

Executive Board Annual Session

Rome, 3-6 June 2013

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 9

For approval



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DEVELOPMENT PROJECTS— YEMEN 200432

Food Assistance to Promote Girls' Education Number of beneficiaries 294,000 Duration of project 24 months (July 2013–June 2015) WFP food tonnage 11,160 mt Cost (United States dollars) WFP food cost 5,062,680 Total cost to WFP 8,899,912

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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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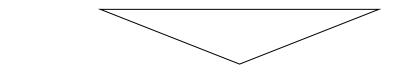
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Should you have any questions regarding availability of documentation for the Executive Board, please contact the Conference Servicing Unit (tel.: 066513 2645/2558).



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EXECUTIVE SUMMARY



Yemen is facing a growing humanitarian crisis with high food and fuel prices, rising poverty, breakdown of social services, diminishing resources, internal conflict and political instability. A recent WFP survey found that a quarter of the population – 5 million people – were severely food-insecure, with another 5 million in danger of becoming so. Child malnutrition is among the highest in the world: wasting affects 13 percent of children under 5 and stunting 47 percent. Gender gaps in education are high: the literacy gap is 38 percent for women and 71 percent for men; primary school enrolment is 65 percent for girls and 85 percent for boys; and 60 percent of school-age children not in school are girls.

The objectives of this development project are to address gender gaps in education and alleviate poverty and food insecurity. The activities will target 35,000 schoolgirls, providing family take-home rations to benefit 294,000 people.

The project builds on Country Programme 104350, which demonstrated that food incentives encourage families to enrol their daughters in basic and secondary education and keep them there, helping to reduce the education gender gap. It is based on recommendations of the 2011 country portfolio evaluation and is in line with the Government's objectives, the United Nations Development Assistance Framework (2012–2015), Strategic Objectives 4 and 5, and Millennium Development Goals 1, 2 and 3.



The Board approves the proposed development project Yemen 200432 "Food Assistance to Promote Girls' Education" (WFP/EB.A/2013/9-A/2), subject to the availability of resources.

^{*} This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



SITUATION ANALYSIS

1. Yemen is a least-developed, low-income, food-deficit country ranking 160th of 186 countries in the human development index;¹ it is the 11th most food-insecure country in the world.² It is one of the poorest countries in the Near East and North Africa region, with an estimated per capita gross national income of US\$1,375 per year.³ It has been severely affected by rising food prices, increasing fuel costs and the financial crisis. Poverty increased from 35 percent in 2006 to 38 percent in 2008, and to 45 percent in 2012.⁴

- 2. Over the past two years, difficulties have intensified in the increasingly complex humanitarian situation. In 2011 political instability, conflicts in northern and southern Yemen and violent urban clashes among government forces, anti-government protesters and tribesmen affected food transport networks and the commercial sector. Weakened government institutions, deteriorating social services and chronic fuel shortages exacerbated already critical food insecurity.
- 3. Yemen imports 90 percent of its wheat and 100 percent of its rice the staple foods and so is vulnerable to changes in international market prices. Staple food prices have risen by 46 percent since January 2011, affecting the lives of millions of families, many of whom spend a third of their incomes on bread alone; 97 percent of poor rural families are net food purchasers. In urban areas, one in four households report reduced ability to buy food because of insecurity.
- 4. WFP's 2012 comprehensive food security survey (CFSS) found that 22 percent of the population 5 million people suffered severe food insecurity,⁵ compared with 12 percent 2.7 million in 2009. An additional 5 million people were moderately food-insecure and at risk of deterioration in the face of continued shocks. Half the population was unable to buy or produce enough food to survive. Social development indicators such as child malnutrition, maternal mortality and educational attainment remain extremely poor.
- 5. The CFSS found 13 percent prevalence of acute malnutrition among children under 5 at the national level; the governorate of Al-Hodeidah had a prevalence of 28 percent, well above the critical threshold. Chronic malnutrition and stunting among children under 5 was an alarming 47 percent at the national level, reaching 60 percent in some governorates. Yemen is in the "very high" classification for stunting. ⁶
- 6. There is a clear cycle of poverty in many parts of Yemen. Poor women are significantly more likely to be illiterate, food-insecure and malnourished than are women in wealthier households. Malnourished women are at increased risk of giving birth to low-birthweight babies.
- 7. Adult illiteracy is 41 percent 60 percent among women, compared with 21 percent among men. Regional variations are significant, with the highest levels in the northern highlands.

