



Public Expenditure Tracking Survey

THE EDUCATION SECTOR IN PERU

APPENDIX I. BREAKFAST PROGRAM

September 25, 2002

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1. GENERAL OVERVIEW

School Breakfast programs are mainly aimed at supplementing students' nutritional needs - particularly in the poorest areas- as well as improving their overall educational performance. These programs are part of the strategies adopted by many developing countries to solve the nutritional problems of the poor.¹

The School Breakfast Programs have three main channels to produce the desired effects:

- (i) Students' nutritional improvement.
- (ii) Improved cognitive skills.
- (iii) A higher school attendance rate (with the resulting drop-out reduction).

During the past years, two programs aimed at meeting the nutritional needs of children students have been simultaneously developed in Peru. These have been implemented by two institutions: The Social Investment Fund (FONCODES) developed the School Breakfast Program (hereafter PDE); while the National Program of Food Assistance (PRONAA) implemented the School Feeding Program (hereafter PAE). As of January 1st 2001, FONCODES transferred the PDE to the Ministry of Health (MINSA), institution that is still administering the program.

The organizational structure of both programs is similar because they both have organizational stages fulfilling analogous functions. Since they have similar goals, both programs coordinate their efforts in order to avoid the redundancies. Coordination is carried out in the different organizational stages in both programs (i.e. at national stage, in the regional and local scopes). Although there is a significant number of districts where both are present, simultaneous intervention of both programs² at the school level, occur in only 1% in schools (CE, in Spanish).

1.1 School Breakfast Program (FONCODES)

The PDE is mainly aimed at improving the nutritional condition of school students with access to the program, with ages ranging from 4 to 13 years old, in preschool, special and primary school. The program's actions are directed at areas with low nutritional indexes, classified as poor or very poor nationwide (based on the poverty map of the Ministry of the Presidency). The program was conceived to cover 30% of the target population's nutritional energy requirements. The main objective comprises short, medium and long term goals, aimed at improving students' nutritional condition, as well as other closely linked and supplementary effects, such as the reduction of absenteeism and school drop-out rates, a higher learning capacity, physical and mental development of school students and general socioeconomic well-being.

¹ LOCKHEAD, M and A, VERSPOOR. Improving education in developing countries. The World Bank and Oxford Press. Washington D.C, 2001

² PAULINI, Javier y Renato RAVINA. Costo efectividad del Programa de Desayunos Escolares del FONCODES y el Programa de Alimentación Escolar del PRONAA. Lima, 2002.

The funding of this program comes fully from the Public Treasury. For 1998, the total cost of the program and the average cost per beneficiary approached S/.170 000 000 and S/.85, respectively³. At the beginning of the program (1993), the PDE attended only five departments; since 1999, the program attends 24 departments of the country. As of 2000, the program had reached approximately 167 provinces, 1354 districts, 1398 Local Implementing Units and 26 487 Schools⁴. The total beneficiaries of the program in 1998 amounted to 1 962 500 students; in 1999 to 2 000 000; and in 2000 to 2 034 491⁵.

As of 1998, the PDE organization had a Central Implementing Unit (NEC, in Spanish) located in Lima, in charge of implementing the program, with administrative functions related to inspection and oversight. This organization was responsible for the administration of the program's resources in all its stages. Therefore, it was also responsible for choosing the suppliers of products distributed under the program.

As of 1998, the NEC was replaced by 16 Decentralized Implementing Units (NED, in Spanish) throughout the nation to fulfill the functions of its predecessor in specific jurisdictions. NEDs are in charge of the bidding processes aimed at choosing the companies that will supply food region-wide (within its jurisdiction). These companies are preferentially located within the geographic area of the corresponding NED. Based on the scores obtained in the bidding processes⁶ quotes are assigned to the companies. These companies are food-producers, and take food to the warehouses of the Local Implementing Unit. The bidding process starts in January in order for the production to begin as of February.

The next organizational stage of the program includes the Local Implementing Units (NEL, in Spanish), made up by representatives (principals, teachers and parents) of groups of geographically close schools. Its main role is to receive products, store and deliver them to each school for consumption, and to check the quality of the same, based on their acceptance by the beneficiaries. In general, a school principal assumes the leading role of the NEL; for this reason, he/she is liable for signing the product delivery acceptance.

In schools, parents and teachers receive food supplies and prepare them throughout the school year (from April to early December), Monday through Friday although in some cases, a person is hired to fulfill this duty. Breakfast is prepared, generally, during the mid-morning break (from 10 to 11 a.m.). The rations provided by the PDE are made up by a dairy substitute and a pack of fortified crackers. These products have different flavors that are rotated in order to prevent the children from getting bored. Food contains 26% of the average protein requirements, 28% of the average fat requirements, and 60% of the average

³ PAULINI, Javier y Renato RAVINA. Op. cit.

⁴ Source: www.foncodes.gob.pe

⁵ Bulletin of the Instituto Nacional de Salud. Lima: year 7, number 1-5, January-October 2001.

⁶ The score considers aspects such as the use of local raw material, certifications of quality, hygiene and health in processing plants, among others.

