

Executive Board Annual Session

Rome, 9–12 June 2008

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 9

For approval



Distribution: GENERAL WFP/EB.A/2008/9-A 6 May 2008 ORIGINAL: ENGLISH

DEVELOPMENT PROJECT LIBERIA 10733.0

Support for Education

Number of beneficiaries	62,000	
Duration of project	3 years (1 September 2008–31 August 2011)	
WFP food tonnage	10,897 mt	
Cost (United States dollars)		
WFP food cost	6,582,683	
Total cost to WFP	15,046,433	

This document is printed in a limited number of copies. Executive Board documents are available on WFP's website (http://www.wfp.org/eb).

NOTE TO THE EXECUTIVE BOARD



Executive Board, please contact Ms C. Panlilio, Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).

* Regional Bureau Dakar (West Africa)



EXECUTIVE SUMMARY



Liberia is one of the poorest countries in the world with a per capita gross domestic product of US\$135. Food insecurity is widespread, 64 percent of the population are poor, the child mortality rate is among the five highest in the world and the 39 percent prevalence of chronic malnutrition in children under 5 is reaching critical levels. These factors exacerbate the low school enrolment, high drop-out rates, especially among girls, and high rates of illiteracy.

The southeastern counties are the most affected: there are high levels of chronic food insecurity and malnutrition, low school enrolment and a wide gender gap in the upper primary school grades. The Government's commitment to development of the southeast is evident in county-level development agendas that prioritize improved access to basic education and social services.

To support the Government, WFP proposes a development-oriented school feeding programme to (i) increase school enrolment and maintain attendance in the southeastern counties, (ii) reduce drop-out rates among girls and (iii) enhance government management capacity in and ownership of the programme. The southeastern region requires a long-term development approach, so it will be addressed separately from the emergency school feeding programme in the regions under the protracted relief and recovery operation, which focuses on reintegration of returning internally displaced people and refugees in counties characterized by transitory food insecurity and re-establishment of livelihoods.

Development project 10733.0 will provide nutritious meals for pre-school and primary schoolchildren and distribute take-home rations for girls in primary grades 4 to 6 as an incentive to keep them in school. It will also enhance the monitoring and management capacities of the Ministry of Education at all levels and increase coummunity participation. In collaboration with the Government and United Nations partners, various components of the essential learning package will be combined to help to improve the learning environment and the health and nutrition of the schoolchildren.

Liberia's 2008–2011 Poverty Reduction Strategy recognizes school feeding as essential for expanding access to education. Development project 10733.0 is in line with the 2008–2012 United Nations Development Assistance Framework, which will be realigned with the Poverty Reduction Strategy Paper cycle, and with WFP's Strategic Objectives 4 and 5 through its support for expanded access to primary education, reduced gender disparity in access to education and government capacity-building; it also supports Millennium Development Goals 2 and 3.

Although this is a new intervention, provision is made for eventual handover to the Government by building Ministry of Education capacity in project management, logistics and monitoring.





The Board approves the proposed development project Liberia 10733.0 "Support for Education" (WFP/EB.A/2008/9-A), subject to availability of resources.

 $^{^*}$ This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document (WFP/EB.A/2008/16) issued at the end of the session.