⁷ Government of Yemen and World Bank. *Household Budget Survey* (2005/2006). Sana'a.



¹ United Nations Development Programme (UNDP) Human Development Index 2012 rankings. See: http://hdr.undp.org/en/statistics

² UNDP. 2013. Human Development Report 2013. New York.

³ See: World Statistics Pocketbook, United Nations Statistics Division. New York.

⁴ WFP. 2012. The State of Food Security and Nutrition in Yemen. 2012 Comprehensive Food Security Survey (CFSS). Sana'a.

⁵ WFP CFSS: "severe" food insecurity equates to a poor food consumption score, "moderate" food insecurity to a borderline score; food-insecure people are the total with poor or borderline score.

⁶ Wasting prevalence of 5–9 percent is "poor", 10–14 percent is "serious", and above 15 percent is "critical". Stunting prevalence of 20–29 percent is "medium", 30–39 percent is "high", and 40 percent is "very high". World Health Organization. 1995. *Cut-off values for public health significance*. Geneva. www.who.int/nutgrowthdb/en

Illiteracy among women and girls in rural areas is double that in urban areas. Enrolment of girls in school in Sana'a city is 92 percent, three times the 36 percent rate in Al Jawf governorate.⁸ Such disparities lead to significant gaps in women's access to economic, social and political opportunities. In 2011, for the sixth year running, Yemen ranked last in the global gender gap index.⁹

- 8. Although Yemen has made significant progress towards Millennium Development Goal (MDG) 2 Achieve universal primary education 10 large discrepancies in enrolment and attendance of girls and rural children persist. Gross enrolment rates in grades 1 to 9 increased from 67 percent in 2003 to 75 percent in 2008, 11 but the rate for girls was 65 percent compared with 85 percent for boys; 60 percent of primary school-age children out of school are girls. Structural obstacles to girls' participation in education include a lack of segregated schools and parental preference for educating boys. As the security situation deteriorates, it is increasingly difficult for the Government to deliver social services and education in conflict-affected areas.
- 9. The Government's development policies are set out in its Strategic Vision 2025, which aims to enhance progress towards middle-income and medium human development status. The objectives include increased progress towards the MDGs particularly in health, education, family planning, poverty alleviation, job creation and access to water through the Government's five-year Development Plan for Poverty Reduction 2011–2015, even though it was suspended in 2011 because of political uncertainty.

PAST COOPERATION AND LESSONS LEARNED

- 10. WFP has provided assistance in the Yemen since 1967: early projects covered a range of activities and beneficiaries, but after reunification in 1992 assistance focused on primary education and incentives for girls' enrolment. Food assistance was delivered to the education sector through development project (DEV) 4695 until 2001; WFP's first country programme included a component promoting access to basic education from 2002 to 2006.
- 11. In line with Yemen's National Development Plan 2006–2010 and the United Nations Development Assistance Framework (UNDAF) 2007–2011, Country Programme 104350 (January 2007–June 2013) included a component promoting girls' enrolment and attendance in all school grades with a view to reducing the gender gap through food incentives and encouraging families to enrol and keep their daughters in education. In the 1,300 rural schools targeted in 19 governorates, girls' enrolment increased by 60 percent and in some cases surpassed that of boys.
- 12. Despite advocacy and work on resource mobilization, Country Programme 104350 was significantly underfunded: this resulted in reduced rations, less frequent distributions and fewer beneficiaries. In 2010, 77 percent 85,700 of targeted schoolgirls received only one reduced ration instead of three full ones, and the single distribution in 2011 reached only 59,000 of the planned 115,000 schoolgirls.

¹¹ United Nations Children's Fund. At a glance: Yemen, 2003–2008. New York.



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⁸ Based on the latest available data, for 2007.

⁹ World Economic Forum. 2012. Global Gender Gap Index 2012. Geneva.

¹⁰UNDP 2010. *MDG Yemen Report*. Sana'a. Available at: http://www.undp.org.ye/reports/14d060f9f388b7MDG%20Yemen%20English.pdf

13. Given the effectiveness of the take-home rations in increasing girls' enrolment, the 2011 country portfolio evaluation recommended that WFP continue this support and commended its logistics and distribution system in Yemen. The evaluation also noted the need to improve coordination with stakeholders at the local level.

