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de Alimentos

**Executive Board  
Annual Session**

**Rome, 4–8 June 2007**

## **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

**Agenda item 9**

*For approval*



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**WFP/EB.A/2007/9-A/2**

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## **DEVELOPMENT PROJECT– BHUTAN 10579.0**

### **Improving Rural Children's Access to Basic Education with a Focus on Primary Education**

Number of beneficiaries	37,000 (annual average)
Women	17,390 (annual average)
Men	19,610 (annual average)
Duration of project	Five years (1 January 2008 – 31 December 2012)
<b>Cost (United States dollars)</b>	
WFP food cost	4,840,400
Total cost to WFP	8,954,759
Total cost	14,602,322 (including Government contribution of US\$5,647,563)

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact Ms C. Panlilio, Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).



## EXECUTIVE SUMMARY

Through this school feeding project, WFP aims to support the Royal Government of Bhutan in its policy of improving access to education by providing nutritious meals for schoolchildren, particularly those from rural families and vulnerable to food insecurity. This project addresses short-term hunger faced by children living far away from schools and reduces the financial burden on poor rural parents; it also assists in alleviating certain micronutrient deficiencies, while contributing to an overall improvement of school enrolment rates and attendance. Particular attention is given to reducing gender disparity in education, in line with Millennium Development Goal 3.

This project reflects the increasing role being assumed by the Government in the school feeding programme as part of a transition phase to full Government support. The focus of WFP assistance during 2008–2012 will be on primary education and capacity-building of government counterparts. The project is in accordance with WFP's Strategic Objective 4 and corresponds to Outcome 3 of the United Nations Development Assistance Framework for Bhutan and Millennium Development Goals 2 and 3.

## DRAFT DECISION\*

The Board approves the proposed Development Project Bhutan 10579.0 (2008–2012) “Improving Rural Children’s Access to Basic Education with a Focus on Primary Education” (WFP/EB.A/2007/9-A/2) subject to the availability of resources.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document (document WFP/EB.A/2007/15) issued at the end of the session.



## SITUATION ANALYSIS

1. With the Millennium Development Goals (MDGs) as a framework and as part of a collaborative effort, the United Nations country team (UNCT) developed the Common Country Assessment (CCA) for Bhutan in 2006 to provide shared understanding of the development situation in Bhutan. The WFP analysis was developed in line with the CCA. WFP also participated in the 2006 United Nations Development Assistance Framework (UNDAF), developing a results matrix in line with the development plans of the Royal Government of Bhutan. Work is coordinated among United Nations agencies in United Nations theme groups; UNDAF outcomes and indicators are used to track development changes. The proposed project is in accordance with WFP's Strategic Objective 4 and corresponds to Outcome 3 of the UNDAF for Bhutan – by 2012, access to quality education for all with gender equality and a special focus on the hard-to-reach population improved – and MDGs 2 and 3.
2. Bhutan is a small, least developed, low-income food-deficit country with a population of 635,000.<sup>1</sup> The country has made impressive economic gains: average per annum gross domestic product (GDP) has grown 7.0 percent since 1980; current GDP per capita is US\$797.<sup>2</sup> National revenue is expected to grow further through increased generation and the export of hydroelectric power, which currently accounts for 12 percent of the GDP, and an expanding tourism industry. The United Nations Development Programme (UNDP) Human Development Index ranks Bhutan at 135<sup>th</sup> out of 177 countries for 2006.<sup>3</sup> If economic growth continues, Bhutan should be well positioned to achieve the objectives stated in the Bhutan 2020<sup>4</sup> blueprint document of national self-reliance and sustainability.
3. The economy remains fragile and depends on tourism, agriculture and the export of hydroelectric power. The greatest developmental challenge is the rugged and precipitous terrain: the land rises from 200 m above sea level in the south to 7,500 m in the north. People have settled wherever they can find usable land, resulting in very scattered settlements.
4. Despite rapid economic progress, 32 percent of the population live below the national poverty line of Nu740.36 (US\$16.37<sup>5</sup>) per capita per month.<sup>6</sup> Poverty is a largely rural phenomenon: 4 percent of the urban population are poor, compared with 38 percent of the rural population.<sup>7</sup> Poverty is most prevalent in the eastern region: a 2004 study found that 40 percent of the households in this area fall below the poverty line and do not meet minimum daily energy requirements of 2,124 kcal, compared with 22 percent in the central region and 13 percent in the western region.<sup>8</sup>

<sup>1</sup> Population and Housing Census of Bhutan, 2005.

<sup>2</sup> UNDP Human Development Report, 2005.

<sup>3</sup> UNDP Human Development Index, 2006.

<sup>4</sup> Royal Government of Bhutan Planning Commission. 1999. *Bhutan 2020. A Vision for Peace, Prosperity and Happiness*. Thimphu.

<sup>5</sup> US\$1 = 45.2 Ngultrum (Nu), December 2006.

<sup>6</sup> Ministry of Finance. 2004. Poverty Analysis Report, National Statistical Bureau, Department of Planning, Thimphu.

<sup>7</sup> United Nations and Royal Government of Bhutan. 2006. Common Country Assessment for Bhutan.

<sup>8</sup> Poverty Analysis Report, 2004.



