



World Food Programme

A Report from the Office of Evaluation

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*Full Report of the Mid-Term Evaluation of the
YEMEN Country Programme (1998 - 2001)*

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The evaluation team visited Yemen from 12 April to 03 May 2000. This document was prepared by the mission team leader on the basis of the mission's work in the field.

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Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

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Acronyms

CMC	Community Management Committee
CO	Country Office of WFP
CSO	Country Strategy Outline (in WFP context)
CSO	Central Statistics Office (in Yemen context)
EB	Executive Board
EC	European Commission
EDP	Extended Delivery Point (warehouses for secondary food transport)
EFARP	Economic, Financial and Administrative Reform Program
EU	European Union
FAAD	Food Aid and Development
FAO	Food and Agriculture Organization
FFYP	First Five-Year Plan (1996-2000)
GASI	General Authority for Scientific Education
GRY	Government of the Republic of Yemen
HDI	Human Development Indicators
MAI	Ministry of Agriculture and Irrigation
MCH	Mother and child health
MOE	Ministry of Education
MOPD	Ministry of Planning and Development
MOPH	Ministry of Public Health
NAPPE	National Action Plan for Poverty Eradication
NGO	Non-governmental Organization
OEDE	Office of the Executive Director, Evaluation
PIMS	Poverty Information and Monitoring System
PRA	Participatory Rural Appraisal
SFYP	Second Five-Year Plan (2001-2005), in preparation
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
WFP	World Food Programme
YR	Yemeni Rial (Exchange rate per May 2000: ca. YR 160 / US\$ 1)

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Executive Summary

The Yemen Country Programme (CP) with its strategic focus on poverty and food insecurity, its concentration on social sector activities in education and health, and its strong emphasis on gender equality supports explicit Government development policies and priorities.

The introduction of country programming in Yemen has not (yet) brought about any substantive changes. The existing CP document does not incorporate essential features of a comprehensive country programme approach; and the design and implementation of WFP's assistance has largely continued to follow the lines of individual project approaches as practised before.

In essence, the actual "CP" largely consists of two major programme components (education and health). Both pursue the broad objectives of WFP core policies and strategies, namely *to improve the nutritional status of the most vulnerable people at critical times of their lives, to help build assets and to promote self-reliance of poor people and communities*. Food aid, by acting as an incentive for girls and women to make use of education and health services, helps to alleviate existing key constraints to human development and to build up human capacities. Moreover, as an in-kind income transfer to poor rural households, it directly contributes to poverty alleviation and improved access to food.

Prerequisites for achieving the programme objectives are that the food aid reaches the poorest areas of the country where the majority of the poorest population lives, that there are no leakages in food distribution, and that the programme is implemented efficiently. It has been found that the system of area targeting needs to be refined, food aid management needs to be improved, and overall implementation strengthened. Furthermore, decisive steps ought to be taken to eliminate existing serious shortcomings in reporting and monitoring.

With respect to the new forthcoming CP, the major thrust on social sector activities should be maintained but arrangement should be made to make more comprehensive and better use of the potential benefits of a substantive country programme approach. This will particularly require closer coordination and cooperation with government, other UN- and donor agencies in programming, in programme and activity planning, implementation, monitoring and evaluation.

1. PURPOSE OF THE EVALUATION AND METHODOLOGY USED

Since the Yemen Country Programme (CP) terminates in 2001, a mid-term evaluation was undertaken to assess the CP as to the coherence, focus, integration and flexibility of the programme approach applied; the significance and validity of programme objectives and achievements; critical factors that have positively or negatively affected programme implementation; and key issues of WFP assistance, such as targeting, food security, gender, creation of sustainable assets, coordination with government, and cooperation and joint programming with other UN and development agencies in the country. Furthermore, recommendations for the formulation of the second generation Country Strategy Outline (CSO) and CP are to be made, and lessons to be drawn for the future application of the CP approach by WFP.

After initial briefings and document review at WFP headquarters, the mission was fielded in Yemen from April 12 to May 3, 2000. During the field study, relevant documents were reviewed and meetings held with the Director and staff of the WFP Country Office, representatives of relevant government ministries and organizations (MOPD, MOE, MOPH, MAI, Central Statistical Organization), UN-Organizations (UNDP, UNICEF, UNFPA, FAO), World Bank, EC, donors and NGOs. The mission made field trips to Hadramout and Mahweet governorates, to visit a number of assisted as well as non-assisted schools and health centres, as well as the site of the agricultural pilot scheme in Mahweet. Interviews were held with representatives of government departments at governorate and district levels, school headmasters, health centre staff and beneficiaries, as well as with families of beneficiaries, particularly mothers of female students. During the last week, the OEDE Evaluation Officer in charge of managing the evaluation joined the mission. On April 30, the preliminary findings, conclusions and recommendations of the evaluation were presented and discussed in a one-day workshop in Sana'a. About 40 participants, representing various government departments, UN- and other organizations attended the workshop. The feed-back from the workshop has been incorporated into the Aide Memoire prepared for the debriefing of the WFP CO, the Regional Manager, Mr. Khaled Adly on the occasion of his visit to Sana'a, and of Government representatives.

Prior to the CP evaluation, mid-term management reviews of the two projects currently under implementation (education and health); their results have been duly considered for the purpose of this evaluation.

The evaluation team appreciates the open-minded discussions and the good sense of cooperation it experienced with all parties and persons met during the mission, and is particularly grateful to the Director and staff of the Country Office for their ready and substantial support.

2. COUNTRY SITUATION ANALYSIS

2.1 Poverty and Food insecurity at the national level¹

Poverty and food insecurity have been identified as major constraints to human and overall development in Yemen. Yemen is a LDC and food-deficit country ranking 148 out of 174 in 1999's Human Development Index (HDI) of UNDP. Per capita GNP has dramatically fallen from 686 dollars in 1990 to 270 dollars in 1997, mainly because of diminished remittances from abroad in connection with the Gulf War of 1990.

¹ See Tables A-1,2,3 in Annex 4 for development indicators. The data from different sources partly refer to different periods and are not always fully compatible.