14. WFP's Yemen portfolio in 2013 includes: i) DEV 200432; ii) emergency operation 200451, which aims to improve food consumption among food-insecure households, internally displaced people and returnees; iii) protracted relief and recovery operation 200305 supporting refugees; and iv) special operation 200130 providing air services.

STRATEGIC FOCUS OF THE DEVELOPMENT PROJECT

- 15. The objectives of this development project are to address gender gaps in education and alleviate poverty and food insecurity, thereby contributing to MDGs 1, 2 and 3. The project is aligned with Strategic Objectives 4 and 5, and WFP's Enhanced Commitments to Women and Gender Policy. 4
- 16. The project responds to the Government's education policies as outlined in the 2011–2015 Development Plan for Poverty Reduction. It was developed in consultation with the Ministry of Education to ensure integration with national priorities in addressing high rates of drop-out, failure and repetition. The project is in line with the UNDAF (2012–2015) and the Joint United Nations Framework to Support the Transition in Yemen (2012–2014), particularly in its contribution to development and peacebuilding. WFP liaises with the Social Welfare Fund and partners with a view to aligning programme approaches with the conditional cash transfers piloted in the education sector.
- 17. The project aims to achieve the following outcomes:
 - increased enrolment of girls in WFP-assisted schools (Strategic Objective 4);
 - increased percentage of girls graduating from secondary schools (Strategic Objective 4);
 - reduced gender disparity in enrolments of girls and boys in WFP-assisted primary and secondary schools (Strategic Objective 4); and
 - increased capacity of government counterparts to monitor and report on outcome-level indicators for WFP-assisted school feeding programmes (Strategic Objective 5).
- 18. The project will target 35,000 schoolgirls each school year 42,000 in all with take-home rations for girls attending school on at least 80 percent of schooldays each semester. The ration will contribute to the food basket of beneficiary households.
- 19. Given maternal undernutrition and the poor nutritional status of children, education for girls up to grade 12 constitutes a starting point for enhancing the lives of future generations in that educated and healthy women give birth to and raise healthier children.
- 20. Unfulfilled expectations as to project resources have led to a substantial reduction in the scale of this project compared with earlier WFP schoolfeeding projects. Consultation with stakeholders will identify priorities in terms of: i) food security and education indicators; ii) increased effectiveness of WFP's portfolio resulting from the convergence of activities;

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¹² Millenium Development Goals: 1 – Eradicate extreme poverty and hunger; 2 – Achieve universal primary education; and 3 – Promote gender equality and empower women.

¹³ Strategic Objective 4 – Reduce chronic hunger and undernutrition; and Strategic Objective 5 – Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase.

¹⁴ WFP/EB.1/2009/5-A/Rev.1.

iii) efficiencies in supply management; and iv) optimizing the benefits from partnerships and co-location with stakeholders. New funding opportunities will be identified with a view to reinstating the scale and scope of the previous project. Prioritization will be based on the 2012 CFSS findings and WFP's educational support in the 2012/13 school year.

21. The project will target public schools in rural areas. WFP and the Ministry of Education will select schools in each district on the basis of the 2012 CFSS findings. Targeting criteria will include food insecurity and poverty status at the sub-district level, low enrolment levels and large gender gaps, schools' capacity to admit more girl students, and schools' location in relation to non-targeted schools with a view to preventing girls from moving to other schools.

TABLE 1: BENEFICIARIES BY YEAR				
	Schoolgirls	Household members		Total
		Men/boys	Women/girls*	
2013	35 000	122 990	122 010	245 000
2014	42 000	147 588	146 412	294 000
2015	35 000	122 990	122 010	245 000
TOTAL**	42 000	147 588	146 412	294 000

^{*} Includes schoolgirls

- 22. There will be three distributions of take-home rations during the school year, the first of which will cover October–December 2013.
- 23. The proposed foods take into account household preferences. Wheat grain is usually preferred to wheat flour because the by-product from milling can be used for animal feed, and grain has a longer storage life. Each schoolgirl will receive 50 kg of wheat and 3 litres of fortified vegetable oil per distribution (see Table 2), providing 150 kg of wheat and 9 litres of fortified vegetable oil per schoolgirl per year.

TABLE 2: FAMILY FOOD RATIONS		
Food type		
Wheat (kg/schoolgirl/distribution)	50.0	
Vegetable oil (kg/schoolgirl/distribution)	2.7	
Number of feeding days per year	180.0	

24. The project's total food requirements are shown in Table 3.

TABLE 3: TOTAL FOOD REQUIREMENTS (mt)		
Wheat	10 587	
Vegetable oil	573	
TOTAL	11 160	



^{**} Total beneficiaries take into consideration the turnover of schoolgirls between school years.