SITUATION ANALYSIS

- 1. Liberia has benefited from relative political stability since the Accra Comprehensive Peace Agreement in August 2003, which ended 14 years of civil conflict. The security situation is stable, but it is fragile and there are high rates of crime and youth unemployment; living costs and food prices are increasing in a country heavily dependent on food imports.
- 2. Despite substantial work on recovery, Liberia is one of the poorest countries in the world, a least-developed country and a low-income food-deficit country. Per capita gross domestic product was US\$135 in 2007.¹ According to the 2007 Core Welfare Indicator Questionnaire (CWIQ), 68 percent of the rural population and 55 percent of the urban population live on less than US\$1 per day; extreme poverty inability to meet the cost of food providing 2,400 kcal/person/day is 56 percent in the rural population and 29 percent in the urban population.
- 3. Child mortality is 235/1,000 live births,² one of the highest in the world. Food insecurity and malnutrition are widespread. The 2006 Comprehensive Food Security and Nutrition Survey (CFSNS) revealed that 50 percent of households in rural and semi-rural Liberia is food-insecure or highly vulnerable to food insecurity. Endemic chronic malnutrition affects 39 percent of children under 5, of whom 27 percent are underweight and 7 percent are acutely malnourished.
- 4. The adult literacy rate is 55 percent, 41 percent among women and 68 percent among men.³ Only 12 percent of women in rural and semi-urban areas complete elementary school.⁴ The net enrolment rate in primary school, officially 6–11 years, is 37 percent for boys and girls; the rate is 32 percent in rural areas compared with 48 percent in towns. On the other hand, gross enrolment rates are 88 percent for boys and 85 percent for girls, because many primary schoolchildren are over-age.³ The CFSNS revealed that girls start to drop out of school by the age of 13, resulting in a 24 percent gender gap in enrolment.
- 5. According to the 2006 CFSNS, the most common reason for non-enrolment or dropping out is poverty, reported by 57 percent of households. Limited access is the main reason for keeping children out of school.
- 6. The geographically isolated southeastern counties are the most deprived as a result of decades of neglect of infrastructure and development. They are characterized by chronic food insecurity resulting from low agricultural productivity and extremely limited access to markets⁵ compared with the transitorily food-insecure counties in the northwest and centre: 22 percent of households in the southeast have very poor food frequency and dietary diversity,⁶ compared with 14 percent at the national level. Chronic malnutrition

² UNICEF. 2007. The State of the World's Children, 2007. Available at www.unicef.org/sowc07/

⁶ The diet of these households is based on rice or cassava. Consumption of other protein sources, fruit and vegetables is very low.



¹ World Bank. 2007. African Development Indicators. Washington DC.

³ Liberia Institute of Statistics and Geo-Information Services/World Bank. 2007. CWIQ preliminary report. Washington, DC.

⁴ Government of Liberia/United Nations. 2006. Liberia Comprehensive Food Security and Nutrition Survey, 2006. Available at http://documents.wfp.org/stellent/groups/public/documents/ena/wfp150260.pdf

⁵ Ministry of Agriculture/FAO/WFP. 2007. Liberia Market Review.

rates are alarming; in the southeastern counties they exceed the critical threshold of 40 percent.⁴

- 7. Net enrolment rates disaggregated at the county level are not yet available, but the 2006 Ministry of Education census indicates a persistent gender gap in the southeastern counties. The Government's commitment to development of the southeast is evident in county development agendas that prioritize improved access to basic education and other social services.
- 8. In the 2006–2008 Interim Poverty Reduction Strategy and the 2008–2011 Poverty Reduction Strategy (PRS), the Government prioritizes (i) enhancing national security, (ii) revitalizing the economy, (iii) strengthening governance and the rule of law, and (iv) rehabilitating infrastructure and delivering basic services by increasing access to education and improving health and nutrition delivery systems. School feeding, using local food where possible, is considered crucial to enhancing school enrolment and attendance, particularly among girls.
- 9. The Government has introduced initiatives to expand access to education and reduce the gender differential and rural/urban gap: these include the 2003 Free And Compulsory Primary Education in Liberia (FACPEL) initiative, the Accelerated Learning Programme (ALP), and the 2006 Girls' Education Policy.