An estimated 21% of the population lives in poverty. Poverty is particularly concentrated in rural areas. Preliminary poverty estimates, based on the 1998 household budget survey, suggest that 13.1 % (9.5 % urban, 14.2 % rural) of the Yemeni households are not able to meet their minimum food requirements, while 26.9 % (21.5 % urban, 28.5 % rural) fall below the upper poverty line.²

Access to education is limited; adult illiteracy rate stands at 57.5% (36% men and 79% women; in rural areas, the corresponding figures are 35% respectively 85%). Only 16% of the population have access to health care services. Extremely high rates of malnutrition, low birth weight, and infant mortality indicate serious chronic food deficits among Yemen's population of about 18 million. It is estimated that some 1.7 million women and children are affected by malnutrition. In 1997, 45 % of children under-five were stunted, 16 % were wasted, and 19 % of the new-borns had a low birth weight. Infant mortality is estimated at 76 per 1000 live births, under five mortality rate is 100 per 1,000; maternal mortality rate is at 1,400 per 100,000 childbirths, a figure significantly above the average LDC rate of 1,100. Rapid population growth of 3.9 % with a fertility rate of 7.6 and low average income exacerbates food insecurity.

Not only is access to education and health limited, but it is inequitable between boys and girls, and between rural and urban areas. Enrolments are not only low but distinctly inequitable: the gross enrolment rate for basic education (i.e. children in the 6-15 year age group, a nine-year cycle) was 55% overall, but 75% for boys and 33% for girls. Similarly, at the governorate level, enrolment rates of boys vary between 23 and 92 per cent, but of girls between 11 and 81 per cent. By the age of 10, more than half of girls, and one-in-five boys, have never been to school. Thus Yemen ranks 117 out of 130 countries in UNDP's 1995 Gender-related Development Index (GDI), which concentrates on the same variables as the HDI but also focuses on inequality between women and men.

The major impediments to girls' education are the limited number of segregated schools, lack of female teachers, lack of segregated classrooms, lack of sanitation facilities, and long distances. Access to education is further limited by poverty. For the poorest families, the direct costs (the expense of school fees, books, transport, and uniforms), and the opportunity costs (children at school and not at work) of sending girls to school affect their decision significantly. Parents are faced with difficult choices on which children can be spared from household chores and allowed to go to school. The outcome generally does not favour girls.

Support is needed most urgently to facilitate access to primary education for girls in the poorest social groups, which are mainly in rural areas. Support is also needed to facilitate access to health services by malnourished pregnant and lactating mothers. Food aid targeted for girls in schools and mothers in health centres can considerably enhance the education and health status of the targeted group.

As to food supply, Yemen largely depends on food imports. Out of the total annual cereal supply of 3.2 Million tons (1998), 2.5 Million tons (i.e. 76%) are imported. In wheat, the main staple food grain, domestic production amounted, in 1998, to 164,000 tons while 2.2 Million tons were imported.³ There has been a continuous decline in cereal production over the last decades, while the production of cash crops, particularly qat, fruit and vegetables, has been steadily increasing.⁴ Average dietary energy supply stands at 2087 calories per person/day⁵, This figure also indicates that food needs, at national level, are not fully met by food supplies.

² Including expenditures for food, clothes, housing, health, education, transportation.

³ See Food Balance Sheet of 1998, Annex 4, Table A-4.

⁴ See Annex 4, Tables A-3.

⁵ Cf. Annex 4, Table A-4.

2.2 Government priority and policies addressing poverty and food insecurity

The Government of Yemen is committed to address the underlying causes of poverty and food insecurity, and to alleviate their effects, through its Five-Years Development Plans and several nation-wide programmes. The objective of the First Five-Year Plan (FFYP) for the years 1996 to 2000 was to generate and distribute economic and social development opportunities among governorates in order to reduce existing disparities. The FFYP was somehow overtaken by the Economic, Financial and Administrative Reform Programme (EFARP) which has been implemented with IMF, World Bank and other international donors' support since 1995. The EFARP exacerbated the constraints on social development and led to the emergence of poverty as a societal problem. Policies and measures adopted to counteract poverty are reflected by a combination of ongoing efforts to reduce poverty in the long-term, primarily by means of achieving economic growth, and measures intended to mitigate the short-term adverse impacts of the EFARP on the poor and vulnerable groups.⁶

The most prominent programmes of poverty alleviation implemented at national level are the "Social Fund for Development" (SFD) and the "Social Welfare Fund" (SWF). The SFD promotes community based development projects and infrastructure, the SWF provides transfer payments to poor and vulnerable people. Both programmes are sponsored by World Bank, UN organizations and other donors. With EC support, a national "Food Security Strategy" has been formulated which was officially endorsed by cabinet decree no. 197 in 1999. Efforts are underway to consolidate all anti poverty activities into a National Action Plan for Poverty Eradication (NAPPE) which should be most explicit in terms of objectives, policies, institutional and resource requirements, as well as implementation modalities.

In spite of such efforts, the contributions from different sources have, up to now, largely remained individual donor-specific approaches, and few practical steps have been made towards systematically combining efforts, capacities and complementary resources for more effectively achieving the common programme objectives.

2.3 Role of Food Aid

Until recently, a general wheat and wheatflour subsidy used to be a major element of the Government strategy to combat poverty and food insecurity. Due to the high budgetary costs involved, the drain on foreign exchange resources, market distorting effects and inefficiencies, as well as the limited efficacy in reaching the poor and vulnerable, general subsidies have been gradually phased out. As a result of the removal of subsidies for wheat / wheatflour, market prices increased, between January and October 1999, from YR 1000 to YR 1450 per 50kg bag of wheat, and from YR 1150 to YR 1850 per 50kg of wheatflour. Some of the negative effects of the reduced subsidies on the poor and vulnerable are being mitigated by the World Bank supported "Social Fund for Development" Project and other poverty alleviation programmes. With the elimination of the subsidies, food assistance has become an even more valuable resource for the beneficiaries.