25. The project will be coordinated jointly by WFP, the United Nations Children's Fund (UNICEF) and the School Feeding Department of the Ministry of Education to ensure that implementation complements the national plan to address high rates of drop-out, failure and repetition and issues such as overcrowded classrooms, insufficient number of teachers – particularly women – under-qualified teachers and inadequate buildings. The UNDAF emphasizes improved governance, reflecting concerns about accountability in Yemen, which will be taken into consideration during project implementation and monitoring.

- 26. As a member of the United Nations country team, WFP subscribes to the Partnership Declaration for the Basic Education Development Strategy¹⁵ involving the Government, donors and partners. Synergies will be exploited through partnerships with UNICEF and the World Health Organization to support the planning and implementation of activities, especially deworming campaigns and delivery of the essential package for health and education, which includes training for women teachers. Possible linkages to initiatives such as Scaling Up Nutrition will be explored with a view to further advocacy for meeting the needs of adolescent girls.
- 27. WFP will continue to incorporate gender-sensitive programming in its operations and will include women in food committees and other decision-making bodies. WFP support for girls' education contributes directly to the empowerment of women.
- 28. To promote national ownership, the capacities of counterparts will be enhanced for managing, monitoring and reporting on WFP-supported interventions. Institutional improvements will include the promotion of knowledge—sharing between the governorate and central levels, and improving data management with a view to measuring intended outcomes. This will support decentralization by developing capacities at the governorate and, eventually, the district levels. Development of counterparts' capacity in programme implementation, monitoring of gender indicators and results-based reporting is linked to the UNDAF goal of enhancing the transparency and accountability of public institutions to promote good governance.
- 29. In line with the national education strategy, WFP will work with parent-teacher associations to monitor food distributions, mobilize communities to support girls' education up to secondary level and provide in-kind support for teachers recruited from other areas. Advocacy will include promoting women's membership in the associations to contribute to the social empowerment of rural women.
- 30. WFP will also provide technical assistance for eventual hand-over to the Ministry of Education. The transition strategy will be jointly developed with government counterparts and will be informed by the UNDAF and the national transition plan.

PROGRAMME MANAGEMENT, MONITORING AND EVALUATION

- 31. The Ministry of Education School Feeding Department will be WFP's primary partner.
- 32. To ensure timely procurement of food, reduce the risk of delays and save costs, WFP will procure food locally, provided prices are competitive and markets are stable.
- 33. The difficult terrain, limited infrastructure and security constraints in Yemen require adequate logistics capacity to ensure uninterrupted deliveries to beneficiaries. Enhanced supply-chain management will be essential to ensure timely deliveries and optimum inventory levels. Contingency stocks for one month will be maintained, resources permitting.

¹⁵ The purpose of the declaration is to harmonize donor community efforts and maximize the impact of interventions that support the Government in achieving educational goals. Partners include Germany, the Netherlands, the United Kingdom, UNICEF and the World Bank.



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34. WFP will be responsible for transport from ports to central and governorate warehouses, and will manage transport to the schools jointly with the Ministry of Education School Feeding Department. In the gradual transfer of responsibility to the Government, counterparts will be increasingly involved in port operations and primary transport. Depending on available funding, capacity development will include: i) a review of logistics to allocate supply-chain management to a central government entity; ii) training of counterparts in warehousing, fumigation of food stores at health centres, port operations, transport contracting and food tracking; and iii) exchange visits to other WFP projects in the region.

- 35. Warehouses and equipment will be rehabilitated at the governorate level. WFP will continue to cover landside transport, storage and handling costs in view of the Government's financial constraints.
- 36. Joint field monitoring by WFP, UNICEF and the Ministry of Education will include random visits to schools, subject to security clearance. WFP and the Ministry of Education will analyse annual enrolment, drop-out and pass rates for girls in schools receiving WFP assistance to track progress. WFP and its partners will advocate with national counterparts to achieve these objectives through the national education strategy.
- 37. Terms of reference for an external mid-term evaluation in 2014 will be developed jointly with counterparts and partners. The evaluation will assess achievements in terms of performance measurement criteria in the results-based matrix.