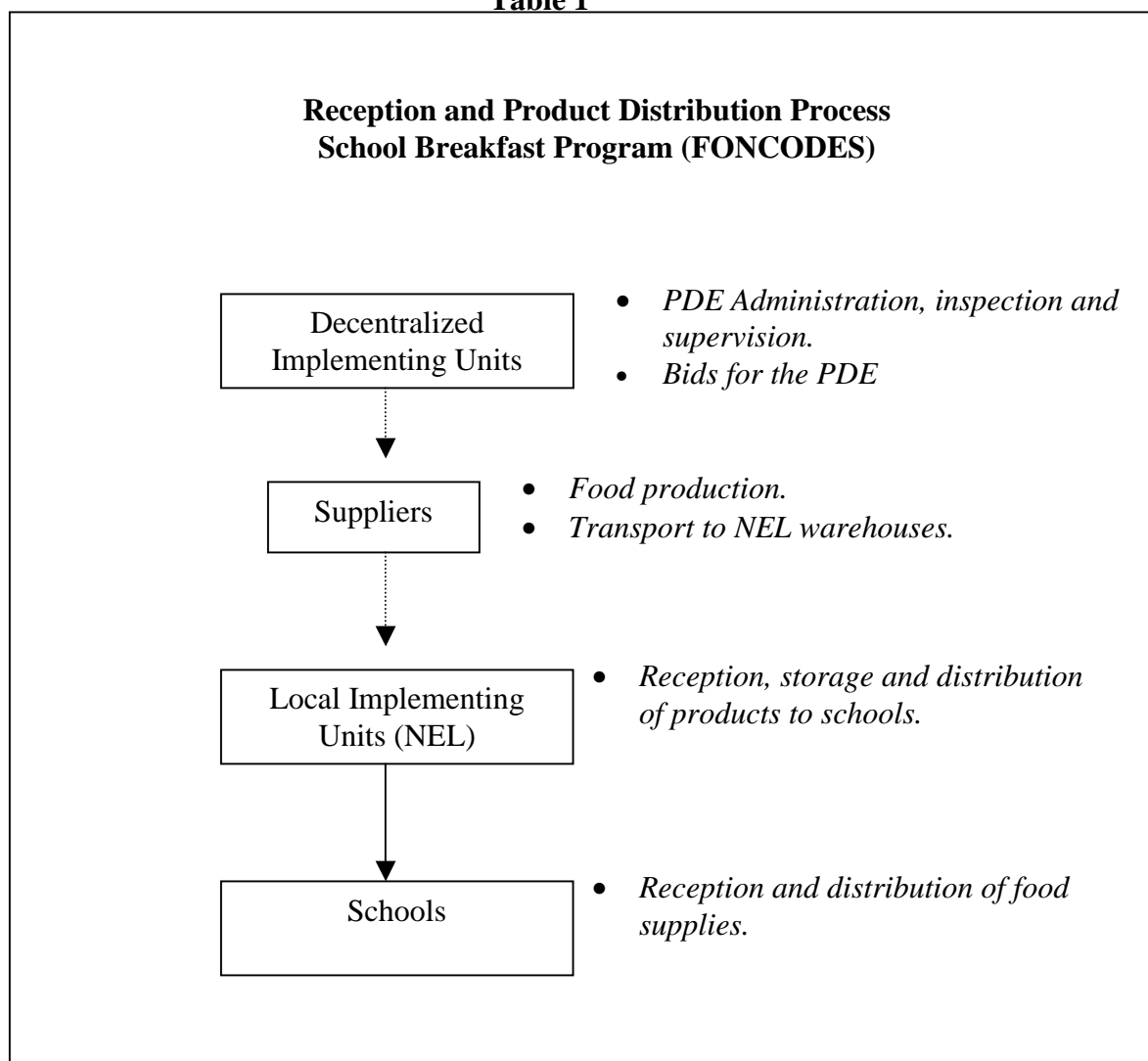
⁷ The score considers aspects such as the use of local raw material, certifications of quality, hygiene and health in processing plants, among others.

micronutrient⁸ requirements. At the school, food is supplied to those children making up the program's target group (4 to 13 years old).

The program has external supervisors hired by FONCODES to monitor implementation of the program nationwide. Monitoring consists of picking up food samples and making reports based on the program assessment (monthly reports to be integrated into a final annual report).

According to sources such as the 2000 School Census, prepared by the Ministry of Education (MED), the PDE is implemented in farther areas with respect to the PAE. This is due to the fact that the type of products distributed by the PDE is less perishable (as they include crackers and bread).

Table 1



⁸ PAULINI, Javier y Renato RAVINA. Op. cit.

Finally, in 2001, pursuant to the government's guidelines regarding food and nutrition policies for the most needy, the PDE was transferred to the National Institute of Health (INS, in Spanish)⁹. Thus, since 2001, the PDE is being implemented as part of the *Programa de Salud Colectiva* (Collective Health Program), *Sub-Programa de Alimentación y Nutrición Básica* (Sub-Program of Basic Food and Nutrition), and the *Proyecto de Apoyo Educativo y Nutricional* (Educational and Nutritional Support Project), a component of the School Feeding Program.

Additionally, the objectives, activities and goals of this program were included in the INS Institutional Operational Plan for their implementation through the establishment of 16 Associations for the Decentralized Implementation of School Breakfasts (AEDDE, in Spanish) nationwide (the scope of action including the 24 departments). Under the INS administration, the program supplies, basically remain, the same products distributed by FONCODES.

