

Executive Board Second Regular Session

Rome, 8–11 November 2010

# PROJECTS FOR EXECUTIVE BOARD APPROVAL

## Agenda item 9

### For approval



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# BUDGET INCREASES TO DEVELOPMENT ACTIVITIES— NEPAL COUNTRY PROGRAMME 100930 (2002–2010)

Cost (United States Dollars)				
	Current budget	Increase	Revised budget	
WFP Food cost	77,142,100	16,246,570	93,388,670	
Total cost to WFP	120,207,647	24,720,381	144,928,028	

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## NOTE TO THE EXECUTIVE BOARD



\* Regional Bureau Bangkok (Asia)



# DRAFT DECISION\*

The Board approves the budget increase of US\$24.7 million for Nepal country programme 100930 (2002–2010) (WFP/EB.2/2010/9-B/2) with a two-year extension, from 1 January 2011 to 31 December 2012.

<sup>&</sup>lt;sup>\*</sup> 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.



#### NATURE OF THE INCREASE

- 1. The proposed budget increase to Nepal country programme (CP) 100930 is to assist an additional 49,500 food-insecure and vulnerable people, bringing the total number of beneficiaries to 547,300. A two-year extension of the CP, from January 2011 until December 2012, will align the CP with the Government's three-year Interim Plan. The increase will provide:
  - ▶ an additional 20,134 mt of food, valued at US\$16.2 million;
  - additional associated costs: external transport, landside transport, storage and handling (LTSH), other direct operational costs (ODOC) and direct support costs (DSC) of US\$6.9 million; and
  - ➢ additional indirect support costs (ISC) of US\$1.6 million.
- 2. Nepal CP 100930, initially approved for five years from 2002 to 2006, has been extended several times through budget revisions, in alignment with the revised cycle of the United Nations Development Assistance Framework (UNDAF) and the Government's three-year Interim Plan.<sup>1</sup> This budget revision covers food and related associated costs for the period 2011 to 2012.
- 3. Activities outlined in the budget revision support the Government's three-year Interim Plan and will contribute to UNDAF priority area B Quality Services which aims to improve health care, education, drinking water, sanitation and nutrition by supporting effective government structures at the community, district and national levels. The budget revision also supports the strategic priorities outlined in the WFP Nepal Country Strategy 2010–2013.<sup>2</sup>
- 4. The programme strategy for the extension period reflects recommendations from the recent nutrition strategy mission and the country portfolio evaluation (CPE) mission. The CP will focus on strengthening and consolidating its nutrition component, with an emphasis on behaviour-change education, creating a food security and nutrition safety net, and addressing chronic malnutrition. New initiatives such as the provision of fortified biscuits and the home-grown school feeding (HGSF) activity will be piloted in selected areas.

#### JUSTIFICATION FOR THE BUDGET INCREASE

#### **Summary of Existing Project Activities**

5. The CP has provided support to food-insecure people in Nepal since 2002, contributing to the Government's overall development goals by addressing food insecurity and building sustainable livelihoods. WFP assistance aims to: i) increase access to assets in fragile, transition situations – Strategic Objective 3;<sup>3</sup> ii) improve access to education and health care, particularly for socio-economically excluded groups – Strategic Objective 4;<sup>4</sup> and

<sup>&</sup>lt;sup>4</sup> Reduce chronic hunger and undernutrition



<sup>&</sup>lt;sup>1</sup> Given the current period of transition, a three-year Interim Plan was developed instead of a full five-year Development Plan.

<sup>&</sup>lt;sup>2</sup> The WFP Country Strategy Document was endorsed in August 2010.

<sup>&</sup>lt;sup>3</sup> Restore and rebuild lives and livelihoods in transition situations

iii) improve the nutrition status of targeted pregnant and lactating women and of children 6–36 months of age – Strategic Objective 4.