RISK MANAGEMENT

- 38. The project is subject to contextual, programmatic and institutional risks for which the following mitigation measures will be taken.
- 39. Increased conflict and insecurity may force WFP to suspend, reduce or delay the project in some areas. WFP will continue to update its risk assessment, emergency preparedness actions and standard operating procedures for sudden-onset emergencies. The School Feeding department will ensure that WFP food is distributed in areas inaccessible to the United Nations. WFP is improving its local links, for example through local purchase and procurement. The country office will revise operations in the event of increased conflict or food and fuel price rises.
- 40. Resource shortfalls could force WFP to reduce the size of rations, the frequency of distributions and/or the number of beneficiaries. Nonetheless, WFP will continue its advocacy and fundraising with donors to identify new funding sources, which may include partnerships with the private sector and foundations. Opportunities for synergies will arise from WFP's co-leadership of the Food Security Cluster and the United Nations Common Appeal Process.
- 41. Because oversight and monitoring could be limited if project areas become inaccessible to international staff, WFP is establishing a pool of companies to provide support if required.
- 42. The United Nations Security Management Team follows United Nations Department of Safety and Security recommendations on limiting the number of international staff in Yemen. WFP complies with minimum operating security standards, minimum security telecommunications standards and regulations governing the use of armoured vehicles and personal protection equipment. Sub-offices will receive additional communications equipment or other items for compliance if required.
- 43. WFP staff have been fully trained in security and radio communications. In areas where movement requires a military escort, arrangements are made by the country office or sub-offices in coordination with the Ministry of the Interior and the Ministry of Foreign Affairs.



44. To prevent corruption and misappropriation of resources or food, WFP will monitor distributions, record all financial transactions and comply with reporting and accountability requirements under the field-level agreement with cooperating partners.



ANNEX I-A

PROJECT COST BREAKDOWN			
Food ¹	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	10 587	4 541 823	
Oil and fats	573	520 857	
Total food	11 160	5 062 680	
Subtotal food			5 062 680
External transport			50 711
Landside transport, storage and handling			1 609 495
Other direct operational costs			599 345
Direct support costs ² (see Annex I-B)			995 444
Total WFP direct costs			8 317 675
Indirect support costs (7.0 percent) 3			582 237
TOTAL COST TO WFP			8 899 912

³ The indirect support cost rate may be amended by the Board during the project.



¹ This is a notional food basket for budgeting and approval. The contents may vary.

² Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)		
Staff and staff-related costs		
International professional staff	449 112	
Local staff – national officers	139 095	
Local staff – general service	81 403	
Hazard pay and hardship allowance	97 726	
International consultants	22 000	
Local consultants	8 000	
Staff duty travel	33 824	
Subtotal	831 159	
Recurring expenses	·	
Rental of facility	8 724	
Utilities	14 675	
Office supplies and other consumables	2 048	
Communications services	13 170	
Vehicle running costs and maintenance	24 000	
Office set-up and repairs	17 064	
United Nations organization services	8 590	
Subtotal	88 271	
Equipment and capital costs		
Vehicle leasing	20 400	
Communications equipment	13 352	
Local security costs	42 262	
Subtotal	76 014	
TOTAL DIRECT SUPPORT COSTS	995 444	



ANNEX II: LOGICAL FRAMEWORK Risks and assumptions Outcomes Performance indicators **UNDAF Priority Area 2:** Sustainable and equitable access to quality basic social services to accelerate progress towards the MDGs. The United Nation's objectives are to support the Government's goals of developing national human resources, by ensuring that quality basic social services are accessible to all, including vulnerable people affected by conflict and natural disasters; and that progress towards the MDGs is evenly distributed across regions, genders and social levels. **UNDAF Outcome 3: UNDAF** outcome indicators Risks By 2015, vulnerable groups and deprived 3.1. Gross enrolment rates for basic education: Prolonged global financial crisis affects districts (including those in humanitarian resourcing Baseline: total 69%; boys 77%; girls 61% emergency situations) have improved access Access to deprived communities is limited by Target: boys 100%; girls 100% to sustainable quality basic social services insecurity or conflict 3.2 Primary completion rates: Market prices for food are high Baseline: boys 72%; girls 49% Natural disasters occur Target: boys 100%; girls 100% **Assumptions** 4.1. Population affected by food insecurity: Government has political will to fund public Baseline: 32% (CFSS 2009) **UNDAF Outcome 4** services Target: 10.6% (National Food Security Strategy Paper, 2010) By 2015, food security, nutrition and resiliency Activities have cultural acceptance of vulnerable groups and communities to Required resources and implementation capacity crisis and shock are improved are available WFP Strategic Objective 4: Reduce chronic hunger and undernutrition Outcome 4.1 Enrolment: annual rates of change in numbers of girls enrolled in Risks WFP-assisted primary and secondary schools Increased enrolment of girls in WFP-assisted School feeding coverage is not accompanied by schools Target: 6% increase in primary: 3% increase in secondary improved quality of education