WFP is the main source project and relief food aid. USA have become the main source of programme food aid deliveries since 1999.⁷ In 1999, total cereal food aid constituted about 6 per cent of all cereal imports and contributed 5 per cent of total cereal supplies. While programme food aid constitutes mainly balance of payment and budgetary support, WFP project food aid particularly aims at alleviating poverty and food insecurity.

⁶ Cf. Republic of Yemen, IPRSP, 2000.

⁷ For figures on food aid deliveries see Tables A-5.1, 5.2, and 5.3.

3. THE COUNTRY PROGRAMME AS PLANNED

The Yemen Country Programme (1998 – 2001) is based on the Country Strategy Outline (CSO) of 1996 and was approved by the Executive Board (EB) in 1997. The CP defines the strategy of WFP assistance for a four-year period, focusing on issues of food insecurity and the hungry poor. It provides for a core allocation of 74,316 tonnes of food aid, valued at 28.5 million US-Dollars, for Basic Programme Activities, as well as Supplementary Activities valued at 8.8 million US-Dollars. The CP identifies four core development activities (see below), and two supplementary activities (expansion of basic programme activities in the sectors of health and agriculture).

The major features of the four planned core activities of the CP are as follows:

- 1) *Support to Basic Education*: This activity primarily aims at improving school enrolment and attendance of girls in the poorest areas. WFP food is distributed as take-home rations to girls at day schools, acting as an incentive for parents to send their daughters to school and supplementing the household food basket (63,000 beneficiaries). A smaller element of the activity supports school feeding in boarding schools (12,000 beneficiaries) which offer the only form of secondary education in rural areas.
Duration: 3 years, through June 2001,
Total commitment: 33,151 tonnes.
Planned beneficiaries: 75,000 persons annually.
- 2) *Support through Health Centres*: The activity provides food aid in health centres to malnourished expectant and nursing mothers and children under five. The objectives are to improve the nutritional status of these groups and to provide education on nutrition and health through the clinics. A smaller element of the activity acts as an incentive for TB and leprosy outpatients to attend health clinics.
Duration: 2 years, through January 2001,
Total commitment: 13,314 tonnes,
Planned beneficiaries: 57,620 persons
- 3) *Local Initiatives in Support of Household Food Security*: Provision of food assistance to 4,000 families – poor farmers on marginal land, landless farmers, casual labourers and households headed by women – in four of the poorest governorates. WFP assistance aims at supporting water harvesting techniques and soil protection practices, based on community action programmes.
Planned duration: 18 months, from November 1999 to April June 2001,
Total commitment: 3,984 tonnes,
Planned beneficiaries: 30,240 persons.
- 4) *Women's health and micronutrient facility*: The objective of this activity is to improve health and nutrition through the fortification of food, notably wheatflour, with micronutrients.
- 5) *Protracted Relief Operation for Somali refugees*. This relief activity was originally planned under the CP, however it is funded and implemented as separate project outside the CP.

Up to now, only the first two activities (education and health) have become operational. The activity under 4) has not been implemented, mainly due to unresolved legal and technical procedures, but wheatflour and oil provided as food aid are generally fortified with vitamin A. About 2/3 of the planned WFP resources under the CP were allocated for the education component.

4. ASSESSMENT

4.1 Concept & Design

Objectives of the CP:

The strategic focus⁸, the overall goal,⁹ and the objectives¹⁰ of the CP are based on a problem analysis of the country, on past experience with WFP food aid interventions, and on government development policies and priorities.

Government policies - as laid down in the First Five-Years Development Plan (1996-2000), in poverty eradication and sector reform programmes, as well as in the recently adopted "Food Security Strategy" - particularly aim at alleviating fundamental causes of poverty and food insecurity and give high priority to basic education, primary health care and agricultural development. These areas are specifically addressed by the CP.

Country Programme Approach:

The first generation CP in Yemen constitutes rather a change in label than in substance. Design and implementation of the existing "Country Programme" has continued to follow largely the concept of individual project approaches as practised before. In the existing CP document, the programme approach and its specific features are only partly reflected. The stated objectives of the CP are merely a listing of the objectives of the individual programme activities, a country programme agreement between the Government and WFP does not exist, provision for the establishment of a Country Food Aid Advisory Committee (CFAC) has not been made, and the postulated flexibility in resource management has not been provided for. Symptomatically, both Plans of Operations for the health and education activities which constitute the formal basis of WFP's operations under the current CP, only make *one* reference to the CP document in the preamble, which reads "*WFP has agreed to provide such assistance as part of the Country Programme*".

The fact that the CP approach in Yemen has, so far, only been rudimentarily applied may be attributable to the lack of clear guidelines on making the CP approach operational. Nevertheless, certain elements of a country programming approach can be found, such as:

- The activities follow the same *broad objectives* of WFP's core policies and strategies.
- The activities concentrate on social sector development.
- The activities concentrate on the same 10 governorates as geographical areas of intervention.
- The implementation periods of the activities are harmonised, allowing coordination in needs assessment, appraisals, operation, monitoring and evaluation.
- The programming cycles of UNDP, WFP and UNFPA have been harmonised, with UNICEF to join in 2001.

⁸ Food insecurity and the hungry poor

⁹ To improve the nutritional status of the most vulnerable people at critical times of their lives, to help to build assets and to promote self-reliance of poor people and communities.

¹⁰ The objectives of the CP are identical with the objectives of the individual planned activities and defined as:

- Reduce the gender gap in education by providing incentives for girls to attend school, concurrently targeting food to the poorest groups through selection of schools;
- Encourage women, children and those with contagious diseases to use adequately equipped primary health care services (targeting the poorest areas, through the selection of Governorates and health centres, where relevant government and other external assistance improves health delivery);
- Help improve the immediate food security of the poorest groups and, with their participation, invest in activities for sustainable food security;
- Ensure the food security of refugees living in camps; and
- Reduce the incidence of micronutrient deficiencies by providing fortified basic food commodities.