PAST COOPERATION AND LESSONS LEARNED

- 10. WFP's current operation in Liberia is protracted relief and recovery operation (PRRO) 10454.0 from July 2007 to June 2009, which targets 767,000 beneficiaries with 53,632 mt of food. The emergency school feeding programme accounts for 71 percent of PRRO resources; the remaining 29 percent is distributed among beneficiaries through nutrition interventions, food for work, food for training and general food distributions targeting a small caseload of Ivorian refugees in Liberia.
- 11. The emergency school feeding programme was launched in 2003, initially for 40,000 schoolchildren in one county, to support the resumption of primary education and rehabilitation of the education sector. By December 2006 it was reaching 590,000 schoolchildren with daily school meals and 21,000 girls with monthly take-home rations. PRRO 10454.0 targeted 450,000 schoolchildren in the first year, 2007–2008; in the second, the caseload will be reduced to 400,000, focusing on rural schools with large numbers of recently returned internally-displaced people and refugees who are transitorily food-insecure.
- 12. WFP's 2007 Liberia Standardized School Feeding Survey revealed a marked increase in absolute enrolment in WFP-assisted schools between 2005–2006 and 2006–2007: the average increase in enrolment was 69 percent in schools recently enlisted for school feeding and 50 percent in schools with existing school feeding programmes. These results confirm reports in the 2006 CFSNS indicating that enrolment rates were 25 percentage points higher for children from households benefiting from school feeding.
- 13. According to the 2007 survey, WFP school feeding supported the retention of girls in higher grades, a reduction in the gender ratio, especially in schools new to the programme, and positive changes in children's classroom behaviour and cognitive and learning abilities.



- 14. Effective implementation depends on adequate supply and maintenance of non-food items, adherence to school feeding procedures and regular monitoring. The Self Evaluation of the School Feeding Programme and Review of Performance of Cooperating Partners (2006) recognized the need for greater involvement of parent-teacher associations (PTAs) and revised roles for stakeholders to improve effectiveness.
- 15. A computerized food delivery planning tool, the "Route Optimization Model" designed by TNT⁷ Delivery Services, was rolled out by the country office to optimize the use of trucks and facilitate deliveries of food.
- 16. The Ministry of Education is accountable for food distributed through its schools. A barcode system has been introduced to ease verification of delivery and receipt at the 1,600 targeted schools.

PROJECT STRATEGY

- 17. The goal of development project (DEV) 10733.0 is to improve access to pre-school and primary education for boys and girls through school feeding in counties characterized by high chronic food insecurity and malnutrition. It will be complemented with activities such as school gardens, de-worming, improved water and sanitation, and nutrition education to enhance the learning environment and the health and nutrition of the schoolchildren. There will be a focus on national capacity-development to ensure the sustainability and ownership of the programme.
- 18. DEV 10733.0 responds to outcome 4.1 in the 2008–2012 United Nations Development Assistance Framework (UNDAF) and is a priority in the 2008–2011 PRS under the basic social service and infrastructure pillar. With the PRS, the Government is committed to achieving Millennium Development Goals 1 and 2. The school feeding programme is endorsed by the President of Liberia as a result of its positive impact on school enrolment and attendance.
- 19. DEV 10733.0 will have four outcomes, linked to WFP's Strategic Objectives 4 and 5:
 - i) increased enrolment of boys and girls in WFP-assisted schools;
 - ii) increased attendance of boys and girls in WFP-assisted schools;
 - iii) reduced drop-out rates of girls in WFP-assisted schools; and
 - iv) increased government capacity to manage and monitor the school feeding programme.
- 20. Other positive effects are:
 - reduced gender disparity in WFP-assisted schools;
 - increased community participation and ownership through increased PTA involvement in decision-making and resource management;
 - increased agricultural skills among students and communities through school gardens, in collaboration with the Food and Agriculture Organization of the United Nations (FAO); and

⁷ TNT was one of WFP's largest corporate partners.

- increased knowledge and changed behaviour through nutrition and hygiene education and improved water and sanitation facilities, in collaboration with the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO).
- 21. WFP will provide school meals for pupils at public and community pre-schools, primary schools and ALP in the five counties most affected by chronic food insecurity, malnutrition and gender disparities in the higher grades. A longer-term approach is required in these counties to accelerate development. Only public and community schools meeting the minimum standards required by the Ministry of Education, UNICEF and WFP in sanitation, water provision, cooking, storage, the PTA and the learning environment will be selected; pre-schools must be associated with a primary school to be targeted.
- 22. The five counties, identified in consultation with UNICEF and the Ministry of Education, are River Gee, Grand Kru, Grand Gedeh, Maryland and Sinoe. They will be separate from the counties under the PRRO emergency school feeding programme, which are characterized by transitory food insecurity related to large numbers of returnees.
- 23. DEV 10733.0 will feed on-site an average of 60,000 schoolchildren in the five counties for the 195-day school year with 195 g of food per child 150 g of cereals, 30 g of pulses, 10 g of oil and 5 g of salt, providing 714 kcal.
- 24. Monthly take-home rations of 25 kg of cereals and 1.8 kg of vegetable oil will be provided for an average of 4,200 girls in grades 4 to 6 with the objective of reducing the gender disparity and regularizing attendance in higher primary grades, when the girls' dropout rate is highest. Assessments show that take-home rations are a powerful incentive for keeping children in school: it is an income transfer and an important factor in household food needs, especially during the lean season.