 Gross enrolment: annual rates of change in percentages of primary and secondary school-age girls and boys enrolled in WFP-assisted schools

Target: 6% increase in girls' enrolment rate in primary school; 3% increase in secondary school

Community norms on girls' education affect sustainability

Assumptions

Adequate facilities to cope with increased enrolment of girls are constructed

Community and parent-teacher association support girls' education at all grades

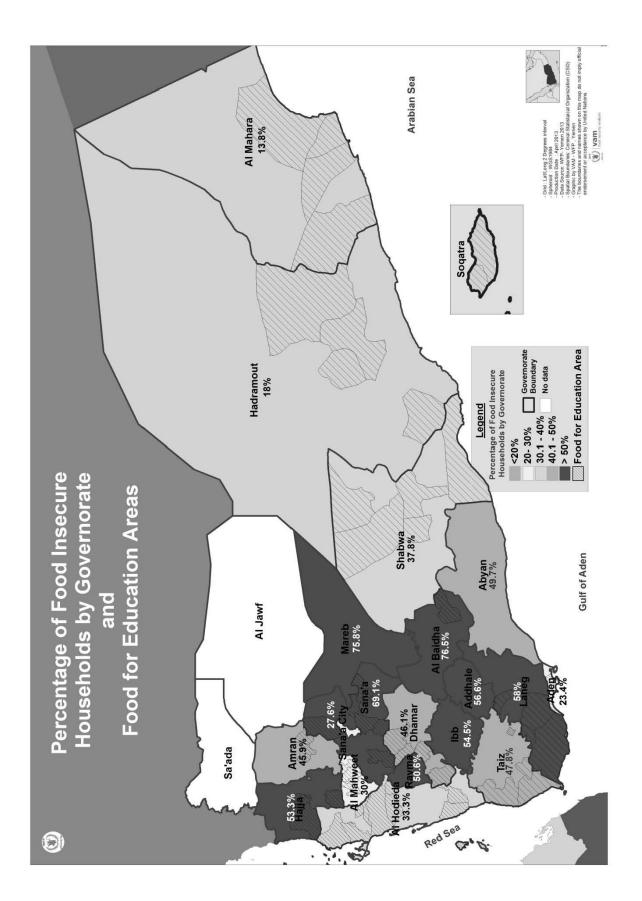
Numbers of women teachers increase

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ANNEX II: LOGICAL FRAMEWORK			
Outcomes	Performance indicators	Risks and assumptions	
Outcome 4.2 Higher percentage of girls graduate from secondary schools	 Numbers and percentages of girls and boys graduating from secondary schools in WFP-assisted schools Target: 3% increase in girls' graduation rate 		
Outcome 4.3 Reduced gender disparities between girls and boys in WFP-assisted primary and secondary schools	> Ratio of girls to boys in WFP-assisted schools		
Output 4.1 Timely provision of food to targeted girls in sufficient quantity to reduce disparities in access to education in primary and secondary schools	 Number of girls receiving WFP food assistance as percentages of planned, by age/school category Actual mt of food distributed as percentages of planned, by type Numbers of schools assisted 	Assumption Food commodities are available at the right times and in sufficient quantities to ensure food distributions throughout the project's duration	
Strategic Objective 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase			
Outcome 5.2 Progress made towards nationally owned hunger solutions	 National capacity index of the School Feeding Department Baseline and Target: to be established in 2013 		
Output 5.1 Provision of capacity development to the Ministry of Education to improve the quality of education data and analysis	 Numbers of Ministry of Education staff trained at the central, governorate and district levels in education data collection and analysis Number of baseline surveys, updates and/or assessments conducted on the main reasons for girls' low enrolment rate 	Assumption Financial resources are available for conducting planned training, surveys and assessments	



ANNEX III



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

CFSS comprehensive food security survey

DEV development project

MDG Millennium Development Goal

UNDAF United Nations Development Assistance Framework

UNDP United Nations Development Programme

UNICEF United Nations Children's Fund