UN Common Country Assessment (CCA) and Development Assistance Framework (UNDAF):

Key element of the UN reform, as mandated by the Secretary General, is the United Nations Development Assistance Framework (UNDAF). UNDAF is designed to be a common programme and resources framework for all members of the UN Development Group and shall provide the basis for the preparation of individual country programmes. In Yemen, the UNDAF process has been initiated. So far, a Common Country Assessment (CCA) and other studies have been prepared in which the activities under the current WFP CP are referred to. Actual and potential areas of coordination and cooperation between UN agencies have been identified. WFP has to ensure that next CP will be substantially integrated into UNDAF.

Role of WFP food aid in combating poverty and food insecurity:

WFP food aid provided under the current CP¹¹ serves multiple purposes, which directly and indirectly address the problems and causes of poverty and food insecurity:

- By focusing on the rural poor, and particularly the female population, it addresses critical needs of vulnerable population groups in critical times of their lives.
- By acting as an incentive for girls and women to attend education and health services, it helps to alleviate existing key constraints to human development and to build up human capacities on a sustainable basis.
- As an income transfer in kind to poor rural households, it directly contributes to poverty alleviation and improved access to food.

In summary, food assistance plays a significant and effective role as an incentive to attain the desired results as well as a supplement to poor households' food basket.

Although the composition and quantity of the food rations¹² can be considered as generally adequate, an increase of the food ration to undernourished mothers, as recommended by the mid-term management review mission of the health project, can well be justified because the rations are usually shared with other family members.

Food aid, being provided by WFP, can never stand alone but requires, in order to be effective, complementary inputs to be provided from other partners. Although the major part of complementary inputs in both programme components are provided by the Government, experience in the Dutch supported health centres in Hodeida governorate has shown that food aid is particularly effective if complemented by additional inputs from third parties.

Targeting:

Both the education and health activities are concentrated in ten governorates¹³. Although the governorates are said to be selected on the basis of poverty prevalence (geographic targeting), the selection criteria actually applied are unknown or have remained intransparent. While the CSO had identified six governorates for WFP interventions, the CP document lists nine, partly different, governorates. According to recent poverty data (which were not yet available at the time when the CSO and the CP documents had been prepared), some of the governorates covered under the current CP would not qualify whereas others qualifying according to poverty prevalence have not been included.¹⁴

Geographic targeting should be used to concentrate resources on food-insecure or poor areas within the country, in line with the 'enabling development' strategy of WFP. Since one of the coping strategies of the poor is to reduce expenditures on health and education, particularly for girls, targeting girls in poor areas would ensure that the intervention would lead to an increase in female enrolment. This would be in line both with WFP commitments to women, its poverty focus, and FAAD objectives. Although there is some contradiction between different poverty surveys, the use of more than one poverty indicator

¹¹ See Table A-7 in Annex 4.

¹² Ibid.

¹³ Dhamar, Mahweet, Hajja, Hodeidah, Taiz, Abyan, Lahej, Shebwa, Hadramout, and Sana'a

¹⁴ See also Annex 5: Poverty in Yemen by Governorate (based on 1992 Household Budget Survey).

resolves that problem to some extent. Both poverty indicators and enrolment/ health indicators should be used for better targeting. The selection process should be to choose governorates first, and then districts (or directly districts, depending on time of data availability) for both the education and the health interventions. Information from the 1999 Poverty Survey from CSO and UNDP-PIMS (for 226 districts) and the WFP-VAM exercise would be useful in this connection.

The common measurements of the incidence of poverty include the poverty concentration index, the 'headcount index', the 'poverty gap' index and the 'severity index of poverty'.¹⁵ The poverty concentration index shows the distribution of poverty across governorates (out of all poor, the percentage living in particular governorates) which is a measure of the absolute level of poverty. The other three provide information on the concentration of poverty within governorates. The 'headcount index' measures how many persons in the governorate fall below the poverty line, and the 'poverty gap' index and the 'severity index of poverty' measure the depth of poverty. For geographic targeting and for ranking areas for the present purpose, the 'poverty gap' index and the 'severity index of poverty' can be ignored since they are correlated with the 'headcount index'.

Table A-12 in Annex 4 shows¹⁶ the ranking of all the governorates by the poverty and the education criteria, as well as the composite rank (average of the poverty rank and the education rank based on a total of 4 indicators). This composite rank (hereafter referred as the "composite criteria") ranges from 1 for the least poor/highest enrolment governorate (Aden) to 17 for the poorest/lowest enrolment governorate (Sana'a). The poverty and education ranks are determined by the poverty and education scores respectively. Each of these scores are the average of ranks on two indicators: the poverty concentration index and the headcount index for the poverty criteria and the female gross enrolment rate and gender gap in GER for the education criteria. The following 7 governorates out of the 10 chosen by WFP are ranked among the ten lowest-ranking by the composite criteria: Dhamar, Mahweet, Hodeidah, Taiz, Lahej, Hajja, and Sana'a. The CP-selected governorates do not include Ibb, Sa'adah, and Al-Bayda which are ranked among the 10 lowest by the composite criteria. On the other hand, the CP has included Abyan, Hadramaut, and Shebwa, which are not included among the 10 lowest-ranking by the composite criterion.

Table A-10 in Annex 4 shows the ranking of all the governorates by the two poverty criteria separately: the poverty concentration index and the headcount index. The following 6 governorates out of the 10 chosen by WFP are ranked among the ten poorest by both the poverty criteria: Dhamar, Mahweet, Hodeidah, Taiz, Hadramout, and Sana'a. The CP-selected governorates do not include Ibb and Al-Bayda which are ranked among the 10 poorest by both the poverty criteria. On the other hand, the CP has included Abyan and Shebwa, which should not be included on the basis of the poverty criteria. Hajja and Lahej are included in CP, but they qualify on the basis of only one of the poverty criteria. Table A-9 in Annex 4 shows the ranking of all the governorates by the two education criteria: the enrolment rates for girls and the gender gap in enrolments. It is important to include the former because a low gender gap may be due not only to better rates for girls, but also poor rates for boys. This ranking also differs from the one currently in use for the CP.