In 2001, the total cost amounted to S/.180,017,000, accounting for 262,933,234 rations to be distributed¹⁰. Considering the target group consisted of 1,891,606 school students that year, the average expenditure per beneficiary almost reaches S/.95.

1.3 School Feeding Program (PRONAA)

The general objective of PRONAA School Feeding Program is to help increase the nutritional condition, attendance and school performance of preschool and school primary students. The program's priorities of attention are based on the district's poverty¹¹ and malnutrition¹² levels. In this respect, specific objectives have been set, such as providing rations with a third of the nutritional requirements of a child, encouraging hygiene, good food habits, promoting the consumption of national food and the active participation of the educational community. These objectives coincide, to a great extent, with those set by the FONCODES PDE. Since both programs have similar objectives, the institutions in charge of implementing them, have coordinated their interventions in order for each program to provide breakfasts in specific areas to students of public schools.¹³ The coordination between both programs is done at the national level, as well as at regional and local levels.¹⁴

⁹ Program assignment abides by Supreme Decree N°023-2000-PCM. This decree establishes that the program is part of the National Institute of Health from 1st January 2001. The National Institute of Health is a Decentralized Public Agency of the Ministry of Health.

¹⁰ Bulletin of the Instituto Nacional de Salud. Lima: Year 7, number 1-5, January-October 2001.

¹¹ Three levels of priority have been established based on the 2000 Poverty Map: Extremely poor and very poor (1st level), poor (2nd level) and regular and standard population (3rd level).

¹² Similarly, the "II Censo de Tallas" (1999) of the Ministry of Economy and Finance sets forth three "nutritional priorities": districts with malnutrition levels ranging from 50.6% to 82.4% (first priority), from 28.8% to 50.5% (second priority) and from 0.0 to 28.7% (third priority).

¹³ CUETO, Santiago y Marjorie CHINEN, Marjorie, "Impacto Educativo en un Programa de desayunos Escolares", GRADE. Lima, 2000.

¹⁴ For this purpose, district intervention maps were developed for those programs (2000).

The program's funding comes, mostly, from the public treasury, and to a lesser degree from other entities¹⁵. In 2000, the total cost of the program amounted to S/. 80 000 000, covering 745 000 school students¹⁶ approximately - implying an average expenditure per beneficiary of S/107.

PRONAA has a central coordination level, the National Technical Committee (CTN), which is in charge of supervising, assessing, and funding the program. In addition, the CTN determines the rations to be distributed, approves contracts with suppliers and calls for external entities to monitor the program.

The second stage comprises Local Management Committees (CLG = *Comités Locales de Gestión*), installed in 29 Operating Units where the program was implemented. Its main role is to call for companies working in the program and to supervise the effective reception of products at schools.

Finally, at the school level -where the program is implemented- there are School Feeding Committees (CAE = *Comités de Alimentación Escolar*) made up by teachers, parents, community members and students. Their main function is to submit the application form in order for their school to be admitted in the program, attaching the list of future beneficiaries (students) and the names of those in charge of food reception. Furthermore, each school stores, prepares and distributes PAE products. As of 1999, the PAE has been providing training courses at three stages: facilitators (CLG members), CAE members, and handlers (those who prepare the product).

The program's monitoring is performed in three stages. The first is the central stage, encompassing Lima and the CLG, with information on the fulfillment of their functions (these data are sent by each one of them). Furthermore, a supervision team in Lima makes visits to assess all the PAE activities. Second, each Operating Unit supervises schools within their jurisdiction. Thirdly, the principal must control the fulfillment of the program's activities within the school.

Initially the PAE distributed only breakfasts to its beneficiaries. Since 1999 however, lunches have been included in a small number of schools; this policy reaching a wider scope in 2001, when breakfasts were replaced by lunches in approximately half of the program's beneficiaries. Products distributed in breakfast rations include fresh or pasteurized milk, fortified crackers and bread, and a fortified milk preparation. Breakfast rations contain an average of 40% protein requirements, 28% of fats and 60% of vitamins and minerals for the target group¹⁷. The lunch ration is made up of cereals, flours (cereals, bananas or tubers), pulses, animal products, oil, shortening and sugar. The lunch ration contains an average of 47% of protein requirements and 31% of fats¹⁸. Food distribution

