex 3.

Linking the Country Programme to Other Activities

The evaluation will directly cover only the activities defined under the CP. As such it will not attempt to assess the effectiveness of relief and recovery activities, or any development activities which may exist outside of the CP. However, the evaluation will examine which development activities in the CP have been designed so that they may support current or future relief operations, as well as why development activities may exist outside of the CP (if applicable).



5 Key Issues and Sub-Issues

The evaluation will address the following issues and sub-issues.

1. Has the process of developing a CSO and CP in Mozambique resulted in a recognizable CP as described and expected in the guidelines and policies of the WFP?

1.1. How were activities/projects ongoing before the establishment of the CP modified to fit more readily into the CP approach?

1.2. Did the process of developing the CSO and CP include an analysis of national and sub-regional (within the country) food insecurity and vulnerability – a hunger analysis? Does the CSO and/or the CP make reference to any VAM material developed for this country?

1.3. Did the process of developing the CSO and CP result in an identified strategy for WFP development programming? Did it include, for example, choices in strategic areas such as: key partners inside and outside government; geographic target areas; targeting considerations within geographic areas; programme areas best dealt with by other agencies?

1.4. Are the activities/projects in the CP designed to be complementary or to be linked in terms of sector, geographic area, beneficiaries or any other common elements? If not, is there a strong rationale for not making these linkages?

1.5. Are there specific objectives expressed at the level of the CP (as opposed to the activity/project level)? Are they relevant, realistic and attainable in light of the approved activities/projects in the CP?⁶ Further, can the achievement of objectives be measured at the program level?

1.6. What evidence exists that the current CP exhibits the desired characteristics of:

- ◆ integration;
- ◆ coherence;
- ◆ concentration; and,
- ◆ flexibility.⁷

2. To what extent did WFP's systems and procedures for programme and project identification, design, budgeting, implementation and review enhance or impede the CP approach?

2.1. To what extent has the delegation of authority to the regional and country office level enhanced the flexibility of the Country Director in developing and negotiating a CP and in making shifts in resources when appropriate? Has the Country Director been pro-active in using those authorities which have been devolved?

⁶ It will be necessary for the evaluation teams to determine the fit between programme level goals and objectives and those of the individual activities making up the programme. Output and outcome indicators may not be practical at the level of Country Programme objectives but may be found in relation to specific Activities.

⁷ These terms have been defined in the documentation on the country programming process (CFA 38/P/6):

- **integration**: with the priorities and other activities of the country itself, as well as those of the UN system and other donors.
- **coherence**; (so that the elements of the WFP sub- programmes in each country relate closely to each other to achieve a clear purpose.) the absence of any design elements in one activity/project which may work counter to achieving the objectives in another activity/project;
- **concentration**: focused – on those geographical areas and households that represent WFP's target groups, and,
- **flexibility**: allowing for activities to be adjusted within the programme period in line with changing circumstances.



- 2.2. Have appropriate policy statements, guidelines, and headquarters/regional staff support been made available to country offices during the development of CSOs and CPs?
- 2.3. In the experience of the WFP country office, are procedures and rules for establishing programme and project budgets appropriate to a CP approach? Do they allow for the required flexibility in resource planning and allocation?
- 2.4. Is the staffing mix in the country office appropriate given the requirements of the CP approach? Is short-term technical support available where it is needed and appropriate?
- 2.5. Were the defined procedures for preparing and implementing the CP at country level followed? For example, has a CP agreement been signed with the government? Were appraisal missions carried out to prepare Project Outlines? Were Project Summaries prepared? Does a Programme Review Committee exist and does it function?
- 2.6. What problems or constraints have been identified during the development and implementation of the CP?

3. To what extent has the design, development and implementation of a CP resulted in a more effective WFP contribution to development programming in Mozambique?

- 3.1. Was the national government fully involved in the review of needs in preparation for the CSO and does it agree with the stated priorities of the CP?
- 3.2. Did the process of developing the CP enhance WFP involvement in the CCA and UNDAF processes under way? Did the shift to a CP enhance WFP's ability to contribute to UN coordination through the CSN, CCA, UNDAF or other processes?
- 3.3. Has the process of developing the CP had any appreciable effect on the ability of the national government to make and meet programme commitments regarding counterpart contributions including both finances and staff time?
- 3.4. Does the CP include contingency planning measures at either the country programme or activity level? Does it include measures in one or more activities/projects aimed at ensuring that disaster preparedness or disaster mitigation actions are taken in development projects so that the transition to emergency operations may be more effective and timely when necessary? Is there evidence that contingency planning will be included in the development of the next country programme?
- 3.5. While the CP does not include resourcing and planning for PRROS and EMOPS, does it describe them and note any possible actual or potential interaction between development activities/projects and emergency operations?
- 3.6. Did the CP mechanism permit necessary shifts of resources among activities/projects in a timely and efficient way?