Thus the geographic targeting of governorates under the CP is not fully consistent with either the poverty indicators or the education indicators. The ranking exercise presented in Table A-12 (and Tables A-9 and A-10) in Annex 4 is only indicative and its purpose is to highlight the importance of a rigorous selection process for geographic targeting, which is necessary for better implementation and monitoring of the programme. A non-rigorous targeting mechanism would weaken the poverty focus of WFP assistance.

¹⁵ Ibid.

¹⁶ Based on the World Bank study of 1996, itself based on 1992 Household Budget Survey. The CSO's 1998 Household Budget Surveys are not of much use for this exercise because it is published at a group of governorate level, combining governorates into 7 groups for urban and 5 for rural areas.

For the selection of schools and health centres *within* governorates, selection criteria have been defined; however, these criteria have hardly been applied. For example, poverty indicators have not been used, respectively could not be used due to lack of poverty data on district and sub-district level. The criteria for school selection, as stated in the Plan of Operations and Project Summary, included gender gap in enrolment rates at district level and preference to rural areas, as well as poverty indicators in case of inconclusive outcomes. However, the gender gap criterion has not been applied, thus compromising the targeting efficiency. As to the health component, the selection criteria included the condition that a health centre to be assisted must have a functioning MCH facility. This condition, and the fact that health centres with functioning MCH facility are usually located in district towns, limits the outreach to poor women living in remote rural areas.

In summary, the mission identified the following critical issues concerning targeting and selection:

- The selection of the governorates has not been on the basis of clear and transparent criteria;
- Poverty indicators have not been used for the selection;
- The selection criteria defined are not specific enough.

Gender Focus:

The gender focus is one of the main features of the CP. Both programme activities explicitly aim at women respectively girls as their main target groups: Females constitute 87% of the beneficiaries of the health activity and 84% of the education activity.¹⁷ Through the programme activities, women and girls contribute a substantial part to the household food needs, thus strengthening their position within their families. However, beyond women's role as beneficiaries, little progress has been made with respect to women's participation in *decision making* and *resource control* as postulated by WFP's Policy Commitments to Women.

4.2 Operations and Implementation

Education activity

WFP primary school assistance reaches 62,800 girls in 600 primary schools of the ten governorates.¹⁸ 443 schools with 53,390 beneficiaries are managed by the MOE, the remaining schools by the General Authority for Scientific Education (GASI).¹⁹ In addition, boarding schools with 12,000 students (only boys) are supported.

The education activity has yielded the following impacts:

- a) Increased enrolment of girls; assisted schools have recorded increases of 26 up to 100 percent, whereas non-assisted schools show a corresponding increase of 12 percent only.²⁰
- b) Reduced drop-out rates,
- c) Reduced absenteeism.
- d) A more positive general public attitude towards girls' education.

Increase in Enrolments: In terms of meeting the immediate objective of increasing enrolment rates for girls in basic education, the Education Project has performed well. Based on mission visits to several assisted schools in the Hadramaut and Mahweet governorates, it appears that total enrolments in grades 1-9 increased by an average of 26 percent over one year, i.e., between 1998-99 and 1999-2000. As a contrast, enrolments in non-assisted schools also increased by 12 percent.²¹ Similarly, based on a sample of 14 schools in the Taiz, Hodeidah, and Sana'a governorates, the Education midterm review showed that enrolments increased by 60 percent in small schools (less than 200 students) and 99% in big schools (more than 200 students).

¹⁷ The remaining beneficiaries are male TB and leprosy patients respectively boys in boarding schools.

¹⁸ The records are based on planning figures and not actual figures, see paragraph below on monitoring.

¹⁹ NGO related to an Islamic party running public schools under the supervision of MOE.

²⁰ Based on data obtained at schools visited during field missions, data are not representative.

²¹ See Table A-11, Annex 4.

Reduction in Drop-Out Rates: In addition to increased enrolments, the impact of the program has been to reduce drop-out rates, or, alternatively to increase progression rates. In the absence of reliable drop-out data, the relative size of successive grades (a rough approximation of cohort analysis) indicates the student loss from (or addition to) the system. The progression rate shows the proportion of students in the 1998-99 cohort who progress to the next grade in 1999-2000. For example, a value of 1 indicates that the number of students in grade 5 this year is the same as the number of students in grade 4 last year, meaning that all students in grade 4 last year progressed to the next grade.²² Table A-11, Annex 4, shows that although there were drop-outs in classes 1, 5, 7, and 8, there was no net drop-out for all classes taken together as the progression coefficient is 1.02. The progression rate in non-assisted schools is 0.94, which is not very different from assisted schools, though lower. The overall progression coefficient of 1.02 in our sample compares favourably to an estimate of 0.8 for grade 4 and 0.4 for grade 9 for all governorates (World Bank estimates, 1998).

Reduction in Absenteeism: Since food rations are subject to regular attendance, food aid has reduced absenteeism. It was reported in one case that every month, 6-7 girls used to drop out when food aid was not available. Since food aid enables girls to stay in school for more days in a year and for more years in their life, there is an increasing awareness, beginning with male teachers, that girls are at least as education-worthy as boys since their performance is better than that of boys.

The mission also found that there was not that much evidence of shifting of students from non-assisted to assisted schools as was indicated in the midterm evaluation. Table A-11 shows that for non-assisted schools, the percentage change in enrolments over last year has been positive in some grades and negative in others. The slightly higher decrease in enrolments in grade 1 is more a reflection of initial choice in selecting the first school rather than a shift from non-assisted schools to assisted schools.

It needs to be recognized that food is an incentive which enables the girls to cope with the difficult situation that some of them face in coming to school, such as the lack of latrine facilities, the absence of female teachers, long distances to walk, isolation (too few girls in a class, sometimes 1 or 2 or 3 in a class full of boys), and hardship (2 girls sharing one chair).

The mission found that most of the schools visited were in poor areas. In some areas, such as Mahweet, for example, one school was serving as many as seven villages. There are not many secondary schools in these areas so that these schools typically have high enrolments in grade 7. These schools in poor areas attract students from the target households - families of fishermen, agricultural workers, and farmers.