5. Bhutan is not self-sufficient in grain production, but it does not have a food supply problem.<sup>9</sup> The grain gap has always been met by importing rice and wheat from India.<sup>10</sup> Chronic food insecurity is localized and found among groups such as landless farmers, wage earners, farmers without sufficient land or livestock holdings and households headed by women who lack sufficient land or work to generate income.<sup>9</sup> Seasonal food shortages remain a concern for many families, mainly during the May–July pre-harvest period: a quarter of *geogs* (administrative districts or sub-districts) and towns surveyed in 2000 reported some level of food insecurity.<sup>11</sup> These food-deficient months coincide with periods of intensive agriculture during which good nutrition is especially important for those involved.<sup>9</sup>
6. Rugged terrain and low population densities result in limited access to markets, public facilities and services for many rural dwellers: 30 percent of communities are not linked to a major road; a further 30 percent are linked only partially; 20 percent of the rural population walk for two to six hours to reach the nearest road head, and 14 percent walk more than six hours to reach the nearest motor road.<sup>12</sup> The Ninth Five Year Plan sets national food security as a major objective of the agricultural sector; the Government emphasizes enhancing accessibility by constructing farm roads and improving productivity and marketing as part of a rural development programme to reduce poverty; this has been supported by improvements in social infrastructure and increased incomes and employment led by the private sector, and good governance.
7. Bhutan has made dramatic progress in many sectors, but improvements in nutrition, particularly problems with stunting and underweight children remains a challenge; 40 percent of children under 5 are below the reference standard. Some of the factors leading to malnutrition are nutrient-poor diets, seasonal food shortages and declining agricultural productivity in traditional crops such as red rice, buckwheat and millet. The Government has dealt with iodine deficiencies, which lead to goitre, but the prevalence of anaemia is high throughout the country: up to 80 percent of children and 50 percent of women are deficient in iron.<sup>13</sup>
8. The Government has invested heavily in improving the social sector. Under the Ninth Five Year Plan (2002–2007<sup>14</sup>) education was allocated 15 percent of government outlay; in 2006–2007, the education sector accounted for 18 percent of the government budget. As a result, Bhutan is on track to achieve MDG 2.
9. The Bhutan school system is divided into four stages:
  - primary: pre-primary to class 6, officially ages 6–12;
  - lower secondary: classes 7–8, officially ages 13–14;
  - middle secondary: classes 9–10, officially ages 15–16; and
  - higher secondary: classes 11–12, officially ages 17–18.
10. The draft constitution provides for 11 years of free basic education for every Bhutanese child from pre-primary to class 10. No tuition fees are charged and rural

<sup>9</sup> Vulnerability Analysis and Mapping, Policy and Planning Division, Ministry of Agriculture and WFP, 2005.

<sup>10</sup> Department of Revenue and Customs, 2003.

<sup>11</sup> United Nations and Royal Government of Bhutan. 2006. Bhutan Common Country Assessment.

<sup>12</sup> National Population and Housing Census, 2005.

<sup>13</sup> Royal Government of Bhutan, Ministry of Health and Education. 2003. *Anaemia Among Men, Women and Children in Bhutan: How Big is the Problem?*. Study conducted by the Ministry of Health and Education. Thimphu.

<sup>14</sup> The Ninth Five Year plan is extended to June 2008.



children receive free stationery and textbooks, but education can still be costly for parents because of the opportunity costs and lack of cash income.

11. Government policy is to provide primary-school facilities within walking distance of all children's homes. Despite the difficulties of a scattered population living in rugged terrain, the Government and local communities have created and expanded primary and secondary schools, even in the most remote areas. Many students, including primary schoolchildren, live in temporary shelters adjacent to schools that lack even the most basic facilities. To address this problem, the Government strategy is to locate community schools closer to people's homes wherever feasible and to provide boarding facilities where necessary.
12. As a result of government efforts, net primary enrolment rates have increased compared with 2005, and are now 80 percent for boys and girls. Net enrolment rates in Chukha, Gasa, Samtse and Tsirang continue to be below the national average.<sup>15</sup>
13. The main reasons for children not attending school include: (i) distances to rural schools: many primary schoolchildren walk up to two hours each way; (ii) associated costs: for low-income families the cost of school uniforms and packed lunches are prohibitively high – for a quarter of rural families this was the reason for not sending their children to school; (iii) reliance on children for farm labour and household incomes – for a fifth of rural families this was the reason for not sending children to school; (iv) lack of interest: school education is often seen as irrelevant; and (v) the perception in remote areas that girls' education is less important than boys'.<sup>16</sup>
14. Because of the distances to rural schools and the often inadequate facilities, rural children usually enrol later than normal; most primary-school classes contain pupils of different ages.
15. Bhutan is close to achieving MDG 1 – it has achieved the target of halving the number of underweight children under 5 and is close to achieving the target for stunted children under 5 – and has made progress towards MDG 3. Between 1990 and 2005, the national ratio of girls to boys in primary education increased from 0.60 to 0.95; but the figure is lower in some districts: for example Trashigang 0.89, Pemagatshel 0.89, Tsirang 0.88, Samdrup Jongkhar 0.86, Zhemgang 0.83 and Samtse 0.82.<sup>17</sup> Many students, particularly girls, drop out at classes 7–8 because of the increased costs, difficult access – most rural children would have to move to boarding schools to continue in grades 7–12 – security fears away from home, increasing family economic commitments and the early age of marriage in Bhutan, especially for girls. The national literacy rate is 59.5 percent: 69.1 percent for men, 48.7 percent for women.<sup>18</sup>
16. With respect to other MDGs, Bhutan has already met three indicators – proportion of underweight children, access to clean water and access to sanitation; it is on track to achieve universal primary education by 2015. Bhutan maintained a gross primary enrolment rate of 102.1 percent for 2006 and a net primary enrolment rate of 79.4 percent, indicating an average annual growth rate of 4.2 percent.<sup>19</sup>

<sup>15</sup> Ministry of Education. 2006. *General Statistics, 2006*. Thimphu. Enrolment rates: Chukha 71 percent, Gasa 66 percent, Samtse 65 percent and Tsirang 68 percent.