4. Does the design of the activities/projects which make up the CP reflect the lessons documented in Food Aid and Development? For example:

- 4.1. Is food aid the most appropriate resource for use in the CP activities/projects? Is food aid justifiable and necessary for the achievement of the activity/project level objectives?
- 4.2. Are WFP's partners in each activity/project the most appropriate? What measures were taken during the design of the activity/project to assess possible partners?



4.3. Is food aid used in the activities/projects in the CP targeted to food deficit sub-regions and/or populations identifiable as the hungry poor? Is there evidence that these targeted people are being reached?

4.4. Are assets being created in the activities/projects? If so, what measures are in place to ensure that the targeted beneficiaries benefit from these assets?

4.5. Do the activities/projects in the CP adequately address gender issues? Do they adhere to WFP's Commitment to Women?

4.6. What indicators are being monitored which can be used to assess the effectiveness of the activities/projects in the CP? Do they provide information regarding the achievement of anticipated outputs, outcomes and impacts? Were appropriate baselines established for the indicators being used?

5. To what extent does the use of food aid in the current activities/projects of the CP conform to the “Enabling Development” policy⁸? - For a detailed guide to addressing this issue see annex 4.

5.1. What changes would be required in the development of a new CSO and CP which would ensure better compliance with “Enabling Development”?

6. What measures can be taken in the development of the CSO and the next CP to improve the effectiveness of WFP's contribution to development during the next programming cycle?

7. Special Considerations:

7.1 Have subsidized internal transports or imports of food produced any market distortions? (EB3/97)

7.2 What has been the experience regarding local vs regional and international procurement? Are current mechanisms appropriate?

8. Are there any lessons to be learned from the experience gained in designing and implementing the current CP?

6 Notes on Methodology

6.1 Stages of the Evaluation

The method proposed below is indicative and may be revised and/or refined by the team leader. The evaluation will normally be divided into three phases:

Phase I –Preparation and Desk Review:

The terms of reference should be shared with the Government who should be asked to review the TOR and to nominate a key focal point for the mission.

Prior to the in-country mission the team will review all relevant background documentation, including the CSO and CP, activity summaries, project progress reports, project mid-term and terminal evaluation

⁸ It is important to note that issue number 6 does not mean that the current country programme will be retroactively evaluated against the criteria of Enabling Development. Rather, the programme will be assessed with a view to providing guidance as to any changes required to ensure compliance in the future.



reports, relevant international and national sectoral publications/reports. In addition, the team should locate and review country studies carried out for recent thematic evaluations such as the review of WFP Commitments to Women. Some members of the team may review materials provided electronically and join the team directly in the field. Following decentralization of many programme functions to the field level, some of the documentary material on programmes and activities is best accessed at the level of the Country Office.

Phase II - The in-country evaluation (3 weeks):

To the extent possible, the Team should meet with all relevant stakeholders, including beneficiaries, local and national government, key implementation partners and other development agencies involved in the UNDAF and with any of WFP's programmes.

Data collection during the CP evaluation will take place both in the offices of key stakeholders in Maputo and in the field where examples of major programme activities can be visited. Priority should be given to meetings in the capital but some coverage of field activities will be necessary. A useful rule of thumb may be to spend two-thirds of the available time in Maputo and one-third visiting activities in the field.

Key informant interviews to be carried out by the Team may be divided into different groupings:

Group One: WFP full time and contract staff working on development activities;

Group Two: Institutional Partners/Actors in the Development and Coordination of Programmes at National Level. For example:

- UN Agencies active in consultative processes relating to development such as the CCA and UNDAF including UNDP, UNICEF, UNFPA, FAO, IFAD, WHO;
- Government Ministries who are either involved at the national level in consultations on donor coordination (the Ministry of External Cooperation, Ministry of Planning, Ministry of Finance for example) or represent current or planned partners in WFP development activities: Ministry of Agriculture, National Water Authority, Ministry of Health, National Forestry Service, as appropriate;
- The local offices of the World Bank and regional development bank;
- Bilateral donors with a significant presence in sectors of WFP programming; These should be identified by the WFP office in the country. Of special interest will be donors who are taking part in structures aimed at coordination at the national level.
- NGOs with a national presence and mandate in food security and/or poverty alleviation. The WFP office should be able to identify a small group of national and international NGOs with a strong presence and reputation in food aid and/or food security and poverty programming. Ideally, these organizations should be recognized by the government as co-participants in national or regional programmes.