A common phenomenon at most schools was that several sisters attended school and accordingly qualified for food rations. On the basis of the sample of visited schools, it was found that about 50 % of the beneficiaries had sisters in the same school, sometimes more than 1. While this raises questions about inter-household equity, reducing the food rations for sisters may be a deterrent to sending the second or third daughter to school. This is so because the opportunity cost of sending daughters to school rises with each additional daughter going to school.

In terms of selection of beneficiaries, it was found by the mission that in some cases, very young girls were enrolled in class 1 in order to get food, while in others, girls older than 10 years were enrolled in grade 1 with the same purpose. In one school in Mahweet, for example, as many as 40% of students in class 1 were underage, as identified by an earlier mission. Such cases should be monitored at the school level, but clear instructions should be given by the feeding directors in this connection.

²² It may also mean that while some students dropped out, new students were admitted, so that the net change is zero.

Selection of Schools:

For school selection, the following indicators were set as criteria, as stated in PlanOps and Project Summary:

- Gender gap-preference to those schools in districts where the gender gap in enrolments was greatest;
- Rural areas-preference to rural areas because of lower female enrolments;
- Poverty indicators-where gender gap and rural areas do not allow a conclusive selection

The schools and MCH centres were chosen jointly by WFP and MOE. In practice, the gender gap criterion was not applied; neither were poverty indicators used in the selection process. This may be partly due to the fact that some of the selection criteria are not specific or focussed, and some cannot be applied because of non-availability of district level data. Nonetheless, a large targeting exercise took place in August and September 1998, where many schools were visited. Since choice was not narrowed down to particular areas based on transparent criteria, and since school-specific data was not evaluated for all the schools, visiting only a fraction of all the schools in the ten governorates did not provide a sound basis for inclusion or exclusion of particular schools in the programme. Because the geographic targeting and the selection criteria are not specific, the result has been that selection of schools within governorates is somewhat arbitrary. The field visits showed a lack of uniformity in the school selection process. The schools varied from the very small (with only 21 female students) in Mahweet, for example, to very large ones with more than 700 girl students in Hadramout. Some are in rural areas, but some are not. Some are old established schools, others have just started. Some are mixed and some are only for girls. Because the criteria are not specific and transparent, it is difficult to justify why a school has not been selected.

The mission found that increase in enrolments has typically been more than 10 percent, and even as high as 100 percent in some cases. However, the increase in food aid has been only to the tune of 10 percent on the basis of the expected increase in enrolments. Accordingly, in the second year of the programme, there were not enough rations to be given to all the students in the selected schools. The education authorities responded by making ad-hoc arrangements which were detrimental to programme objectives. The mission found two types of such arrangements: arbitrary distribution of rations, and de-selection of schools. Each is explained below.

Arbitrary Distribution of Rations:

Confronted with the problem of distributing limited amount of rations among a higher number of students, different schools have adopted different methods. In some cases, two girls have shared one bag, as in the GASI schools in Hadramaut. In other cases, none of the students in some grades are given any rations at all. Thus, in Sayoun, at a large MOE school (with 383 female students), rations were given only to girls in grades 3, 4, and 6 because the total number of girls in these 3 grades were equal to the number of rations that were available. Similarly, the decision at some GASI schools was to give rations only to girls in grades 1-5. In yet other cases, grade I students were excluded from receiving rations. In all these cases, food ceases to be an incentive in the way it was intended to be in the programme. It also becomes difficult to evaluate the impact of food aid and of the programme on increased enrolments, or on progression rates.

Practice of De-selection of Schools:

Partly because the selection criteria are not specific and transparent, and partly because allocated resources were less than increase in enrolments, there has been a process of selection and de-selection of schools on an arbitrary basis on the part of the governorates, more in Hadramaut (the Wadi) but also in Mahweet. For example, in Sayoun, 3 schools were initially selected in the first year, one of which was a large school. In the second year, when increase in enrolments outstripped the allocated rations, this large school as well as the other two were deselected. Instead, 21 new ones were selected for the second year, and were given food for the first trimester, but then deselected. Another 13 schools were selected for the second trimester. Now the district-level authorities have prepared a list of 35 schools to be considered in

the next round of food aid²³. Although the de-selection of large schools was as per advice of WFP, both small and large schools have been selected and de-selected arbitrarily²⁴.

This process of de-selection of schools is counter to the programme's objective of using food aid to increase female enrolments and reduce drop out rates for girls by providing an incentive for parents to send girls to school and by reducing the opportunity costs of sending girls to schools. This can only be ensured if girls enroll in grade 1 and continue in school, which means that the school, once selected, should remain on the list. If it is deselected, it means that the "incentive" function of food aid is compromised. These arrangements reflect that either WFP's objective is not fully appreciated by the government, or not shared by it. Moreover, as in the case of arbitrary distribution of rations, the practice of continuously de-selecting schools creates problems for impact evaluation. If schools receive food aid for only one year (first or second), there is no basis to compare, and an analysis of the before and after situation becomes impossible.

Gender has been integrated into the country programme and in the project design, as outlined earlier, but not in the 'decision-making' or 'control of resources' aspects of the programme. There is no female project coordinator at any level—central, governorate, or district for the education project. The food committees typically consist of the headmaster, one or more male teachers, in some cases the storekeeper, and one or two fathers. There is almost never any female member, not even in schools that have many female teachers, or in GASI schools where most of the teachers may be female. In these schools, female teachers were involved not in decision-making, but in clerical work such as preparing sheets. The yet untapped potential of female members needs to be explored, particularly in schools where there are female teachers. Several mothers expressed their willingness to be members of these committees if they were in a group with at least one other woman from the community.

Reporting and monitoring both by the MOE and WFP CO is weak, irregular and, altogether, severely deficient. There exist no monitoring plans.

Health activity

The criteria of MCH centre selection included poverty, availability of services, accessibility for the beneficiaries, and logistics feasibility. The MCH centres were chosen jointly by WFP and MOPH. Currently health activities are implemented in 37 health centres, 6 TB centres and 6 Leprosy centres in the ten Governorates.

During the initial implementation phase, the number of beneficiaries at the health centres remained significantly below planning figures (45,9 % of Plan of Operations figures respective 69.2 % of downward revised planning figures). However, recent data show an increase in the utilisation of the MCH services and WFP food assistance.