<sup>16</sup> Ministry of Education. 2003. *Factors affecting enrolment, repetition, and dropout of primary-school-age children in Bhutan*. Thimphu.

<sup>17</sup> Common Country Assessment for Bhutan (2006).

<sup>18</sup> Population and Housing Census of Bhutan (2005).

<sup>19</sup> Ministry of Education. 2006. *General Statistics, 2006*. Thimphu.



## PAST COOPERATION AND LESSONS LEARNED

17. WFP assistance to the education sector in Bhutan began in 1976 with food aid to support children at boarding schools and institutes; over time, the school-feeding objectives shifted toward increasing school enrolment and attendance in rural areas, particularly for girls, reducing drop-out rates and improving cognitive capacity by addressing short-term hunger.
18. Bhutan's first country programme (CP) for 2002–2007, valued at US\$15.2 million in food costs, consisted of:
- **component 1:** Food for education (FFE)/school feeding: US\$13.0 million, 85 percent of total;
  - **component 2:** Food for work (FFW)/road maintenance: US\$1.4 million, 9 percent of total; and
  - **component 3:** FFW /farm road creation: US\$0.8 million, 6 percent of total.
19. In June 2004, WFP support for component 2 ended because it was no longer in line with WFP's Strategic Priorities; component 3 will cease at the end of the current CP in December 2007 as a result of the shift in government priorities. It is expected that increased government collaboration with donors such as the World Bank, *Stichting Nederlandse Vrijwilligers* (SNV; the Netherlands Development Organization) and the International Fund for Agricultural Development (IFAD) will ensure that farm roads will be maintained and additional roads constructed. For component 1, WFP has increasingly focused on primary education in rural areas while phasing out of urban schools and the secondary level.
20. Under the WFP-supported school feeding programme, students in boarding schools at primary, lower secondary, middle secondary, and higher secondary schools receive breakfast, a mid-morning snack and lunch from WFP; dinner is provided by a parental contribution for boarding pupils up to class 6, and by the Government in the form of a cash payment called a "stipend" for boarding students in class 7 and above and in a few primary boarding schools. Assistance for boarding students currently accounts for half of WFP expenditure on school feeding in Bhutan.
21. Some day students, mainly in pre-primary to class 6,<sup>20</sup> identified by vulnerability analysis and mapping (VAM) as having to walk a long way to school receive a mid-morning snack and a midday meal. In mid-2005, WFP introduced a pilot project in which students in 26 primary schools selected on the basis of the socio-economic status of the surrounding community received a school snack of high-energy biscuits; this used a bilateral in-kind donation.
22. In 2006, 40,996 students in 198 schools of whom 45 percent were girls received school meals; of these, 22,411 were boarding students and 18,585 were day students. The WFP food basket provides 85 percent of the recommended calorie intake for boarding students and up to 99 percent of the recommended daily protein intake; the cost was US\$0.12 per meal.
23. Non-food support from WFP to the education sector, valued at US\$400,000 in 2006, has included construction and improvement of school kitchens, stores, warehouses, lodgings for women wardens, latrines and dormitory facilities, provision of fuel-efficient stoves, and technical and financial support to develop school gardens. Support for capacity-building

<sup>20</sup> Some day students – fewer than 50 at middle and higher secondary schools – also receive a mid-morning snack and a midday meal. Food assistance to day students in classes 7–12 will be phased out at the completion of the current CP.





has included training for district education officers (DEOs) in nutrition, food management and monitoring and reporting, training of warehouse personnel in stock management and fumigation, and health and nutrition training for cooks.

24. The Ministry of Education has made significant changes to the school feeding programme, including the withdrawal of food and associated items from urban schools in more affluent areas.
25. The Government has assumed significant responsibility for the school feeding programme: its contribution of 50 percent of internal transport, storage and handling (ITSH) costs amounts to US\$160,000 per year. The Government is also committed to paying the US\$78,000 annual costs of the Service Division of the Food Corporation of Bhutan (FCB)<sup>21</sup> relating to WFP operations in Bhutan and has increased the annual contribution to WFP's country office running costs from US\$1,000 to US\$5,000; this pertains to government counterpart cash contributions (GCCC) towards local operating costs.
26. In September and October 2005, WFP undertook a mid-term evaluation of the country programme.<sup>22</sup> In terms of school feeding, the evaluation noted that the number of students attending school at all levels had risen over the period; the evidence suggested that WFP's support for education had been a contributing factor. The evaluation concluded that without a school feeding programme, fewer children from poor rural families would attend school; evidence from WFP monitoring indicated that teachers attributed students' improved concentration and learning to school feeding. The evaluation noted positive effects on WFP's assistance from the substantial resources from other United Nations agencies and bilateral donors provided to schools in the feeding programme such as iron and vitamin-A supplementation, deworming programmes, improved school infrastructure and water and sanitation facilities. The evaluation recommended that (i) future WFP assistance to school feeding in Bhutan be more in keeping with WFP's mandate, (ii) WFP should focus more strongly on support to primary education to achieve the MDGs, especially in food-insecure rural communities, (iii) WFP support for school feeding at the secondary level should be gradually phased out and wherever possible replaced by government resources, and (iv) that to make the school feeding programme more sustainable while maintaining its wholesomeness, the WFP food basket should replace expensive imported food with local alternatives, which would help to reduce food and transport costs and simplify food management.

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## PROJECT STRATEGY

27. The goal of WFP assistance for 2008–2012 is to contribute to the UNDAF outcome of providing access to quality education for all with gender equality; priority will be given to people in remote food-insecure areas. A secondary aim is to enhance the technical capacity of the Government to manage the school feeding programme. WFP's proposed support for 2008–2012 is in line with the Government's priorities in the 10<sup>th</sup> Five Year Plan, which includes school feeding, and with the UNDAF.