Group Three: Institutional Partners Engaged in WFP Activities

- national, provincial or local offices of the agencies implementing WFP activities on behalf of government (water authority staff, district medical officers, agriculture extension service staff, national forest service staff, as appropriate);
- Staff of national and international NGOs involved in the delivery of WFP food aid and/or the planning and completion of infrastructure assets created with food aid;



- Staff of human service agencies supported by WFP food aid such as nutrition rehabilitation units, mother and child health clinics, schools, etc.

Group Four: Participants and Beneficiaries

Accompanied by project staff, the mission members should meet in group settings with participants in food for work projects, children in schools, attendees of MCH clinics etc. Groups can be comprised of village elders or representatives, women youth, etc. These meetings will serve as a first level test of the targeting aspects of the development activities.

Past experience strongly suggests that the WFP Country Office would benefit by organizing a one-day feed-back workshop for WFP staff and key stakeholder organizations to discuss the preliminary findings and recommendations of the evaluation prior to the Team's departure. This debriefing could be provided for key government, NGO representatives and donors as well as to WFP staff and other UN agency staff. In addition, a structured debriefing with an aide memoir summarizing key preliminary findings and recommendations is essential prior to the team's departure.

Phase III - Report writing (5 working days team members, 10 working days Team Leader):

During each phase of the CP evaluation, the team leader should confirm the duties and accountabilities of each team member. This can be easily organized around the products of the evaluation (see Annexes 1 and 2) which are in turn organized around the key objectives and issues.

The team leader is responsible for co-ordinating inputs to and for the overall drafting of the Aide Memoire, evaluation summary and final report.

6.2 The Evaluation Team:

The team should contain the following expertise:

- ◆ development planner/economist
- ◆ food security expert
- ◆ agronomist-cum-gender expert

One team member should be a locally recruited national consultant.

In addition, team members should be familiar with the country situation, have solid evaluation expertise, and speak Portuguese.



6.3 Timetable and Itinerary:

In-country mission: Maputo	7 June - 7 – 15 June
Project Visits Maputo	16 June – 23 June 24 June – 30 June
All day Feed-back Session with Country Office	26 June
Evaluation Debriefing Workshop	28 June
Aide-Memoire Presentation to Government and WFP	29 June (p.m)
Finalization of Aide-Memoire	30 June
Departure	1 July
Debriefing at WFP Rome	TBD
Deadline for Draft Evaluation Report	14 July
Deadline for Evaluation Summary	28 July

6.4 Organization of the Mission:

Role of the Team Leader : Will finalize the methodology and key issues for the evaluation. This will be done in consultation with the OEDE Evaluation Officer. He/she will also clarify the role and input of each team member, including individual requirements for the Aide Memoire, Evaluation Summary and Final Report. With assistance from the WFP Evaluation Officer, the team leader will define any preparatory work required by the CO and/or local consultants prior to the mission (at least 2 weeks notice should be given to the Country Office).

The team leader will assume overall responsibility for the mission, and will synthesize the inputs from all sources in order to produce the necessary outputs. The Team leader is responsible for producing the following outputs :

- **Aide Mémoire** for presenting the mission's early findings and recommendations at the final debriefing of the Country Office and at HQ ;
- a **Final Evaluation Report**; and
- an **Evaluation Summary Report** for presentation to the Executive Board.

The team leader will present the team's findings at all debriefings and will ensure that all deadlines are met for the above outputs.

Role of the other team members : To assist with the organization of the mission as required, to provide technical expertise according to individual skill sets, and to provide written inputs to the Evaluation Summary and Final Report under the guidance of the Team Leader and WFP Evaluation Officer.

Role of the WFP Evaluation Officer : To provide support to the overall evaluation exercise as necessary, which includes liaising between team members, relevant areas of WFP headquarters, and the country office. Ensure compliance with the intended thrust of the terms of reference and that the necessary logistical support is provided by WFP HQ and by the CO.