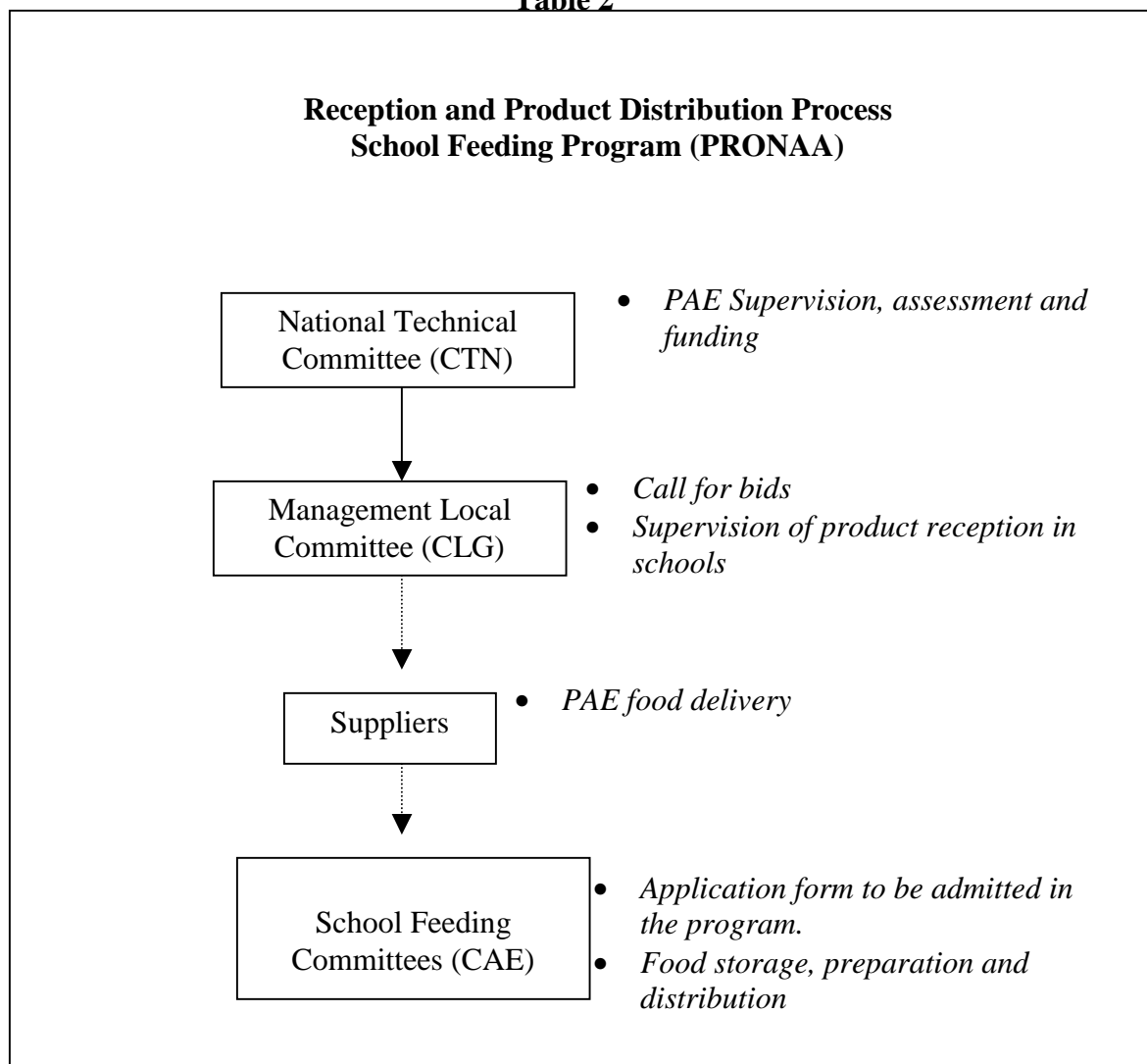
¹⁵ In 1999, for example, 86% of funds came from the public treasury, 9% from the World Food Program and 4% from the European (Economic) Community.

¹⁶ VÁSQUEZ, Enrique y Gustavo RIESCO. *Los Programas Sociales que 'Alimentan' a medio Perú*. En : *Políticas Sociales en el Perú: Nuevos Aportes*. Editor: Felipe Portocarrero. Lima: Red para el Desarrollo de las Ciencias Sociales en el Perú.

¹⁷ PAULINI, Javier y Renato RAVINA. *Op. cit.*, pág. 19.

¹⁸ *Ibid.*

was usually carried out from May to November¹⁹. The breakfast distribution schedule varies; it can take place from very early in the morning, and even near noon. In each school, the PAE covers 3 to 12 year-old children (preschool and school students).

Table 2

2. SOME RESULTS OF A SURVEY OF THE SCHOOL BREAKFAST PROGRAMS

As a part of a study based on the application of Public Expenditure Tracking Surveys (*PETS*), a section was included for registering information with respect to the operation and characteristics of the School Breakfast Programs (PDE) developed by FONCODES and PRONAA, described in the previous section. These surveys were administered to school principals.

¹⁹ This is an appropriate time since the attendance rate decreases throughout the remaining months.

This section presents the results of the surveys made to 100 rural and urban schools, in seven departments of Peru: Ancash, Arequipa, Cajamarca, Cusco, Lima, Loreto and Piura. The sample of schools was drawn from the jurisdictions corresponding to 25 Implementing Units (UE, in Spanish) of the Education Sector (4 schools in each UE).²⁰

Surveys to school principals included questions about some aspects of the School Breakfast Program: characteristics of the school program, community participation in the program administration, quality assessment of the service provided, and supervision and monitoring mechanisms. The study's assessment of the school breakfast programs was developed for 2001, when the FONCODES school breakfast program was being transferred to the Ministry of Health.