- 6. The CP initially covered 35 districts. However, owing to resource constraints, in 2008 coverage was reduced to 17 districts, concentrated in the Far- and Mid-Western regions. Within those districts, WFP's assistance targets the most vulnerable village development committees (VDCs), where there are high levels of food insecurity, poor mother-and-child health indicators, and a large disparity between girls' and boys' enrolment in primary schools.
- 7. The CP currently targets an average of 497,800 food-insecure and vulnerable people per year, through three components: i) food for work (FFW); ii) the School Meals Programme (SMP); and iii) mother-and-child health care (MCHC).
- 8. The SMP provides a nutritious midday meal to 182,000 schoolchildren in 11 districts in the Mid- and Far-Western regions. WFP assistance, initially limited to primary schools, has been extended to early childhood development centres, school outreach programmes and alternative school programmes, in line with the Government's primary education policy. On each school day, children receive a porridge made of fortified blended food. To promote gender parity in education, girls maintaining a school attendance rate of at least 80 percent receive a monthly take-home ration of 2 litres of cooking oil, encouraging them to attend school. Called the Girls' Incentive Programme (GIP), the take-home ration programme targets 54,000 girls, and benefits a total of 248,400 household members in 16 districts.
- 9. Under the MCHC component, WFP provides blanket feeding to 31,000 pregnant and lactating women and children aged 6–36 months in areas with stunting rates of more than 50 percent, high levels of food insecurity and limited access to health facilities. A monthly ration of 7 kg of fortified blended food is coupled with health check-ups, growth monitoring and counselling from government and community health staff. The MCHC activity is implemented through the Ministry of Health in nine districts eight in the Far- and Mid-Western regions and one in the Eastern region.
- 10. A successful partnership with a national non-governmental organization (NGO), Himalayan Health and Environmental Services Solukhumbu (HHESS), has been extended to all districts targeted under the MCHC component, to develop the capacity of government and community health staff and improve the quality of health services through regular training and support to ante-/post-natal services, growth monitoring, record-keeping and reporting. The modest financial support WFP provides through HHESS results in improved quality and management of government health services and encouragement to pregnant and lactating women and the parents of young children to use improved health services.
- 11. The FFW component complements the other two CP components. It targets 36,400 beneficiaries and aims to facilitate small-scale construction and the maintenance of schools and health institutions, thereby helping to improve the quality of the SMP and MCHC components.

#### **Conclusion and Recommendations of the Country Portfolio Evaluation**

12. Nepal is one of the world's least developed countries, ranking 142<sup>nd</sup> out of 177 countries in the 2008 human development index.<sup>5</sup> Since the Comprehensive Peace Agreement was signed in 2006, putting an end to a decade of civil conflict, the political situation has

<sup>&</sup>lt;sup>5</sup> UNDP, 2009. *Human Development Report 2009*. New York.



remained unstable. Delivery of basic services is largely confined to urban centres and relatively accessible areas. According to the global hunger index, food security in areas covered by the CP range from alarming to extremely alarming.<sup>6</sup> About 3.5 million people in Nepal are currently considered food-insecure,<sup>7</sup> and an estimated 41 percent of the population is undernourished.<sup>8</sup> The nutrition situation is critical: 49 percent of children under 5 are stunted, and 13 percent suffer from wasting.<sup>9</sup> The latest WFP baseline survey covering the Mid- and Far-Western regions found stunting rates of between 50 and 71 percent, and wasting rates of up to 12.5 percent.<sup>10</sup> The current net school enrolment rates for girls in districts targeted by the GIP range between 71 and 77 percent, lagging behind the national enrolment rate for girls of 92 percent.<sup>11</sup>

- 13. The CPE mission recognized that SMP and GIP had successfully increased school enrolment and attendance: the attendance rate increased from 84 percent in 2007 to 95 percent in 2009.<sup>12</sup> However, overcrowded classrooms with high student-teacher ratios were observed. The evaluation raised issues related to safe drinking-water, food transportation and cooking. These were confirmed by monitoring reports, which indicated that only 48 percent of the schools have access to safe drinking water within their compounds, and 38 percent of food management committees (FMCs) are not fulfilling their responsibilities for cooking, transportation, etc. The evaluation recommended that the SMP and GIP activities be combined with other education improvement activities implemented by the Ministry of Education, the United Nations Children's Fund (UNICEF) and NGOs, to ensure that the quality of education does not deteriorate as enrolment and retention increase.
- 14. Stakeholders report that the MCHC activity has reduced malnutrition, increased access to health services antenatal care, post-natal care and growth monitoring and enhanced health, nutrition and hygiene awareness. The partnership with HHESS was found to be effective, but it was too early to evaluate the impact of WFP's efforts to develop staff capacity and enhance behavioural change at the Ministry of Health, which have been implemented since 2008/09. The evaluation team highlighted evidence that mothers have adopted health, nutrition and hygiene information.
- 15. The CPE recommended: i) consolidation of the MCHC component into fewer districts until more funding can be secured; ii) enhanced attention to capacity development of Ministry of Health staff and community health volunteers; iii) continued emphasis on health/nutrition education, ensuring that messages are aligned with those of other nutrition actors; and iv) regular monitoring and evaluation of activities to demonstrate impact.
- 16. The CPE mission recommended that an HGSF programme be piloted in suitable areas with food surplus and a long history of school feeding.