Several factors have contributed to the slow start of this programme component:

- Change of selection criteria from malnourished children under 5 to those under 3 only;
- Use of different growth monitoring charts in different health centres and the unavailability of such charts in other centres;
- Very low cut-off point for pregnant women to become eligible.
- Irregular flow of food commodities, disrupting regular monthly distribution to the beneficiaries.

The delays in arrivals and depletion of stocks have led to accelerated or retroactive distributions. This affected programme performance negatively in various respects: number of visits to health centres were

²³ It was pointed out to the mission that the food allocation in Sayoun was very limited in the sense that the *Wadi* sub-region (covering 14 districts) received only 13% of the total allocated to the governorate (400 bags), whereas the *Coastal* sub-region (covering 19 districts) received 87% (2600 bags).

²⁴ In the case of Mahweet, however, only large schools were de-selected and small ones added in their place, such that some surplus was left over to cover increases in enrolment in excess of 10 percent. It was found that all girls in the schools that were visited received the full ration.

reduced, mothers and their children did not receive their monthly rations, and new eligible beneficiaries could not be enrolled.

In the health project, one out of the ten project representatives at the governorate level is a woman; 4 out of 37 health centres are headed by women, and all MCH service at the 37 centres are headed by women. At the health centre level, the midwives are implementing the project and selecting beneficiaries.

Programme performance has been positively affected in those centres which had received additional support from other agencies. Such centres are better equipped, staffed and had a well organised system of work.

Monitoring of the health activity is considered satisfactory. This is partly due to the fact that only 50 centres with easy access in district towns need to be monitored (compared to 600 schools, partly at remote places). Secondly the implementing MOP takes active interest and part in monitoring.

Agricultural / Household food security activity

The activity was planned as a pilot scheme to be implemented in four poor governorates. Project start has been seriously delayed and project activities are ready to start in one governorate (Mahweet) only. Here, preparatory works such as community organisation, formation of Community Management Committees and identification of project proposals, using PRA techniques, have been completed.

Various factors have contributed to the delays and unsatisfactory performance of this activity:

- Very complex and ambitious project design²⁵;
- Deficiencies and inconsistencies in project planning concerning procedures, tasks and responsibilities;
- Over-ambitious and unrealistic time frame;
- FAO technical assistance did not come forward as promised and planned;
- Insufficient funds and technical manpower capacities for project implementation.

The community members who have seen, up to this date, many appraisal and study missions for project preparation but no tangible project activities, have expressed their disappointment and frustration over this state of affairs.

Food for Work Sub-Component

The FFW component in both projects has not been fully explored yet. There is willingness in poorer communities to do it, such as in Mahweet. Although some concern is expressed that FFW has limited potential in the context of Yemen, this was not found to be true in most areas, particularly the poorer ones. There have also been cases where the community contributed cash to go along with the food to build latrines in schools. This should be further explored.

Partnerships and Collaboration with other agencies

Effective implementation of the CP depends on the provision of complementary resources and capacities. The Government as WFP's major implementing partner generally cannot be expected to provide all the complementary resources and the capacities required for effective and efficient implementation. Although there are significant complementarities between WFP interventions and those of other agencies, these have not been fully explored yet or operationalized. Thus, UNICEF is sponsoring female teachers and is undertaking area-based development activities, which include support to education. These activities are located in four of the governorates of the WFP Country Programme: Abyan, Hajja, Hodeidah, and Lahej. The World Bank has a basic education project to build schools, recruit female

²⁵ Composed of the following steps and elements: Community organisation, training and formation of Community Management Committees; identification, planning and implementation of community based projects with community participation, mobilisation and organisation of technical assistance and supervision, closed - circuit food monetisation procedures; generation, administration and use of funds.

teachers, and improve the quality of education. WFP and GTZ plan to make complementary efforts in Abyan, where GTZ has community-based activities in support of community-based schools. The World Bank/UNICEF project is one where the three agencies together would make an impact greater than the separate impact of each. It would be very advantageous for all if selection of areas was the same, and done in consultation with each other. Activities in the health sector have also shown improved performance in health centres where WFP assistance was complemented by contributions from other parties. Still unexplored potential for fruitful partnership and collaboration exists in fields of programming, planning, budgeting, implementation, monitoring and evaluation, and such collaboration can either take the form of WFP attracting resources and capacities from third parties, or WFP contributing its food aid resources to projects and programmes of other agencies.

Reporting and Monitoring

The CP document does not identify any reporting requirement for the CP. Reporting at project level by implementing government authorities is generally late and incomplete; the reports, if provided at all, often repeat planning figures only, irrespective of actual achievements and real figures of food distribution to beneficiaries.

Field monitoring by WFP takes place on an ad hoc basis without a monitoring plan; is particularly weak in the education sector for various reasons, such as limited staff capacities, limited transport capacities, and the large number of dispersed schools to be covered. Perhaps only a third of all schools have been visited. Given a strength of 10 staff available for this, all the assisted schools could be visited and monitored at least once a year (2 visits per month, 5 schools per visit would imply 10 schools per person and 100 for the entire staff per month. If monitoring is done for only 6 months in a year, it would mean that all schools can be covered). It needs to be added that monitoring by the WFP CO is severely hampered by the delayed and incomplete reporting by implementation partners. Teachers and parents committees at the school level should be involved in the activity and oversee the food distribution.

Impact monitoring has not been made yet. Although impact indicators (e.g. enrolment rates of girls, health and nutrition status of mothers and children) are defined and respective data are usually recorded at the schools and health centres, these data are not systematically collected, compiled, processed and transmitted to the concerned ministries. Consequently, no impact assessment is possible.

Food aid management

Erratic deliveries lead to accelerated and delayed food distribution which significantly reduces the effectiveness of programme implementation (disincentive to regular attendance of schools and health centres, reduced nutritional impacts).