2.1 General Characteristics of the School Breakfast Program

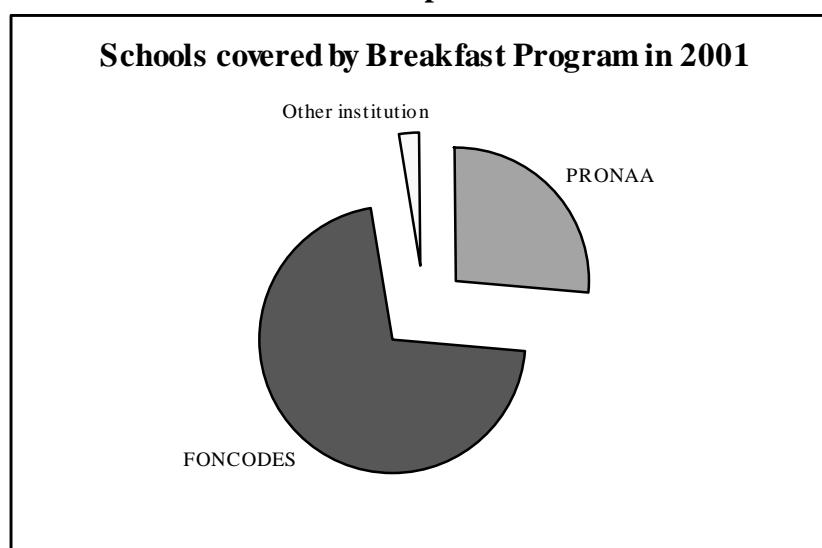
As previously mentioned, both programs aim at improving the nutritional conditions of children, especially those living in the poorest areas. These programs have national coverage. Based on the sample of schools, located in the seven departments that are part of the study, PAE was present in Ancash, Lima, Loreto and Cusco; and PDE in Ancash, Cajamarca, Lima and Cusco.

The first aspect to be analyzed in the sample is the number of people surveyed, covered by any School Breakfast program²¹. 54% of schools reported coverage by some sort of food program. These percentages are similar between urban and rural schools; however, they significantly differ among visited departments²². Most schools with some sort of food program reported coverage by FONCODES PDE (71%); a lower number was found for PRONAA PAE (27%) or for any similar program developed by another institution (2%).

²⁰ Products that were distributed to most schools were specified from the last distribution list of consumer goods and capital assets distributed by the implementing unit. Four schools were chosen randomly from the group that had originally received the goods.

²¹ For this purpose, not only programs administered by FONCODES and PRONAA are being considered. All programs aimed at the same objectives are included (even if they are implemented by another institution.).

²² In the sample, 60% of schools in rural areas and 50% in urban areas were covered by some sort of food program. Some departments had 100% coverage for the schools visited (for instance, Cusco or Loreto), while others have no coverage at all (like Arequipa and Piura). These differences are related to the fact that the sample design didn't consider the existence of these programs as a criterion for selection.

Graph 1

Source: School survey, 2002

The following table shows the urban/rural distribution of schools surveyed: 60% of the schools covered by the PDE and 32% of those covered by PAE are located in rural areas. These results coincide with the distribution of districts and beneficiaries of the PDE and PAE stated in the School Census performed in 2000 by the Ministry of Education. In this census, from the total districts covered by the PDE, the rural ones account for 66%, compared to 61.6% of the PAE; on the other hand, 56.2% of the beneficiaries of PDE are located in rural areas, compared to only 45.9% of PAE beneficiaries²³. This is a direct consequence of the different targeting mechanisms used in each program.

Table 3

| Geographical scope of School Breakfast Programs in 2001 | | |
|---|------------|----------|
| | PRONAA | FONCODES |
| Rural | 32% | 60% |
| Urban | 68% | 40% |
| Ancash | 10% | 22% |
| Arequipa | 0% | 0% |
| Cajamarca | 0% | 26% |
| Cusco | 29% | 33% |
| Lima | 32% | 19% |
| Loreto | 28% | 0% |
| Piura | 0% | 0% |
| | <i>Obs</i> | 66 |

Source: School survey, 2002

²³ We should note in both cases that the PDE focuses its coverage in rural areas in contrast with the PAE.

On the other hand, coordination of areas where these programs take action is needed in order to avoid duplicity of functions. In effect, although there is no formal centralized coordination between the programs, the programs do coordinate informally at the implementation level. This fact is supported by information collected, given that no surveyed school mentioned having received products from both programs at the same time.

As we mentioned, only a fraction of the sample reported to be covered by one of these programs. Of those that indicated not being covered by either program, a significant portion did not know why they were not beneficiaries²⁴. This can be due to the limited information about the functioning of school breakfast programs. Besides, other reasons are given for this, such as the lack of a program administrator and the fact that the principals acknowledged that the school was not located in the target area and therefore, it could not be included in any of the programs (specifically, the poverty level of the area)²⁵.

Table 4

| Reasons why the School Breakfast Program is not present | | |
|--|------------|----------|
| | PRONAA | FONCODES |
| Unknown | 62% | 52% |
| No program administrator | 1% | 15% |
| Other reasons | 37% | 33% |
| | <i>Obs</i> | 80 |

Source: School survey, 2002

The school breakfast programs have similar target populations, though the age range is somewhat different for each program. PDE target population encompasses children between 4 and 13 years old, in pre-school, special and elementary education levels, zeroing in on the most poverty-stricken sectors. PAE is focused on the population whose age ranges from 3 to 12 years old (pre-school and school), specifically in extreme poverty situation. Thus, a first relevant element in the analysis is to check whether or not the target population is effectively covered according to the criteria previously established by each program. In the sample, generally speaking, these criteria are in effect met.