<sup>&</sup>lt;sup>6</sup> Sub-Regional Hunger Index for Nepal, July 2009.

<sup>&</sup>lt;sup>7</sup> Food and Agriculture Organization of the United Nations (FAO) and WFP 2007. Joint Food Security Assessment 2007. Rome.

<sup>&</sup>lt;sup>8</sup> WFP, Food Security Bulletin Issue 26, January 2010. Rome.

<sup>&</sup>lt;sup>9</sup> Government of Nepal/United Nations Children's Fund (UNICEF). 2010. Tracking Progress on Child and Maternal Nutrition in Nepal, a Survival and Development Priority.

<sup>&</sup>lt;sup>10</sup> WFP. Micronutrient powder baseline survey in six districts of Mid- and Far-Western hills and mountains, December 2009 to January 2010.

<sup>&</sup>lt;sup>11</sup> Flash Report, Department of Education, 2008/2009. Kathmandu.

<sup>&</sup>lt;sup>12</sup> Standardized Project Report, 2010.

#### Purpose of the Extension and Budget Increase

- 17. The purpose of the revision is to extend the CP from January 2011 to December 2012 and seek additional food and associated resources for the extension period. In line with priorities outlined in the Government's Interim Plan and the UNDAF, the CP will support pregnant and lactating women, infants, children under 3, school-age children and adolescents, mainly through the SMP and the MCHC component. The aim is to provide a food security and nutrition safety net for the most vulnerable and to foster national and community resilience to food insecurity and undernutrition.
- 18. Geographic coverage will largely remain the same under the extension. The CPE recommendation to consolidate the various components into fewer districts will be taken into consideration in design of the follow-up CP, starting in 2013.

TABLE 1: BENEFICIARIES, BY COMPONENT						
ComponentCurrent average (2008–2010)Increase/decreaseRevised average (2011–2012)						
Component 1: Food for work	36 400	-22 400	14 000			
Component 2: School Meals Programme	182 000	23 000	205 000			
Girls' Incentive Programme (take-home rations)	248 400	41 400	289 800			
Component 3: Mother-and-child health care	31 000	7 500	38 500			
TOTAL	497 800	49 500	547 300			

- 19. Component 1 Food for work: The FFW component will be scaled down to target 14,000 beneficiaries. It will be initiated only if adequate resources are available, to help strengthen the infrastructure of school classrooms and health clinics. A food-for-training (FFT) activity targeting adolescent girls will be also implemented, with sessions on reproductive health, health/nutrition, and gender issues, in collaboration with the United Nations Population Fund (UNFPA) and the United Nations Development Fund for Women (UNIFEM).
- 20. Component 2 School Meals Programme: In collaboration with the Ministry of Education, WFP will implement the SMP in 11 remote and very vulnerable districts, targeting 205,000 schoolchildren. At the Government's request, in some areas WFP will provide fortified biscuits on a pilot basis, to respond to: i) a lack of cooking facilities; and ii) the overburdening of teachers, who sometimes have to take time away from their teaching responsibilities to prepare food. If the pilot proves successful, fortified biscuits could be used in the Government's future school feeding strategy.
- 21. *Girls' Incentive Programme:* Under Component 2, WFP will continue to implement the GIP, targeting 63,000 girls in 16 districts. WFP will collaborate with UNICEF to help improve the quality of education and promote gender parity. UNICEF supports the Ministry of Education in creating child-friendly schools through teacher training in child-centred teaching methods, provision of educational materials, and improvement of the classroom environment. A wider range of partnerships with other bilateral and multilateral organizations will be critical in improving school infrastructure and education quality.