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<sup>21</sup> FCB has a mandate to ensure that affordable food is available throughout Bhutan. It has developed an extensive transport capacity and transports WFP food to extended delivery points (EDPs) as a service to the Ministry of Education.

<sup>22</sup> WFP. 2006. *Full Report of the Evaluation of the Bhutan Country Programme 10133.00 (2002–2007)*. Rome, Office of Evaluation (OEDE).





28. The Government believes that a sustainable school feeding programme is an important incentive for poor rural people to enrol and maintain children in school. The Government is committed to continuing school feeding at all levels as long as there is a need and believes that an abrupt end to WFP assistance would represent a significant setback. WFP has therefore agreed to a gradual transition to full government support of the school feeding programme as follows: (i) increasing the focus of WFP assistance at the primary level in the areas with the greatest food insecurity and the worst net enrolment rates; (ii) increasing the level of government support for secondary schools and boarding schools in terms of food and non-food items; (iii) increasing government support for primary-school feeding in terms of food and non-food items; and (iv) adapting the current food basket to make it sustainable by the Government when WFP phases out of school feeding. This transition will be implemented so that there is no perceptible change from the current level of support for families and schoolchildren, but it will be subject to availability of resources mobilized by the Government and in accordance with the 10<sup>th</sup> Five Year Plan.
29. The objectives of WFP assistance<sup>23</sup> are to: (i) increase school enrolment, particularly among girls, for children in poor, food-insecure rural communities; (ii) maintain regular school attendance, particularly among girls; (iii) reduce gender disparity; (iv) alleviate short-term hunger and help children to concentrate in class; and (v) enhance the capacities of the Government to manage the FFE programme.
30. WFP will work with the Ministry of Education to place women wardens in girls' boarding hostels in an attempt to encourage enrolment and to improve girls' latrines and washing facilities. Both activities have been endorsed by the Government and will be reflected in the next ten-year plan. In collaboration with the United Nations Children's Fund (UNICEF), WFP will continue to advocate the importance of girls' education in areas with low levels of enrolment among girls.
31. WFP and the Government have agreed to the following strategy to refocus WFP assistance at the primary level:
- January 2008: cease WFP feeding classes 11–12;
  - January 2008: the Government to provide a stipend for all WFP-supported boarding students to provide food for the third meal;
  - January 2009: cease WFP feeding in classes 9–10, except for ten middle secondary schools;
  - January 2010: the Government provides all maize meal for the school feeding programme; WFP feeding in the ten middle secondary schools ceases; and
  - December 2012: cease WFP feeding in classes 7 and 8.
32. In selected boarding schools, WFP will provide food for breakfast and lunch for all boarding students in pre-primary to class 10. Resources for the third meal will be provided by the Government. All boarding school children will receive WFP food for 285 days per year.
33. Day students in pre-primary to class 8 in selected schools will receive breakfast and lunch from WFP. Day students will receive WFP food for 225 days per year.

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<sup>23</sup> A baseline survey undertaken before the project starts will help to measure the achievement of these objectives; surveys will be conducted regularly thereafter.



34. WFP and the Government will jointly prioritize primary, lower secondary and middle secondary schools to participate in the WFP-assisted programme<sup>24</sup> on the basis of:
- average distances children must walk to reach the closest school;
  - the distance of school catchment area from nearest road;
  - vulnerability to food insecurity based on an updated VAM analysis;<sup>25</sup> and
  - prevailing net enrolment levels, particularly among girls, by *dzongkhag* (districts).
35. WFP will supply rice, chickpeas and fortified vegetable oil for breakfast, and rice, maize meal (up to December 2009), lentils for dhal, and fortified vegetable oil for lunch, as follows:

	<b>Boarding students (food for 285 days) Day students (food for 225 days) (grams)</b>
<b>Breakfast</b>	Rice: 125 Chickpeas: 20 Oil: 10
<b>Lunch</b>	Rice: 125 Maize meal: 25 Lentils: 20 Oil: 10

36. The daily food basket will provide 1,301 kcal, 62 percent of the required daily energy needs and 58 percent of the daily protein needs of targeted schoolchildren;<sup>26</sup> this will be supplemented by fresh vegetables and iodized salt provided by the Government. The project targets poorer areas; studies<sup>27</sup> indicate that short-term hunger is prevalent in the targeted areas and among these children. Many of the targeted children receive their first meal of the day at school. Their journeys to school are difficult because of the mountainous terrain, harsh climate and distance from villages, which place high energy/protein demands on the children.
37. In 2008, the first year of the project, WFP will assist 39,850 pupils. Every year, the number of pupils in WFP-supported schools will increase by an average of 3 percent. By the end of 2009, WFP will phase out from middle secondary schools, leaving 37,100 beneficiaries in 2012. The average annual number of beneficiaries will be 37,000.
38. Under the school feeding programme, government responsibilities will include:
- provision of a stipend for all WFP-supported boarding students to provide food for the third meal;
  - the salaries of all cooks;

<sup>24</sup> Ministry of Education. 2006. *Retargeting of School Feeding in Bhutan*. Thimphu.

<sup>25</sup> WFP will update its VAM analysis at the end of 2007.

<sup>26</sup> The introduction of a simpler ration basket combined with government inputs and greater utilization of local or regional foods is expected to result in substantial cost savings.

<sup>27</sup> Kaufmann. S. 2004. *A Review of the Nutrition Relevant Aspects of the FFE Programme in Bhutan*, p. 27. Thimphu. Internal study.