Besides, the assistance programs for these schools are supposed to help children who meet the target population criteria²¹ (similar in both programs). Something worth mentioning is that, given the age ranges covered by each program, the target population would be expected to focus on the elementary education program. And, under the same rationale, high school students would not fall into the target population. Taking this fact into account, the number of children said to be the beneficiaries of the school breakfast programs were compared to the total of children enrolled in elementary school. The results are shown in the following table:

²⁴ 62% indicated not knowing why they were not beneficiaries of the PRONAA program, while 52% indicated this for the program of FONCODES.

²⁵ According to the criteria defined by PRONAA and FONCODES to select which schools will receive the program.

²¹ Poverty and malnutrition criteria are relevant in order for the program to operate within a given district. The age criteria is relevant in order to specifically define who these beneficiaries are.

Table 5

| Schools where all enrolled students are beneficiaries of School Breakfast programs, 2001 | | |
|---|------------|------------|
| | PRONAA | FONCODES |
| Total | 59% | 88% |
| Rural | 29% | 56% |
| Urba | 71% | 44% |
| | <i>Obs</i> | 65 |

Source: School survey, 2002

In 88% of schools covered by FONCODES, the number of program beneficiaries was at least equal to the number of children enrolled in elementary school. In the case of PRONAA breakfast program, the percentage was significantly lower. In the cases of schools where not all enrolled students are beneficiaries, the percentage of students that are beneficiaries (for all schools surveyed) accounted for 88%. There is no major difference between the coverage ratios for each program, but it is significantly higher in schools located in rural areas.

Table 6

| Beneficiary / student ratio in elementary school, 2001 | | |
|---|------------|------------|
| | PRONAA | FONCODES |
| Total 1/ | 85% | 92% |
| Rural | 90% | 99% |
| Urbano | 83% | 35% |
| | <i>Obs</i> | 10 |

1/ Percentages only for schools where not all students are beneficiaries.

Source: School survey, 2002

An important element for the assistance provided by these programs is the registry of beneficiary students. By means of this tool, each program can reach the target population, preventing children of other ages who do not meet the criteria from being beneficiaries. Regarding this subject, handling of these registries is fundamental for the identification of beneficiaries. Approximately, one third of the surveyed schools (for both programs) had beneficiary registries for their School Breakfast Programs. This ratio is insufficient, given that these registries are key elements for the adequate operation of these programs. It should be highlighted that the percentage of schools that have registries is significantly higher in rural areas; this is another material difference between the School Breakfast Programs in urban and rural areas. In those cases where the principals indicated lack of registries, most of them mentioned using the student enrollment list as a reference.

Table 7

| Schools having Beneficiary Student Registries for Breakfast Programs | | |
|---|-----------------|------------|
| | PRONAA FONCODES | |
| Total | 42% | 34% |
| Rural | 76% | 49% |
| Urban | 26% | 13% |
| | <i>Obs</i> | 66 |

Source: School survey, 2002

Those schools that had beneficiary student registries for Breakfast Programs were asked to show them. PAE-assisted schools showed almost all registries; however, the percentage of PDE-assisted schools that showed this document was significantly lower (around 50%). This reveals that the information collected has been overestimated, to a certain extent, and that a lower number of schools actually have beneficiary student registries for the School Breakfast Programs.

Finally, a question was made regarding the term of each program. The results reveal that both programs were carried out throughout most of the school year²⁶. The lower proportion in the case of PAE is consistent with the program operation, given that at the beginning and end of the school year, the program is not active due to the low rate of attendance. Some differences were found in the assistance period that each program covers in rural and urban areas: 100% of PAE-assisted schools in rural areas mentioned receiving year-round assistance; same percentage applies for PDE-assisted schools in urban areas.

Table 8

| Schools covered by School Breakfast Programs throughout 2001 (all-year-round) | | |
|--|-----------------|------------|
| | PRONAA FONCODES | |
| Total | 95% | 97% |
| Rural | 100% | 96% |
| Urban | 92% | 100% |
| | <i>Obs</i> | 66 |

Source: School survey, 2002

In general, schools assisted by any of the programs receive dairy products or crackers, with no significant differences between both programs regarding this issue. Breakfast distribution frequency for PRONAA-assisted schools is daily. In the case of FONCODES, distribution is carried out daily in most of the cases (98.85%), although a small percentage mentioned receiving food twice a day (1.15%).

²⁶ PDE: April through November (8 months); PAE: May through November (7 months)

2.2 Program organization in schools

The main role of schools within the organization structures of both programs is focused on reception, storage, preparation and distribution of products delivered by PAE and PDE.

With regards to the resource storage and distribution responsibilities assigned to the schools, most of the schools have a place to store the products, and control inflow and outflow of resources coming from each program (percentages higher than 90% for the total sample.) It should be highlighted that for each task, percentages are higher in urban districts for both programs. This shows some differences regarding resource management by schools²².