- 22. Following recommendations from the CPE, WFP will pilot the HGSF approach, aiming to achieve sustainability and support local agricultural production. A joint WFP/government market analysis will identify the most appropriate areas for piloting the approach. NGO partners train targeted communities/farmers in improving their production capacity and ability to market food.
- 23. The Ministry of Education is gradually taking ownership of the SMP, and implements a Government-funded decentralized school feeding programme in 19 additional districts, through cash transfers.<sup>13</sup> The ministry provides cash to school management committees, which are responsible for procuring, transporting and distributing food. WFP will support the Government in assessing the cost-effectiveness and efficiency of the cash-based school feeding programme and in designing a national government school feeding strategy.
- 24. At the end of 2011, WFP will undertake a thorough review of the SMP, to examine all its aspects, including ration size and hand-over to the Government. Any scaling up and consolidation of this component under the next CP will be based on recommendations from this review exercise.
- 25. Component 3 Mother-and-child health care: Under the MCHC component, WFP intends to provide blanket feeding to an average of 38,500 pregnant and lactating women and children aged 6–36 months in nine districts. WFP is developing an MCHC exit strategy with the Government and NGO partners; this will be piloted during the extension period. This strategy is expected to lead to consolidation of the component and enhanced targeting, as recommended in the CPE.
- 26. *Monitoring and evaluation*: The current monitoring and evaluation system will be expanded to include more information for measuring the CP's impact against its objectives, and more evidence-based evaluation through case studies, baseline and comparative surveys. For example, in 2011, a survey will be conducted in both the districts targeted under the MCHC component and those not targeted, to make a comparative analysis.

#### FOOD REQUIREMENTS

27. The budget revision proposes the same ration scale and activities as in CP 100930. Wheat-soya blend (WSB) will be replaced by WSB+, in line with the global WFP policy to use improved fortified blended food.<sup>14</sup>

<sup>&</sup>lt;sup>14</sup> WSB+ has an improved formula, including sugar.



<sup>&</sup>lt;sup>13</sup> The WFP-supported SMP and the cash-based government school feeding programme are implemented in different districts.

TABLE 2: RATION SIZE, BY COMPONENT				
Component	Food items	Ration size	Calorie value (Kcal/person/day)	
Food for work	Family ration: Rice	4 kg/person/day		
School Meals Programme	WSB+ Vegetable ghee	100 g/person/day 10 g/person/day	463	
	Fortified biscuits	100 g/person/day	450	
Girls' Incentive Programme (take-home rations)	Vegetable oil	2 litres/month		
Mother-and-child health care	Children 6–36 months: WSB+	7 kg/child/month	933	
	Pregnant and lactating women: WSB+ Micronutrient powder	7 kg /person/month 1 sachet/person/day	933	

28. As shown in Table 3, 20,134 mt of food is required for the two-year CP extension. The food cost is US\$16.2 million. Of total direct operational costs (DOC), 61 percent will be allocated to SMP, 32 percent to MCHC and 7 percent to FFW.

TABLE 3: FOOD REQUIREMENTS, BY COMPONENT (mt)					
Component Present Increase Revised					
Food for work	84 454	1 400	85 854		
School Meals Programme, including Girls' Incentive Programme	73 359	12 258	85 617		
Mother-and-child health care	19 736	6 476	26 212		
TOTAL	177 549	20 134	197 683		

29. The CP implementation modalities will remain unchanged; the CP will continue to be implemented by the Ministry of Education and the Ministry of Health. WFP will deliver food to extended delivery points (EDPs), and the Government will transport it to final distribution points (FDPs), where the community will take responsibility for food management. WFP will procure most food locally, to reduce transport costs and enable timely food deliveries. WFP will explore the options for developing local suppliers' capacity to produce WSB+.