- appointment of senior full-time staff to manage the school feeding programme at the Ministry of Education;
  - 50 percent of ITSH costs;
  - transport of food from EDPs to off-road schools;
  - provision of school feeding for boarding students in classes 11–12 from 2008 and in classes 9–10 from 2009, except for the 10 schools for which WFP will be responsible during 2009 subject to the availability of resources mobilized by the Government; and
  - provision of maize meal for the school feeding programme from January 2010.
39. For day students, communities will be expected to help to contribute firewood, condiments and vegetables to supplement WFP food.
40. School mess committees of school staff and students will supervise implementation of the school feeding project, ensuring that commodities are properly utilized; at least 50 percent of the mess committee members will be women.
41. WFP will collaborate with UNICEF to provide quality education<sup>28</sup> and to advocate for girls' enrolment, with emphasis on areas where girls' enrolment rates are lowest. WFP will fund the construction of accommodation for women wardens.<sup>29</sup> WFP and UNICEF will encourage girls to enrol, thereby helping to reduce the current drop-out rate. The memorandum of understanding between WFP and UNICEF will ensure that quality programmes are delivered. WFP will continue to channel funds into water and sanitation through UNICEF.
42. WFP will work with the Ministry of Health, the Ministry of Education and UNICEF to improve sanitation, hygiene and nutrition awareness among primary students, including nutrition education in the school curriculum; this will include more extensive training for school health coordinators. The WFP-supported school feeding programme will be complemented by iron and vitamin-A supplementation programmes supported by UNICEF, and a deworming programme supported by WHO for all children included in the WFP-assisted programme.
43. WFP, UNICEF, the World Health Organization (WHO), the Ministry of Health and the Ministry of Education will support HIV/AIDS awareness campaigns through the United Nations theme group. WFP, UNICEF and the United Nations Population Fund (UNFPA) will advocate for gender awareness in schools through the United Nations theme group.
44. The Government and WFP will advocate with international agencies, multilateral and bilateral organizations, non-governmental organizations (NGOs) and the private sector to increase the resources available to build or rehabilitate schools. This will include improved dormitories and water and sanitation services, particularly for girls, and the construction of accommodation for women wardens.<sup>30</sup> UNICEF is expected to rehabilitate or construct school water and sanitation facilities. The World Wildlife Fund and WFP will support the provision of fuel-efficient and electric stoves.

<sup>28</sup> As outlined in the UNICEF/WFP Essential Package, which consists of twelve interventions jointly formulated to improve the health and nutrition of school-age children, one of which is the promotion of girls' education.

<sup>29</sup> WFP is working with the Government to ensure that women wardens are present for all girls' hostels.

<sup>30</sup> The Japanese Human Security Fund is providing US\$186,000 in 2008 for the construction of hostels and for women wardens' quarters.



45. School agriculture is important in strengthening nutrition and dietary education and in providing supplementary food for the school feeding programme. WFP support will help to enhance the school agriculture programme, in which it will work with the Ministry of Agriculture and the Ministry of Education to formalize nutritional education in the curriculum. WFP will support the provision of non-food items and will assist with nutritional education and training for school cooks. Where resources permit, the Food and Agriculture Organization of the United Nations (FAO) will support the school agriculture programme.
46. WFP will collaborate with UNICEF, UNDP, UNFPA, FAO and WHO in the development of disaster-preparedness and response plans, particularly for the local disasters that affect Himalayan communities; where appropriate, this will include disaster preparedness and response in school curricula.

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## MANAGEMENT, MONITORING AND EVALUATION

47. WFP aims to support the Government's school feeding programme to ensure that it remains sustainable. WFP will give preference to procuring locally produced food whenever feasible – 50 percent of WFP food currently comes from local or regional sources – except when prices for local products are substantially higher than regional or international prices, or when WFP purchases would distort market prices or there are shortages of particular commodities. WFP will collaborate with Helvetas on local procurement of maize meal. WFP purchases of local food will help to support an ongoing IFAD initiative to enhance marketing of agricultural products.
48. All food will be delivered to FCB regional warehouses for delivery to EDPs; WFP will cover 50 percent of the ITSH costs. Commodities will be despatched to schools on a quarterly basis.
49. At the start of the school year, the Ministry of Education will give WFP details of school enrolment disaggregated by class, gender and age, through the Department of Aid and Debt Management. This data will be the basis for the dispatch of food to schools for the first quarter. Commodity reports submitted at the end of each quarter will be used to dispatch food for the next quarter.
50. Schools will maintain daily attendance records and use them to release rations. They will submit food receipt reports each quarter; food distribution reports and stock balances will be reported to DEOs at the end of each quarter. The Ministry of Education will be responsible for providing information on gross and net enrolment for each school.
51. WFP will improve its monitoring capacity so that core information, including data on indicators, is collected in a timely fashion and potential problems at the school level are rectified. WFP monitoring visits will focus on schools where significant problems have been identified, including schools with inadequate food storage or preparation facilities and schools reporting losses.
52. The Government and the country office will be responsible for monitoring the school feeding programme. Provision will be made to fund the travel required for such visits. The quarterly monitoring visits identify problems at the school level that require prompt solutions. Field monitors will help to gather data and improve the quality of the programme; they are responsible for gathering feedback from beneficiaries to supplement statistics provided by the Government that will be used in the logical framework and the UNDAF evaluation.