Table 9

| Resource management at schools | | | |
|---------------------------------------|---------------------------|---|----------------------------------|
| | Warehouse in place | Person in charge of inflows and outflows | Inflow and outflow record |
| Total | 93% | 98% | 91% |
| PRONAA | 100% | 100% | 86% |
| Rural | 100% | 100% | 56% |
| Urban | 100% | 100% | 100% |
| FONCODES | 90% | 97% | 93% |
| Rural | 86% | 96% | 89% |
| Urban | 97% | 99% | 99% |
| | | <i>Obs</i> | 66 |

Source: School survey, 2002

Parents, principals and teachers play an important role in order for these programs to function properly. In the case of PAE, their participation is carried out through School Feeding Committees (CAE); in the case of PDE, the Local Implementing Units are made up by school representatives. While at the schools, the degree of participation of the principals was analyzed. In the case of the program administered by PRONAA, there was greater evidence of this. This can be explained by the fact that this PAE instance is located at each school, while the closest PDE instance is the NEL, which is made up by members of several schools located in neighboring areas.

²² This would be particularly relevant if consideration is given to the fact that under the current operation of these programs, some bias could be granted to rural schools, based on the poverty criteria used.

Table 10

| Principals participating in the program through... | |
|---|-----|
| School Diet Committee (CAE) - PRONAA | 90% |
| Local Implementing Unit (NEL) - FONCODES | 25% |
| <i>Obs</i> | 66 |

Source: School survey, 2002

In these cases, the principals stated as their main roles (all of them with a similar importance, according to the percentages): reception of food, storage and quality control.

Table 11

| Duties of principals participating in the School Breakfast Program organization | | |
|--|---------------|-----------------|
| | PRONAA | FONCODES |
| Reception of food | 80% | 95% |
| Storage | 70% | 90% |
| Quality control | 80% | 45% |
| <i>Obs</i> | | 30 |

Source: School survey, 2002

Moreover, decisions regarding food distribution are made by the school principal. In the sample, at least 75% of the surveyed people recognized such responsibility as the principals', even though in some cases the participation of the APAFA (Parents Association) or other groups was extremely important.

As indicated before, there are people in charge of preparing and distributing the rations in the schools. The different members of the educational community play an important role here, namely teachers and parents. Though, in some cases, these tasks are outsourced. In the sample, preparation and distribution was generally carried out by teachers, outsourced staff (cooks) or members of the APAFA.

Table 12

| Person in charge of preparing food | | |
|---|---------------|-----------------|
| | PRONAA | FONCODES |
| Teachers | 26% | 17% |
| Outside cook | 29% | 18% |
| APAFA | 14% | 10% |
| Special committee | 17% | 13% |
| Room committees | 8% | 13% |
| Others | 5% | 30% |
| <i>Obs</i> | | 66 |

Source: School survey, 2002

A very important aspect in preparing the food delivered by PDE and PAE is the training given to those in charge of these activities. No significant differences were found regarding the training received by people in charge of preparing the food in each program: in both cases, almost 60% of the surveyed people said that training was done adequately. However, training received by people in charge of preparing the food for PRONAA-assisted schools was higher in urban areas, while for FONCODES-assisted schools was higher in rural areas.

It is worthwhile mentioning that in many cases, those who are assigned with food preparation tasks are not willing to take on that responsibility or otherwise demand a compensation for this work. Participation in food preparation is voluntary. Therefore, there should not be many cases where a compensation is paid to those in charge of preparing the product. This can only be justified in the cases where this role is fulfilled by a third party. In both programs, however, there were cases where the people in charge of preparing the food received a bonus. All of these cases were given at schools located in urban areas.

Table 13

| Schools paying compensations to people preparing food | | |
|---|------------|-----------|
| | PRONAA | FONCODES |
| Total | 3% | 9% |
| Rural | 0% | 0% |
| Urban | 4% | 23% |
| | <i>Obs</i> | 66 |

Source: School survey, 2002

As mentioned before, voluntary community participation is an important component of these programs; therefore, fundraising activities for their operation are not necessary. Nevertheless, something worth mentioning is that approximately 11% of schools charged parents for the preparation and distribution of food. This is, undoubtedly, an irregularity in the operation of the program, since it makes the possibility of being a beneficiary conditional on payments in return, generating, thus, unjustified charges. In these cases, the reasons stated for these irregularities were payment to the cooks, transportation and fuel expenses, and maintenance of cooking equipment. Specifically, in those cases, if the money collected was not given to the cooks, the main heading mentioned was transportation and fuel expenses.

On the other hand, in order to determine if resources transferred by the School Breakfast Programs were dully allocated in schools, questions were asked as regards the existence and destination of surpluses. In the sample, 23% of schools assisted by PAE mentioned never having a surplus, while 46% asserted the same in PDE-assisted schools. Among the schools where surpluses did exist, approximately half of them mentioned distributing these among the beneficiaries themselves. However, 43% of the cases among the PRONAA programs and 18% among FONCODES programs mentioned that the surplus was

distributed among non-beneficiaries, which reveals a destination that is contrary to the *raison d'être* of the School Breakfast Programs. More than 90% of the school principals interviewed (for both programs) mentioned that rations arrived complete. In the few cases where a problem was found, the principals said they reported it to the NEL in the case of FONCODES, and the CEA in the case of PRONAA.