TABLE 1. PRE-SCHOOL AND PRIMARY SCHOOL BENEFICIARIES,2008–2011: ON-SITE FEEDING			
School year	Boys	Girls	Total*
2008/2009	29 000	21 000	50 000
2009/2010	34 800	25 200	60 000
2010/2011	40 600	29 400	70 000
Annual average	34 800	25 200	60 000

* Includes girls benefiting from take-home rations.

Г



TABLE 2. PRIMARY SCHOOL BENEFICIARIES, 2008–2011: TAKE HOME RATIONS			
School year	Boys	Girls	Total
2008/2009	-	3 500	3 500
2009/2010	-	4 200	4 200
2010/2011	-	4 900	4 900
Annual average	-	4 200	4 200

- 25. Partnerships will be established with FAO, UNICEF and WHO to ensure a coherent approach. The following components of the essential learning package will be integrated into the school feeding programme to improve the learning environment and children's health and nutrition, in collaboration with the Ministry of Health and Social Welfare, UNICEF and WHO:
 - health and nutrition education and promotion of safe hygiene;
 - systematic de-worming;
 - provision of drinking water and sanitary facilities;
 - micronutrient supplementation; and
 - education in HIV/AIDS awareness and prevention.
- 26. School gardens will be started in at least 30 percent of schools in the targeted counties in collaboration with the Ministry of Education, the Ministry of Agriculture, FAO and cooperating partners. School gardens will provide additional ingredients for school meals and enhance agricultural skills. Schools will receive seeds and technical assistance from the partner organizations. Steps will be taken to start mainstreaming programme reporting into the Government's education management information system.
- 27. DEV 10733.0 will focus on transferring capacity to the Government to foster national ownership of the programme and eventual handover. WFP will support capacity-building in the Ministry of Education at the national and local levels with training in monitoring, logistics and project management.
- 28. Community participation is essential: WFP will continue to train PTAs to increase awareness, participation and ownership with regard to the school feeding programme, with emphasis on women's participation in decision-making, control of resources and management.

MANAGEMENT, MONITORING AND EVALUATION

29. DEV 10733.0 will be implemented in collaboration with the School Feeding Division of the Ministry of Education under the auspices of the Technical Committee on School Feeding (TCSF), which comprises the ministry, WFP and cooperating partners such as Catholic Relief Services (CRS) and the Norwegian Refugee Council (NRC). The Government will continue its support by exempting WFP food and non-food items from tax.