53. During 2008–2012, WFP will help to manage the school feeding programme and will develop the capacity of the Government to assume increased responsibility for school feeding. This will include:
- institutional strengthening at the central and district levels in food procurement, logistics, handling, storage and management;
  - training in WFP planning, monitoring and reporting systems;
  - training of DEOs and school “WFP-in-charge” officers responsible for distributing WFP commodities to cooks in food storage, management, monitoring and reporting;
  - providing expertise on the nutritional implications of planned modifications to the food basket;
  - training cooks in personal hygiene and health and nutrition, including the need to include a fuller range of foods in school meals and to develop weekly menus for display near serving areas; and
  - preparation of nutrition posters to be displayed near serving areas.
54. As resources permit, WFP will provide the following: construction or rehabilitation of school kitchens and stores, fuel-efficient stoves, water points, girls’ latrines, accommodation for women wardens, hostel facilities and support for school agriculture.
55. Where feasible, WFP will initiate joint evaluations with other United Nations agencies and participate in the UNDAF evaluation, which will be conducted jointly by the UNCT and the Government. Review committees will be established with government counterparts, including the Department of Aid and Debt Management, the Ministry of Education and the Ministry of Agriculture to conduct periodic evaluations.
56. A mid-term review scheduled for 2010 will assess the impact of the school feeding programme, the feasibility of achieving the MDGs by 2015 and WFP’s possible role in this regard. WFP intends to support primary-school feeding until the end of 2015, resources permitting, taking into consideration the recommendation of the mid-term review and the Government’s commitment to the primary-school feeding programme.

## ANNEX I-A

<b>BENEFICIARY COVERAGE AND FOOD ALLOCATION 2008–2012</b>					
<b>Commodity</b>	<b>Quantity for distribution (mt)</b>	<b>Number of beneficiaries (annual average)</b>			<b>Percentage of women/girl beneficiaries</b>
		<b>Men/boys</b>	<b>Girls/women</b>	<b>Total</b>	
Rice	11 610				
Maize meal	488				
Lentils	929				
Peas	929				
Oil	929				
<b>TOTAL</b>	<b>14 885</b>	<b>19 610</b>	<b>17 390</b>	<b>37 000</b>	<b>47</b>

## ANNEX I-B

<b>COMMODITY TYPE AND RATION SIZE</b>			
<b>Commodity</b>	<b>Ration per day per child (g)</b>	<b>Nutritional content</b>	
		<b>kcal</b>	<b>Protein (g)</b>
Rice	250	900	17.5
Maize meal	25	88	205
Lentils	20	68	4.9
Peas	20	68	5.6
Oil	20	177	0
<b>Total</b>	<b>335</b>	<b>1 301 (62%)</b>	<b>30.5 (58%)</b>



## ANNEX II: RESULTS AND RESOURCES MATRIX SUMMARY

Results chain	Performance indicators	Risks, Assumptions	Resources required
<p><b>UNDAF outcomes</b></p> <p>By 2012, access to quality education for all with gender equality and special focus on the hard-to-reach population improved (UNDP, UNICEF, UNESCO, WFP).</p>	<p><b>UNDAF outcome indicators</b></p> <p>Net enrolment rate disaggregated by sex and dzongkhag.</p>		
<p><b>DEV outcomes</b></p> <p>Increased access to education and reduced gender disparity in access to education.</p>	<p><b>DEV outcome indicators</b></p> <p>See outcome indicators below.</p>	<p>With democratic transition occurring in 2008, a potential risk may be that the new government allocates less emphasis and fewer resources to education.</p>	<p>2008: US\$2,169,291</p> <p>2009: US\$1,815,137</p> <p>2010: US\$1,611,446</p> <p>2011: US\$1,657,491</p> <p>2012: US\$1,701,394</p> <p>Total WFP costs: US\$ 8,954,759</p> <p>Government contribution: US\$5,647,563</p> <p>Total cost: US\$ 14,602,322</p>
<p><b>DEV outputs</b></p> <p>Timely provision of food and non-food items in sufficient quantity for targeted children to improve access to education in WFP-assisted schools.</p>	<p><b>Output indicators:</b></p> <p>See output indicators below.</p>	<p>Potential risks may include natural disasters, particularly extreme weather conditions which could lead to crop failure or potential conflict in the southern regions.</p>	<p>The government and the country office will be responsible for monitoring the school feeding programme; WFP will initiate joint evaluations with other United Nations agencies. WFP monitoring will focus on schools where significant problems have been identified, including schools with inadequate food storage or preparation facilities and schools reporting losses.</p> <p>Provision will be made to fund the extensive travel required for such visits.</p>





ANNEX II: RESULTS AND RESOURCES MATRIX SUMMARY			
Results chain	Performance indicators	Risks, Assumptions	Resources required
<b>Component 1: Improving Rural Children's Access to Primary Education in Bhutan (Strategic Objective 4)</b>			
<p>Outcome 1.1</p> <p>1.1 Increased enrolment of school children, particularly of girls in WFP-assisted schools.</p>	<p>Absolute enrolment, disaggregated by gender and districts.</p> <p>Net enrolment rate, disaggregated by gender and districts</p>	<p>National economic growth continues at same rates as present.</p> <p>Government continues to give social sector high priority in budget.</p> <p>Expansion of education facilities continues, especially community primary schools and primary schools.</p>	
<p>Output 1.1.</p> <p>1. Day students in pre-primary to class 8 in selected schools receive pre-school breakfast and lunch.</p> <p>2. Boarding students in pre-primary to class 10 receive breakfast and lunch.</p> <p>3. Non-food inputs provided by WFP to improve school facilities, particularly for girls.</p>	<p>1. Number of day children in class pre-primary to class 8 receiving two meals.</p> <p>Food distributed (mt), by commodity type.</p> <p>2. Number of boarding students in class pre-primary to class 10 receiving two meals.</p> <p>Food distributed (mt) by commodity type.</p> <p>3. Number of schools provided with non-food items, by type and dollar value.</p> <p>Number of women teachers in remote schools.</p>	<p>1 and 2. Regular supply of food commodities from WFP.</p> <p>Community can provide firewood and condiments.</p> <p>Regular provision of Government stipend.</p> <p>3. Non-food resources provided are appropriate to identified requirements.</p> <p>Non-food resources are appropriately distributed.</p> <p>Facilities provided through non-food budgets are properly maintained.</p>	
<p>Outcome 1.2</p> <p>Regular attendance at 90% for boys and girls in WFP-assisted schools maintained.</p> <p>(Strategic Objective 4)</p>	<p>Average monthly attendance rate for boys and girls in WFP-assisted schools.</p>	<p>See above.</p>	