Role of the Mozambique Country Office : To advise on the timing of the evaluation to ensure that the evaluation outputs are available for the preparation of the CSO . To ensure that all necessary documents required to plan the evaluation and undertake the desk review are provided in a timely manner. To assist with the identification and hiring of local consultants as required. To ensure that any necessary preparatory work is undertaken in-country prior to the arrival of the evaluation team, and to facilitate the work of the team while in-country.



6.5 Products of the Evaluation :

Aide Memoire for debriefing the Country Office and HQ (maximum 5 pages)
deadline : 29 June 2000

Final Evaluation Report
deadline : 14 July 2000

Evaluation Summary Report (maximum 5000 words)
deadline : 28 July 2000

All reports will be prepared in English and must be written in conformity with the outlines in Annexes 1 and 2. Draft outlines of the Evaluation Summary Report and Final Report will be reviewed by the OEDE Evaluation Officer prior to writing.

The Evaluation Summary Report, technical reports and Final Evaluation Report must be submitted in hardcopy accompanied by an electronic version. If applicable, annexes should also be made available in WFP standard software (ie. Microsoft package). For ease of processing, the Summary Report should be submitted as plain, unformatted text only (no paragraph numbering, limited bold, underline, etc.).

The mission is fully responsible for its independent report, which may not necessarily reflect the views of WFP.

The evaluation shall be conducted in conformity with these terms of reference and under the overall guidance of OEDE.



ANNEX 2: Indicative Checklist for Mozambique CP/Project Level Compatibility With Enabling Development⁹

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
1. Government Commitment					
National food security strategy or other enabling policy in place – identify policy	National Disaster Management policy – 1999 The Absolute Poverty Reduction Action Plan -- 2000. National Education Strategic Plan 1997-2001 -- 1997		X		
Inter-ministerial cooperation established – note any committees, mechanisms	SETSAN at national and provincial level VA Group (under SETSAN)		X		
Committed to targeting the poorest – including women – references in CP agreement or activity designs	Ministry of Women and Social Affairs (Feb 2000), name change only – women’s issues already covered by Social Action ministry. Gender Units created in each ministry based on Action Plan for implementation of decisions from Beijing conference. Gender unit in Ministry of Education developing specific activities to improve information and implementation.		X		
Staff and other human resources assigned in line with capacity – any references to insufficient or under-qualified counterparts	The main government partner in the Food Fund, the National Institute for Disaster Management, does not have the appropriate staff to coordinate activities at a national level. MADR has more qualified technical staff at national, provincial and district level. MinEd has limited numbers of qualified staff but WFP counterpart staff are strong.			X	
Related capacity building measures identified if problems occur in qualifications and availability of counterpart staff	WFP-UNDP co-financing of a disaster management advisor at INGC.		X		
2. Coordination					
Programme refers to and conforms to priorities of UNDAF/CCA – cite reference in CP and activities to UNDAF/CCA	WFP designated leader of UNDAF Disaster preparedness and management theme group		X		

⁹ This Checklist is Derived From the Completed Checklist Presented in the Document: *Time For Change: Food Aid and Development - Enabling Development in Practice*, WFP, May 1999.



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Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
Complementary linkages with other partners – evidence of participation of non-traditional and non-governmental partners	Very weak, except in emergency programme. Few NGOs working in WFP target area limits collaboration. Collaboration with World Bank on school construction not successful.			X	
Operational Partners					
Identify operational partners – cite key operational partners by activity	Government – see above		X		
Operational partners chosen for effectiveness	Varies, see above on INGC.			X	
Understanding Needs					
<i>Consumption Needs</i>					
Food consumption problem adequately identified? – cite references to VAM or other mapping/targeting exercises and information	VAM analysis extremely well integrated in CP and subsequent activity design. Even some education activities being targeted to most vulnerable districts.		X		
Nature of the food consumption problem – geographic location, effected population, severity	Geographic targeting to south and centre based on analysis of baseline data.		X		
Key indicators of the food consumption problem – indicators cited in CP and activity documents	Indicators not included at CP level. In FF, activity document did not include but subsequent efforts to develop M&E system underway.			X	
Consumption/Investment Link					
How food was linked to the development opportunity in CP and activity plan	Food aid only used where it has a comparative advantage		X		
Creation of Lasting Assets					
Which assets were created and for whom?	At start of CP, feeder roads and micro-projects did not emphasize creation of sustainable individual assets. FF design and new school construction incorporate concepts of asset creation and sustainability.		X		