- 30. Cooperating partners at the county level will help the Ministry of Education to facilitate monitoring. To build capacity at all levels, training in commodity management, monitoring and reporting will be given. A staff member of the School Feeding Division of Ministry of Education will be seconded to WFP for twelve months.
- 31. DEV 10733.0 will be supported by the school feeding unit of the WFP country office, which has international United Nations Volunteers and three national programme staff; they will be supported by the vulnerability analysis and mapping (VAM) unit and the monitoring and evaluation (M&E) unit.
- 32. Complementary activities such as school gardens, nutrition interventions and de-worming will be coordinated under the United Nations Joint Programme for Food Security and Nutrition and the UNICEF/WFP Joint Action Plan on Nutrition, Education and HIV/AIDS.
- 33. DEV 10733.0 will be jointly monitored by WFP food aid monitors and Ministry of Education staff using the monitoring toolkit developed by WFP and the ministry. The data will be analysed monthly; reports will be sent to WFP and the ministry. Outcome and output indicators will be reported annually through the standard project report.
- 34. The country office established a programme internal audit unit in 2007 for independent monitoring, in addition to routine monitoring by WFP and counterpart staff: the unit will periodically monitor food deliveries, distribution and utilization at sub-offices and schools as a check.
- 35. A mid-term evaluation will be conducted in February 2010 to assess progress and identify needs for adjustment of the implementation strategy.
- 36. Food will enter the country by sea through Freeport Monrovia and will be transported to extended delivery points (EDPs) in Zwedru and Harper by commercial trucks or in ships operated by the United Nations Mission in Liberia (UNMIL) to ensure year-round access. WFP storage tents provide the required warehouse capacity at EDPs. In view of poor roads and insufficient commercial transport capacity in the southeast, WFP will maintain ten four-wheel-drive five-ton trucks to transport food from EDPs to final distribution points.
- 37. The barcode system introduced in 2007 will be scaled up in the project area to verify delivery and receipt of food at targeted schools. School principals will be trained in the use of the system; PTAs will be informed about the system to increase their involvement in resource management.
- 38. The country office is currently conducting a feasibility study to assess potential for local procurement to reduce project costs and stimulate agriculture in areas with potential for high production.



ANNEX I-A

BREAKDOWN OF PROJECT COSTS			
	Quantity (<i>mt</i>)	Average cost per mt <i>(US\$)</i>	Value (US\$)
WFP COSTS			
Direct operational costs			
Food ¹			
 Bulgur wheat 	9 012	563	5 078 030
– Pulses	1 081	582	629 553
 Vegetable oil 	624	1 375	858 000
– Salt	180	95	17 100
Total food 10 897		6 582 683	
External transport			1 753 077
Landside transport, storage and handling			278
Total landside transport, storage and handling			3 031 343
Other direct operational costs			535 092
A. Total direct operational costs			11 902 195
B. Direct support costs ² (see Annex I-B)			2 159 892
C. Indirect support costs (7.0 percent) ³			984 346
TOTAL WFP COSTS		15 046 433	



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

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

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

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS	S (US\$)
Staff	
International professional staff	504 900
National professional officers	96 000
National general service staff	499 500
Temporary assistance	20 000
Incentives	47 900
International consultants	15 000
United Nations volunteers	174 000
Staff duty travel	84 000
Staff training and development	17 000
Subtotal	1 458 300
Office expenses and other recurrent costs	
Rental of facility	47 000
Utilities (general)	128 000
Office supplies	20 500
Telecommunications and information technology services	36 000
Insurance	2 250
Equipment repair and maintenance	120 000
Vehicle maintenance and running costs	129 850
Other office expenses	46 800
United Nations organization services	14 000
Subtotal	544 400
Equipment and other fixed costs	
Vehicles	57 432
Telecommunications and information technology equipment	56 760
Furniture, tools and equipment	43 000
Subtotal	157 192
TOTAL DIRECT SUPPORT COSTS	2 159 892



Results chain	Performance indicators	Means of verification	Assumptions and r
ІМРАСТ			
Contribute to the process of acceleration of human and socio-economic development in southeastern Liberia. (UNDAF 2008–-2012 outcome 4.1: to enhance access to quality education for all)	 Human development index Gender development index Household food security levels Chronic malnutrition levels of children under 5 	 National Human Development Report (United Nations Development Programme [UNDP]) WFP VAM surveys and other food security studies Food security monitoring system Compliance with protection/Inter-Agency Steering Committee (IASC) obligations 	
OUTCOMES Strategic Objective 4: Support Access to F	Primary Education in Southeast Liberia and Reduction	n of Gender Disparity in School Enrolment	
 4.1 Improved enrolment rate of boys and girls in targeted primary schools 4.2 Improved attendance rate of boys and girls in targeted primary schools 4.3 Reduced drop-out rates of girls enrolled in targeted upper primary targeted schools 	 Absolute enrolment: number of boys and girls enrolled in targeted primary schools Attendance rate: percentage of boys and girls in targeted primary schools Drop-out rates: percentage of girls completing upper primary education in targeted primary schools 	 Reports on reference studies and/or thematic evaluations by WFP Baseline and follow-up surveys Monthly monitoring analysis reports prepared by WFP and its cooperating partners 	 Commitment to the and socio-econom development of the southeast Government and porganizations resp commitments and planned results in transparent and accountable manned