## ANNEX II: RESULTS AND RESOURCES MATRIX SUMMARY

Results chain	Performance indicators	Risks, Assumptions	Resources required
<p>Output 1.2.1</p> <p>1. Day students in pre-primary to class 8 in selected schools receive pre-school breakfast and lunch.</p> <p>2. Boarding students in pre-primary to class 10 receive breakfast and lunch.</p> <p>3. Non-food inputs provided by WFP to improve school facilities, particularly for girls.</p>	<p>1. Number of day children in class pre-primary to class 8 receiving two meals.</p> <p>Food distributed (mt), by commodity type.</p> <p>2. Number of boarding students in class pre-primary to class 10 receiving two meals.</p> <p>Food distributed (mt), by commodity type</p> <p>3. Number of schools provided with non-food items, by type and dollar value.</p> <p>Number of women teachers in remote schools.</p>	See above	
<p>Outcome 1.3</p> <p>Reduced gender disparity between boys and girls in WFP-assisted schools.</p>	Ratio of boys and girls enrolled in WFP-assisted schools.	Increased appointment of women teachers/wardens and number of child-friendly schools, especially in remote areas.	





## ANNEX II: RESULTS AND RESOURCES MATRIX SUMMARY

Results chain	Performance indicators	Risks, Assumptions	Resources required
<p>Output 1.3</p> <p>1. Day students in pre-primary to class 8 in selected schools receive pre-school breakfast and lunch.</p> <p>2. Boarding students in pre-primary to class 10 receive breakfast and lunch.</p> <p>3. Non-food inputs provided by WFP to improve school facilities, particularly for girls.</p>	<p>1. Number of day children in class pre-primary to class 8 receiving two meals.</p> <p>Food distributed (mt), by commodity type.</p> <p>2. Number of boarding students in class pre-primary to class 10 receiving two meals.</p> <p>Food distributed (mt), by commodity type</p> <p>3. Number of schools provided with non-food items, by type and US\$ value.</p> <p>Number of women teachers in remote schools.</p>	<p>1 and 2. Regular supply of food commodities from WFP.</p> <p>Community can provide firewood and condiments.</p> <p>Regular provision of Government stipend.</p> <p>3. Non-food resources provided are appropriate to identified requirements.</p> <p>Non-food resources are appropriately distributed.</p> <p>Facilities provided through non-food budgets are properly maintained.</p>	
<p>Outcome 1.4</p> <p>Improved capacity of boys and girls to concentrate and learn in WFP-assisted schools.</p>	<p>Teachers' perception of children's ability to concentrate and improved learning.</p>	<p>This is a qualitative indicator and teachers will be trained to provide accurate perception information.</p>	

## ANNEX II: RESULTS AND RESOURCES MATRIX SUMMARY

Results chain	Performance indicators	Risks, Assumptions	Resources required
<p>Output 1.4</p> <ol style="list-style-type: none"> <li>1. Day students in pre-primary to class 8 in selected schools receive pre-school breakfast and lunch.</li> <li>2. Boarding students in pre-primary to class 10 receive breakfast and lunch.</li> <li>3. Non-food inputs provided by WFP to improve school facilities, particularly for girls.</li> </ol>	<ol style="list-style-type: none"> <li>1. Number of day children in class pre-primary to class 8 receiving two meals. Food distributed (mt), by commodity type.</li> <li>2. Number of boarding students in class pre-primary to class 10 receiving two meals. Food distributed (mt), by commodity type.</li> <li>3. Number of schools provided with non-food items, by type and dollar value. Number of women teachers in remote schools.</li> </ol>	<p>See above.</p>	
<p>Outcome 1.5</p> <p>Increased capacity of the Government to manage and monitor national school feeding programme.</p>	<ol style="list-style-type: none"> <li>1. Ratio of WFP resources to non-WFP resources in national budget for school feeding.</li> <li>2. Number of actual schools with feeding programme managed by the Government versus planned.</li> <li>3. Frequency of measuring outcome indicators.</li> <li>4 Use of outcome indicator analysis in targeting <i>dzongkhags</i> and schools: percentage of children starting school at 6, disaggregated by gender and <i>dzongkhag</i>, net completion ratio disaggregated by gender and <i>dzongkhag</i>, percentage of drop-outs and repeaters.</li> </ol>	<p>WFP invests in capacity-building for counterparts in human resources and provision of technical assistance.</p>	



## ANNEX II: RESULTS AND RESOURCES MATRIX SUMMARY

Results chain	Performance indicators	Risks, Assumptions	Resources required
<p>Output 1.5</p> <p>Provide capacity-building assistance to Ministry of Education to properly manage school feeding programme and strengthen monitoring mechanisms.</p>	<ol style="list-style-type: none"> <li>1. Improved quality of school meals; reduced waste.</li> <li>2. Number of school feeding days against planned; reduced pipeline breaks.</li> <li>3. Numbers of people by gender and type – e.g. cooks, WFP in-charge, DEOs – trained in hygienic food preparation and handling, and monitoring and reporting</li> <li>4. Number of schools monitored by government counterparts annually.</li> </ol>		