#### **ANNEX I-A**

BREAKDOWN OF BUDGET INCREASE COSTS				
FOOD <sup>1</sup>	Quantity <i>(mt)</i>	Value (US\$)	Value (US\$)	
Cereals	1 400	574 000		
Oil and fats	3 238	3 485 250		
Mixed and blended food	14 608	11 067 320		
Others	888	1 120 000		
Total food	20 134	16 246 570	16 246 570	
External transport			360 685	
Landside transport, storage and handling			3 569 355	
Other direct operational costs			856 582	
Direct support costs <sup>2</sup> (see Annex I-B)			2 069 968	
Total WFP direct costs			23 103 160	
Indirect support costs (7.0 percent) <sup>3</sup>			1 617 221	
TOTAL WFP COSTS			24 720 381	

<sup>&</sup>lt;sup>3</sup> The indirect support cost rate may be amended by the Board during the project.



<sup>&</sup>lt;sup>1</sup> This is a notional food basket for budgeting and approval. The contents may vary.

 $<sup>^{2}</sup>$  Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

#### **ANNEX I-B**

DIRECT SUPPORT REQUIREMENTS (US\$) Staff and related costs				
Local staff – national officers	211 600			
Local staff – general service	550 228			
Local staff – overtime	10 000			
Staff duty travel	123 000			
Subtotal	1 522 968			
Recurring expenses				
Rental of facility	96 000			
Utilities – general	32 000			
Office supplies and other consumables	34 000			
Communications and information technology services	60 000			
Equipment repair and maintenance	15 000			
Vehicle running costs and maintenance	60 000			
Office set-up and repairs	40 000			
United Nations organization services	24 000			
Subtotal	361 000			
Equipment and capital costs				
Vehicle leasing	102 000			
Telecommunications/information equipment	44 000			
Local security costs	40 000			
Subtotal	186 000			
TOTAL DIRECT SUPPORT COSTS	2 069 968			



ANNEX II: LOGICAL FRAMEWORK					
Results chain*	Performance indicators	Risks, assumptions	Resources required		
<b>UNDAF Outcome B.1</b> Socially excluded and economically marginalized groups including adolescents increasingly utilize and participate in the management of basic services including education and health services, and water and sanitation facilities.					
COUNTRY PROGRAMME COMPONENT 1: FOOD FO	RWORK		Total resources for Activity 1: US\$1 126 958		
Strategic Objective 3: Restore and rebuild lives and	ivelihoods in post-conflict, post-disaster or trans	sition situations			
Outcome 3.1 Targeted communities have increased access to assets in fragile, transition situations	<ul> <li>Community asset score increased in at least 80% of targeted communities</li> </ul>	Funding requirements are met			
<b>Output 3.1</b> Livelihood assets developed, built or restored by targeted communities and individuals	<ul> <li>12 schools built, repaired or restored</li> <li>12 health clinics built, repaired or restored</li> <li>500 women received food for training</li> </ul>	Security situation allows WFP and cooperating partners to implement project activities. Operational space improved and maintained throughout the country			
<b>Output 3.2</b> Increased participation of and enhanced commitment to women	<ul> <li>Women hold 50% of membership and leadership positions in FFW committees</li> </ul>	Local security situation favourable for women's participation in community activities			



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Results chain*	Performance indicators	Risks, assumptions	Resources required
COUNTRY PROGRAMME COMPONENT 2: SCHOOL	MEALS PROGRAMME	1	Total resources for Activity 2 US\$15 375 530
Strategic Objective 4: Reduce chronic hunger and u	ndernutrition		
Outcome 4.1 Increased access to education in assisted schools	<ul> <li>Enrolment: average annual rate for girls increased by 5%</li> <li>Enrolment: average annual rate for boys increased by 5%</li> <li>At least 80% attendance rate among girls in supported schools – number of schooldays in which girls attend classes as % of total number of schooldays</li> <li>At least 80% attendance rate among boys in supported schools – number of schooldays</li> <li>At least 80% attendance rate among boys in supported schools – number of schooldays</li> <li>Gender ratio: equal ratio of girls to boys enrolled in WFP-assisted primary schools</li> </ul>	Security situation favourable for schools remaining open Overcrowding of classrooms, high teacher to student ratio Timely and accurate government reporting	
<b>Output 4.1</b> Sufficient quantity and quality of food items distributed to targeted girls and boys, under secure conditions	<ul> <li>&gt; 100% of girls attending schools receive midday meal</li> <li>&gt; 100% of boys attending schools receive midday meal</li> <li>&gt; 100% of girls in grades 2 to 5 receive takehome ration</li> <li>&gt; 100 % feeding days, as percentage of total schooldays</li> <li>&gt; 1 800 schools assisted</li> <li>&gt; Tonnage of food distributed, by type and as % of planned distribution</li> </ul>	Timely delivery of food to EDPs and FDPs Food management committees fulfil cooking and transport responsibilities adequately	
<b>Output 4.2</b> Increased participation of and enhanced commitment to women	<ul> <li>Women hold 50% of membership and leadership positions in food management committees</li> </ul>	Local security situation favourable for women's participation in community activities	