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Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
Which are the sustainable benefits from the assets and for whom?	In FF, should be the community that develops, creates and maintains the assets.		X		
Reaching the Right People					
Indicators used to identify geographic areas and target groups within these areas	VAM indicators of staple food production, nutritional status, food access and coping strategy.		X		
Are women equally targeted?	Some old activities did not lend themselves to women's participation, but FF activities more likely to target women. Some micro-projects did good job in targeting women's participation.		X		
Do targeted areas match with most food insecure areas?	Lack of distinction between chronic and transitory vulnerability creating confusion in FF targeting, but in broad terms, areas targeted do match food insecure areas.		X		
Methods/techniques used to identify groups of participants within a geographic area – cite methods noted in activity summaries.	In FF, sub-district targeting criteria not well defined. FF monitors and district committees need more guidance on how to identify participants.			X	
Participation					
Project participants involved in planning, implementation and/or monitoring	District authorities and communities trained in PRA		X		
Participatory tools and methods used	Participatory resource appraisal techniques		X		
Mechanisms used for Facilitating participation	Participatory resource appraisal		X		
How women and men were involved in decision making – cite references in activity documents to special measures to encourage full participation in decision making	Not yet done			X	



Cost Effectiveness					
Alternatives examined for meeting food aid objectives	Not done				X
Measures introduced to minimize costs	Geographic targeting and concentration of WFP activities		X		
Technical Quality					
Activity appraisal mission?	Yes		X		
At what stages of programme cycle was technical expertise used?	At appraisal and mid-term technical review		X		
From Where (FAO ,ILO, UNESCO ,WHO)?	All plus UNICEF		X		
Criteria used for sustainability of assets?	Now being developed in the wake of WFP/ILO FFA workshop		X		
Conditions under which WFP assistance no longer required – cite reference in activity plan	Phasing out plan under the school feeding programme		X		
Market Impact					
Analysis of food aid imports or local purchase impact on local markets	Carried out in conjunction with Ministry of Trade and FAO		X		
Demonstrating Results					
Performance indicators established and in use?	Still under development			X	



Annex 3: Checklist for Meeting the Commitments to Women & Mainstreaming a Gender Perspective

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
Commitment I: Provide Direct Access to Appropriate Food for Women					
Does the Country Programme make a real effort to get food into the hands of women, e.g. through women's ration cards?	In terms of food received in 1999, about 50% of CP activities, on average benefited women and girls.		X		
Do the CP activities address micronutrient deficiencies amongst women and children?	All WFP processed foods are fortified with appropriate micronutrients to address the needs of malnourished children, expectant and nursing mothers. WFP has adjusted its food basket to suit local needs, avoiding importation of yellow maize.		X		
Do the CP activities consider local cooking and eating habits?	The food basket has been decided on in cooperation with the Government, and is only using products that are accepted in Mozambique		X		
Have women been consulted in determining the food basket?	Yes		X		
Are female-headed households given special attention because of their greater poverty and time constraints?	With a high participation of women in food-for-work, and a high percentage of female-headed households, this is a problem that is not really addressed.			X	
Does the CP make an effort to reduce the security and/or health risks women face when collecting food?	No – by giving the rations to women WFP increases their workload. However, before a distribution, food monitors tell them to bring members of the family to help to carry the rations.			X	



Commitment II: Take Measures to Ensure Women's Equal Access to and Full Participation in Power Structures and Decision-Making					
<p>Does the CP address women's strategic needs, i.e., use an approach that challenges traditional gender roles and empowers women? Describe how.</p>	<p>Gender analysis and issues were included in training seminars that led to the creation of FF management committees. The percentage of women in these committees (DFFC) is low, partly due to the fact that district officials make up a substantial part of the committees (Administrator, Directors of Finance...etc). Women however make up the majority in most of the selection committees at the operational level, involved in beneficiary selection and food distribution. Both in development and emergency activities food monitors advocate for increasing the role of women in distribution committees, and in committees for food for recovery activities. In EMOP: Social mobilisers (food monitors) have been working to persuade chiefs to form committees representative of the population and thus having gender balance. Involving women does not, however, imply that they will play an active role. There are some examples of women who have taken a lead role, but this is still rare. The existing social structures often militate against this and therefore increasing women's real participation demands time and support, which will depend on the level of development support costs provided.</p>			<p>X</p>	
<p>Does it address gender relations? Does it bring men into the dialogue around the issues of women's status?</p>	<p>WFP commissioned a study on 'Gender Aspects of Decision Making in Communities and Local Governments in Southern and Central Mozambique' the findings of which will serve as inputs to the Food Fund and further training of monitors and DFFCs. EMOP: With the meetings on FFR projects, specific attention was given to the ideas of women and they were always asked first. Men agreed, and came up with extra ideas of their own. Social mobilisers have been working through Local Authorities, through OMM (National Women's organization), and through the local representatives of the Ministry for Women and Social Affairs to try to mobilize women.</p>		<p>X</p>		