**ANNEX III**

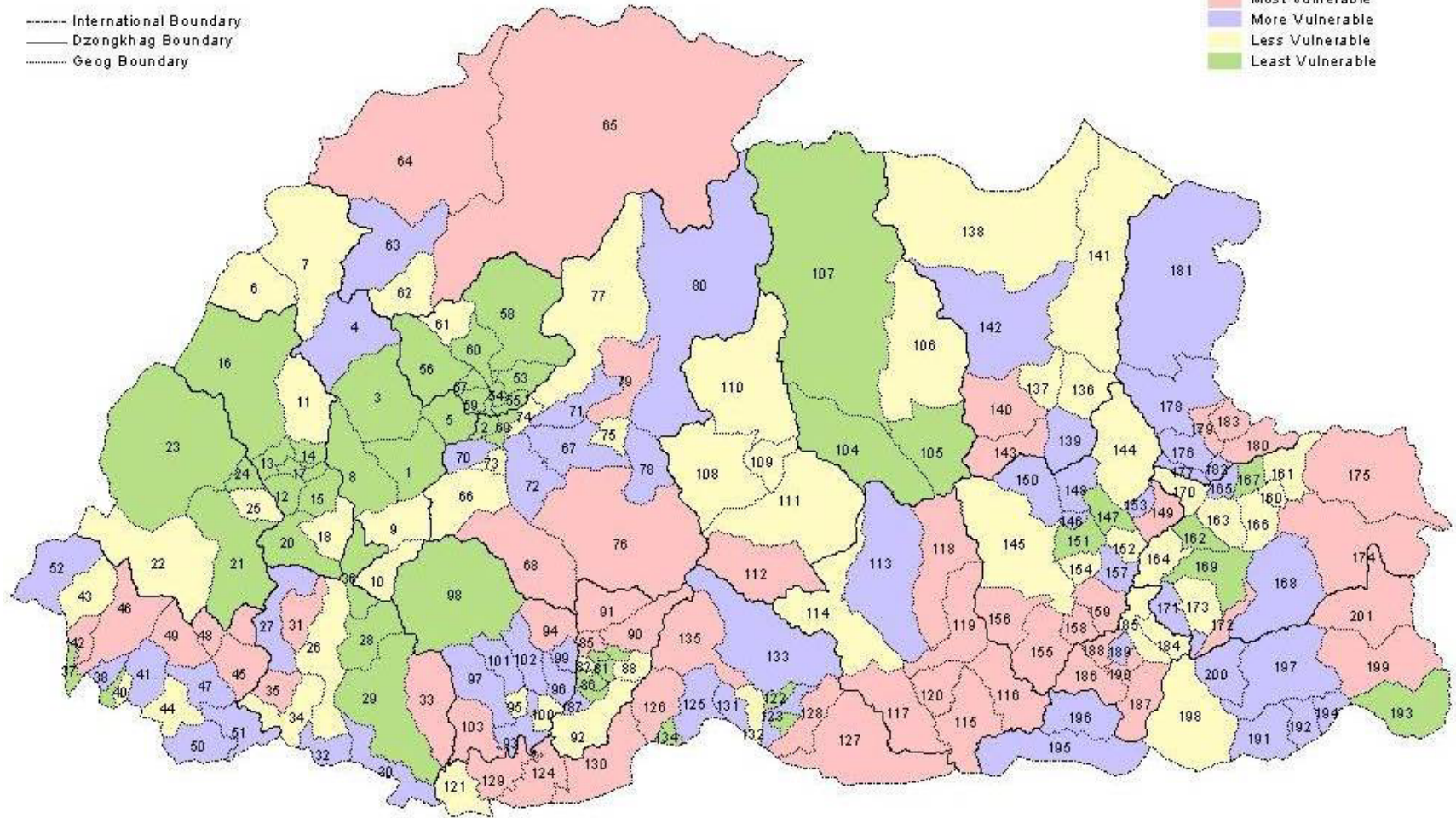
<b>BUDGET SUMMARY (US\$)</b>		
<b>Food</b>	14,885 mt	4 840 400
External transport	US\$60/mt	914 014
LTSH	US\$88.73/mt	1 320 852
ODOC		604 020
<b>Total DOC</b>		<b>7 679 286</b>
DSC		689 648
ISC		585 825
<b>Total WFP costs</b>		<b>8 954 759</b>
Government contribution		5 647 563
<b>Total</b>		<b>14 602 322</b>



ANNEX IV

### Classification of Geogs according to level of Vulnerability to food insecurity, Bhutan 2005

- International Boundary
  - Dzongkhag Boundary
  - Geog Boundary
- Level of Vulnerability
- Most Vulnerable
  - More Vulnerable
  - Less Vulnerable
  - Least Vulnerable



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



## ACRONYMS USED IN THE DOCUMENT

CCA	Common Country Assessment
CP	country programme
DEO	district education officer
DOC	direct operational costs
DSC	direct support costs
EDP	extended delivery point
FAO	Food and Agriculture Organization of the United Nations
FCB	Food Corporation of Bhutan
FFE	Food for education
FFW	Food for work
GCCC	government counterpart cash contributions
GDP	gross domestic product
IFAD	International Fund for Agricultural Development
ISC	indirect support costs
ITSH	internal transport, storage and handling
LTSH	landside transport, storage and handling
MDG	Millennium Development Goal
NGO	non-governmental organization
ODB	Asia Regional Bureau
ODOC	other direct operational costs
OEDE	Office of Evaluation
SNV	<i>Stichting Nederlandse Vrijwilligers</i> (the Netherlands Development Organization)
UNCT	United Nations country team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping
WHO	World Health Organization