\* Shaded areas show links between the WFP CP and the UNDAF

Results chain*	Performance indicators	Risks, assumptions	Resources required
COUNTRY PROGRAMME COMPONENT 3: MOTHER-	AND-CHILD HEALTH CARE PROGRAMME		Total resources for Activity 3: US\$8 206 746
Strategic Objective 4: Reduce chronic hunger and ur	ndernutrition		
Outcome 4.2 Improved nutrition status of targeted women, girls and boys	<ul> <li>Prevalence of iron-deficiency anaemia in pregnant and lactating women reduced by 25% in target area</li> <li>Prevalence of iron-deficiency anaemia in children reduced by 10% in target area</li> <li>Prevalence of underweight among targeted children under 3 (weight-for-age) reduced by 15%</li> <li>80% of pregnant and lactating women have knowledge of infant and young feeding practices: introduction of complementary foods</li> <li>Prevalence of stunting among targeted children under 3 (height-for-age) reduced by 2%</li> </ul>	Enhanced health clinic infrastructure Enhanced support to MCHC staff through continued partnership of NGO	
Output 4.2.1 Increased numbers of targeted women, girls and boys receiving health services	<ul> <li>95% of pregnant women visit health services and receive de-worming tablets, once during pregnancy after the first trimester</li> <li>90% of pregnant women receive at least 4 antenatal check-ups, and lactating women receive post-natal check-up</li> <li>95% of women receive 225 iron tablets</li> <li>95% of children under 3 receive growth monitoring</li> <li>100% of pregnant and lactating women receive health counselling and health education</li> </ul>	Enhanced health clinic infrastructures Enhanced support to MCHC staff through continued partnership of NGO Timely and accurate government reporting Ability to collect comprehensive health survey data	

ANNEX II: LOGICAL FRAMEWORK				
Results chain*	Performance indicators	Risks, assumptions	Resources required	
<b>Outcome 4.3</b> Sufficient quantity and quality of food distributed to targeted women, men, girls and boys, under secure conditions	<ul> <li>Quantities of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned distribution</li> </ul>	Security situation allows WFP and cooperating partners to implement project activities. Operational space improved and maintained throughout the country.		
<b>Output 4.3</b> Increased participation of and enhanced commitment to women	<ul> <li>Women hold 50% of membership and leadership positions in MCHC committees</li> </ul>	Local security situation favourable for women's participation in community activities		



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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.

**ANNEX III** 

#### **ACRONYMS USED IN THE DOCUMENT**

- CP country programme
- CPE country portfolio evaluation
- DSC direct support costs
- EDP extended delivery point
- FAO Food and Agriculture Organization of the United Nations
- FDP final distribution point
- FFT food for training
- FFW food for work
- FMC food management committee
- GIP Girls' Incentive Programme
- HGSF home-grown school feeding
- HHESS Himalayan Health and Environmental Services Solukhumbu
- ISC indirect support costs
- LTSH landside transport, storage and handling
- MCHC mother-and-child health care
- NGO non-governmental organization
- ODOC other direct operational costs
- SMP School Meals Programme
- UNDAF United Nations Development Assistance Framework
- UNDP United Nations Development Programme
- UNFPA United Nations Population Fund
- UNICEF United Nations Children's Fund
- UNIFEM United Nations Development Fund for Women
- VDC village development committee
- WSB wheat-soya blend