Table 14

| Destination of remainders of food delivered by School Breakfast Programs | | |
|---|---------------|-----------------|
| | PRONAA | FONCODES |
| Distributed among the beneficiaries | 57% | 65% |
| Distributed among non-beneficiaries | 43% | 18% |
| Stored | 0% | 10% |
| Returned | 0% | 5% |
| Others | 0% | 3% |
| | <i>Obs</i> | 47 |

Source: School survey, 2002

Another important aspect in the organization of these schools is the oversight mechanisms they count with. Monitoring is carried out at different levels. Thus, to the question “Are there any control mechanisms to verify the effective distribution of products among the beneficiaries?”, we find several alternatives with different percentages. Apparently, the most important monitoring mechanism is the visit of the program representative (65%); however, monitoring carried out by the APAFA or the visit by the NED or CLG representative is also important (although information on the frequency of the monitoring visits is not available). Likewise, 11% of the surveyed schools do not count with control mechanisms for the program, which shows that there are important outstanding actions to be taken in this regard.

Table 15

| Control mechanisms in the distribution of school breakfasts to the beneficiaries | |
|---|------------|
| Program's representative visit | 65% |
| APAFA control | 24% |
| NED or CLG representative visit | 20% |
| Others | 9% |
| No mechanisms in place | 11% |
| | <i>Obs</i> |
| | 66 |

Source: School survey, 2002

2.3 Service quality provided by the programs

The quality of services provided by these programs can be analyzed on the basis of several criteria about their operation in each school. In the visits to the schools, the following aspects were assessed: distribution delays, ration conditions (if they arrive complete and

fresh), degree of food acceptance by the beneficiaries, and finally, if surveyed people are satisfied or not with the performance of both programs.

Regarding food quality, specifically if rations arrive complete, a similar performance was found between PAE and PDE. However, many delays were found in the distribution of food for both programs, since 30% (PAE) and 61% (PDE) of surveyed people said that delays occurred at their schools. Besides, there is a difference regarding food condition when arriving at schools; only 79% of schools assisted by FONCODES receive food in good conditions. The type of food could explain this last result that PDE delivers, which is less perishable than that of PAE; therefore, distribution may take longer.

Table 16

| Quality of service provided by School Breakfast programs | | |
|--|------------|----------|
| | PRONAA | FONCODES |
| No delays in distribution | 70% | 39% |
| Rations arrive complete | 95% | 95% |
| Food arrives in good conditions | 100% | 79% |
| | <i>Obs</i> | 66 |

Source: School survey, 2002

Regarding the acceptance degree of food delivered by both programs, approximately 50% of beneficiaries mentioned in both cases (PDE and PAE) that food is acceptable, like it very little or nothing at all. This is made evident in the surveys made to principals, where they stated, for instance, that some food does not adapt to food customs (in specific areas). This case was detected in the sierra, where principals said that the food distributed was too sweet (as compared to food eaten in this region that tends to be saltier.) In these cases, the principals said that children prefer not to eat this food and, therefore, it is detrimental for the nutritional impact of these programs.

Table 17

| Degree of food acceptance by beneficiaries | | |
|--|------------|----------|
| | PRONAA | FONCODES |
| Very good | 21% | 14% |
| Good | 29% | 33% |
| Regular | 42% | 28% |
| Poor | 8% | 11% |
| Not good at all | 0% | 14% |
| | <i>Obs</i> | 66 |

Source: School survey, 2002

Besides, there is a slight difference in those cases where food is not good at all: PAE accounts for 0% and FONCODES for 14%. A similar difference can be found in those who answered regular or poor. This difference can be due to the type of products delivered by each program, as we will see next.

The beneficiaries stated several reasons explaining why they did not like the food at all. In the case of products delivered by PRONAA, the main reason is that beneficiaries eventually got bored with them. In the case of FONCODES, there are several relevant reasons explaining these answers: food's taste, children being bored with it, and its hardness. It should be mentioned that for the latter case, the type of products delivered by PDE could influence the preference and acceptance of food by the beneficiaries. This program gives out a dairy substitute and crackers that do not go off for a long period of time (less perishable than PRONAA products.)²³

Table 18

| Reason why food was not good at all | | |
|-------------------------------------|------------|----------|
| | PRONAA | FONCODES |
| No good flavor | 0% | 43% |
| Flavor has fed up beneficiaries | 80% | 37% |
| Food is too hard | 0% | 23% |
| They have gone off | 0% | 6% |
| Others | 20% | 17% |
| | <i>Obs</i> | 40 |

Source: School survey, 2002

Overall, the aspects previously analyzed may influence the answers provided by those people when asked about their satisfaction with the performance of the organization in charge of carrying out these programs²⁴. Elements such as delays in product delivery or level of liking have a bearing on the percentage of satisfaction that PDE has as compared to PAE, when asking beneficiaries if they are satisfied with the job performed by PAE.

Table 19

| Schools satisfied with performance of the organization running the School Breakfast Programs | | |
|--|------------|------------|
| | PRONAA | FONCODES |
| Total | 93% | 79% |
| Rural | 78% | 77% |
| Urban | 100% | 83% |
| | <i>Obs</i> | 65 |

Source: School survey, 2002

It is possible that these results, while showing a high degree of satisfaction regarding the performance of the programs, are influenced by the fear beneficiaries have of expressing their opinions, since a negative opinion can mean losing the assistance program.

²³ In some schools, crackers received by PDE were reported to be very hard.

²⁴ In each case, the question was if they were satisfied with the performance of the Local Management Committee (CLG) or the Decentralized Implementing Unit (NEL).