Action to Facilitate Women's Equal Access to Resources Commitment III: Take Positive, Employment, Markets and Trade					
Are Country Programme resources deliberately targeted to women and girls where there is a big gender gap, i.e. of 25%? ¹⁰ (This includes most WFP-assisted countries.) What is done?	For the current EMOP (6225.01) reports from the field indicate that over 80% of primary recipients are women. WFP has social mobilisers working in each province helping women to organise themselves and supervising targeting of women beneficiaries. For the education sector schoolfeeding project, the ratio of women is ruled by the number of girls/women attending or working in schools, though it is working to gradually increase this number, as is the school construction project and in the planned emphasis on girls education. .		X		
Does the CP have incentive programs to address the gender gap in primary education? What are they?	The weak participation of female beneficiaries in the Secondary Boarding School Feeding project is mainly due to a lack of proper infrastructure to accommodate girls as well as strong cultural traditions. (The percentage of female students in Mozambique at this level averages about 20%) Efforts are being made by the Government to introduce female-only boarding centres into the project. The Ministry of Education and WFP also foresee a boarding centre rehabilitation activity in order to improve teaching and living conditions for teachers and students; this should help make boarding schools more culturally acceptable for girls. An experimental EP2 day school feeding activity is planned for 2001 as an incentive for girls to attend school.			X	
Do women participate in FFW? As labourers or also as decision-makers? Do they control the assets created?	They do. The participation rate for women is about 50% or higher for food for work. They participate in the project design, implementation phase. They are involved in solving the issues that are raised during the projects and in beneficiary selection etc. The issue of control of assets was discussed when the new monitoring system was designed and implemented. The conclusion was that it would not be possible to get reliable data for this activity.		X		
Is there any opportunity in the CP for women to learn new skills through FFT for greater development sustainability?	FFT is in general not very developed – for both men and women.			X	
Does the CO engage in advocacy under the CP on behalf of women? For gender equity? To leverage resources for partnership work?	WFP is part of the gender theme groups and participates in activities on advocacy in general under the UNDAF.			X	
Commitment IV: Generate and Disseminate Gender-Disaggregated Data for Planning and Evaluation					
Are the M&E systems used in the CP sensitive to gender? Explain how.	A consultant was hired to create new monitoring and reporting formats that provide gender disaggregated data for the Food Fund. These formats are also used for other projects.		X		

¹⁰ For information on the gender gap in your country, contact the Senior Gender Advisor, SPP at HQ.



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Is qualitative information sensitive to gender also collected?	Yes as part of the Food Fund monitoring system.		X		
Does the CP look at inputs, outputs outcomes and impact from a gender perspective?	It does for inputs and outputs. But as noted above not in the case of control of assets for which reliable would be difficult to obtain. It is possible to identify certain activities that are benefitting women more directly, like waiting houses and wells. It is possible to identify certain activities that are benefitting women more directly, like waiting houses and wells. However, for other activities relating to disaster mitigation, or activities like roads, school buildings and tree plantations, the question of control is not easy to answer. The food monitors do not have the capacity, nor time to measure this in a reliable way and to do this would demand additional resources that the Country Office does not have.		X		
Commitment V: Improve Accountability of Actions Taken to Meet the Commitments					
Are WFP staff held accountable in the CP for meeting the Commitments to Women and mainstreaming gender? How?	It is part of the work-plan for each unit.			X	
Is the Gender Focal Point given sufficient authority? Support?	Yes – gender mainstreaming is an issue with which all programme officers are concerned–both for development activities and emergency operations.		X		
Are implementing partners held accountable for meeting the Commitments to Women and mainstreaming gender, e.g. through inclusion in LOU's and MOU's? How?	WFP ensures that PLANOPS, MOUs and LOUs contain clauses stipulating GOM and NGO obligations aimed at planning, monitoring, evaluating and reporting on gender related activities and that reports show gender disaggregated data			X	