	ANNEX II: RESULTS AND RESOL		
Results chain	Performance indicators	Means of verification	Assumptions and risks
OUTPUTS			
Strategic Objective 4: Support access to p	primary education in southeastern Liberia and reducti	on in gender disparity in school enrolme	nt
 4.1.1 Timely provision of food in sufficient quantity for targeted children and adolescent girls 4.3.1 Timely provision of dry ration for girls in upper primary 	 Actual beneficiaries receiving WFP food assistance through each activity as a percentage of planned beneficiaries, by project category, age group, sex (target: 100%) Actual tonnage of food distributed through each activity as a percentage of planned distributions, by project category and food type (target: 100%) Number of girls receiving girls take-home ration in upper primary classes 	 Monthly school monitoring reports prepared by staff of WFP and cooperating partners Monthly WFP food distribution reports 	 Regular maintenance of roads linking Monrovia with the southeast Government or other agencies provide qualified teachers, school materials and, facilities for, etc to targeted schools Other agencies agree to implement joint programmes and target the same schools Parents are interested to participate in PTAs
OUTCOMES			
Strategic Objective 5: Strengthen the capa	acities of the Government and communities of Liberia	to manage food-assistance and hunger-	reduction programmes
5.1 Increased national capacity to monitor and manage the school feeding programme in the southeast	 Number of monitoring reports submitted by government staff Number of PTAs actively participating in the management of school feeding activities (target: 75%) 	Monthly monitoring analysis reports prepared by WFP and cooperating partners	National and local government partner organizations respect their commitments and achieve planned results in a transparent and accountable manner



14

ANNEX II: RESULTS AND RESOURCES MATRIX			
Results chain	Performance indicators	Means of verification	Assumptions and risks
OUTPUTS			
Strategic Objective 5: Strengthen the cap	pacities of the Government and communities of Liberia	to manage food-assistance and hunger-r	eduction programmes
5.1.1 Provision of capacity-building activities for government of community- based organizations involved in the school feeding. programme	 Number of government staff trained, as a percentage of the planned number (target: 100%) Number of PTAs benefiting from sensitization and management training, as a percentage of the planned number (target: 100%) 	 Annual country office training reports Monthly School Monitoring reports prepared by staff of WFP and implementing partners 	 Government committed to increase capacity of school feeding unit and local staff at the county and district levels Government or other agencies provide qualified teachers, school materials and, facilities for, etc to targeted schools Other agencies agree to implement joint programmes and target the same schools Parents are interested to participate in PTAs
	ff, implementing partner staff members of WFP and impler	nenting partners and beneficiaries to have a	ccess and work freely in the
targeted areas.Other required non-food resources	s are available to assisted partners and schools.		
Timely contribution of funds and for	ood supplies are secured.		



Liberia Development Project 10733.0: Intervention Areas

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

AIDS	acquired immune deficiency syndrome
ALP	Accelerated Learning Programme
CFSNS	Comprehensive Food Security and Nutrition Survey
CRS	Catholic Relief Services
CWIQ	Core Welfare Indicator Questionnaire
DEV	development project
EDP	extended delivery point
FACPEL	Free and Compulsory Primary Education Initiative in Liberia
FAO	Food and Agriculture Organization of the United Nations
HIV	human immuno-deficiency virus
IASC	Inter-Agency Steering Committee
M&E	monitoring and evaluation
NRC	Norwegian Refugee Council
PRRO	protracted relief and recovery operation
PRS	Poverty Reduction Strategy
РТА	parent- teacher association
TCSF	Technical Committee on School Feeding
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNMIL	United Nations Mission in Liberia
VAM	vulnerability analysis and mapping
WHO	World Health Organization