A number of deficiencies in food aid management, logistics and recording have been identified by the mid-term reviews of the projects which preceded the CP evaluation. Problems are recorded with contractors of secondary transport operations. For example, in some cases food is not delivered to the distribution sites, sometimes contractors ask recipients (schools) to pay for the transport costs, although the costs had been covered under WFP's ITSH contribution and paid to the ministries. WFP CO has never been invited to participate in the tender committees awarding the transportation contracts although this is stipulated in the Plans of Operations.

Such deficiencies have resulted in significant leakages and losses, and have affected the efficiency and effectiveness of WFP's operations in the country.

5. COMPLIANCE WITH WFP'S ENABLING DEVELOPMENT POLICY

The CP addresses several of the Food Aid And Development (FAAD) priorities of WFP's Enabling Development Policy directly, namely, "enabling young children and expectant and nursing mothers to meet their special nutritional needs" through the Health activity; and "enabling poor households to invest in human capital through education and training" through the Education activity. The Education activity also indirectly addresses the third objective of "making it possible for poor families to gain and preserve assets", since girls who do not drop out of school and continue with their education are more likely to participate in the labour force, engage in income-earning activities, and acquire more assets. In both activities, the role of food aid is to provide an incentive for participation.

The planned agricultural activity complies with two FAAD priority areas, "by aiming at enabling poor rural families to gain and preserve physical assets" and to improve their conditions towards more sustainable livelihoods.

Food assistance to boarding schools is, in essence, institutional and budgetary support which is not considered to be FAAD-compliant.

6. CONCLUSIONS AND RECOMMENDATIONS

On Country Programme Approach:

The introduction of the CP approach in Yemen has not (yet) brought about major changes in WFP's operations in Yemen. This can be attributed to various factors:

- The programme approach was only partially considered in programme design;
- The implications of the programme approach for operation were not fully understood, due to a lack of proper guidelines at the time the programme approach was introduced;
- There was no awareness for any need of change towards a programme approach because the main project activities were considered to operate smoothly and satisfactorily.
- The awareness on the functions and benefits of a country programme should be raised among all parties concerned (WFP CO staff, host government, other partners), and the principles of a country programme approach should systematically be applied in planning, implementation, monitoring and evaluation. To this end, the operational procedures and clear guidelines for the country programme approach need to be put into practice. The programme design manual should also include guidelines for those CPs which have evolved from individual projects. The respective training needs have to be taken into account.
- The scope that the CP approach offers should be further explored. This particularly refers to joint programming, M & E, to the flexibility in resource management, and to the establishment of Food Aid Advisory/Coordinating Committees at central, governorate and/or district levels. Such committees should involve all relevant stakeholders and deal with cross-cutting issues of food aid operations.
- In order to make more effective use of synergy effects of complementary resources and capacities provided by different donors, WFP should preferably seek to link its food aid assistance under the CP as a complementary input to assistance programmes of other UN agencies, donors and NGOs. The forthcoming UNDAF provides a suitable framework for such an approach.
- The logical framework planning method should be applied in country programming, so as to ensure programme consistency.

On targeting:

- In order to ensure that food aid reaches the poorest and most food insecure population groups, the system of area targeting needs to be refined, using disaggregated (district, sub-district) data on poverty prevalence, when such data become available through Central Statistical Organization (CSO) / UNDP-PIMS and VAM. The targeting criteria to select geographic areas and target groups ought to be precise, well understood by all parties involved, and strictly applied. With support of the regional WFP VAM officer, a VAM system should be established which allows targeting at district and sub-district levels as well as the identification of particular vulnerable groups. For the establishment of the VAM system, WFP should ensure close cooperation with other agencies concerned with poverty assessment such as World Bank, CSO/ UNDP-Poverty Information and Monitoring System (PIMS).

On Gender:

- Efforts should be made to increase women's participation in decision making processes concerning implementation of activities at central, governorate and district levels, e.g. by recruiting more women in professional and management positions.
- Women's participation in all project related committees should be ensured. The food committees at the school level should have female members if there are female teachers. Also, mothers of school girls, preferably in groups of two or more, should be represented in such committees. In health centres, health and/or food committees should always have female members.

On Community Participation:

- Although the nature of the present programme activities offers limited scope for community participation in planning and implementation, the existing possibilities should be fully explored. This refers, for example, to the envisaged food for work component in both activities, as well as to the involvement of community members in organising and monitoring food distribution. Given the evidence of active community interest in all programme activities, food for work for community-based improvements, particularly those benefiting women, should be explicitly promoted.

On Implementation of the Education Activity:

- In order to make the implementation of the education component more effective and efficient, a cluster approach is recommended. This will minimise a shift of students from non-assisted to assisted schools and facilitate food management and monitoring. The selection of schools for assistance should be carefully done, based on clear criteria, and - once selected - schools must remain in the programme for the duration of the project.
- Provisions should be made to adapt food aid deliveries to actual enrolments and to increased food requirements resulting from increased enrolment rates beyond the planned increases of 10 percent p.a. In principle, country programmes should make provisions for such adjustments and flexibility. However, under present conditions, without a valid CP agreement and without regulations concerning flexible resource use, such adjustments will require corresponding amendments of the Plan of Operations. In future, such flexibility should be built-in into the CP document and agreement. In order to permit adjustments of food deliveries to changing requirements, quick reporting of actual enrolment figures is an absolute precondition (see recommendation on reporting and monitoring below).
- Since food assistance to boarding schools is rather institutional feeding and budgetary support, which is not FAAD compliant, it is recommended to phase out such assistance in favour of increased support to basic education of girls.

On implementation of the Health Activity:

- WFP should further seek and intensify collaboration with other agencies in its health activities. WFP should consider the recommendations made by the mid-term review mission of the health component, such as expansion of enrolment criteria for malnourished children and pregnant mothers, establishment of women beneficiaries committees at health centres, health education, etc.

On Implementation of the Agricultural / Household Food Security Component:

- Taking into consideration the efforts and steps already made, activities should be implemented, without further delay, in Mahweet governorate, but confined to the implementation of feasible and simple community projects. The implementation should be closely monitored in order to draw lessons for any future interventions of this type. Before any further expansion into other areas is considered, the project concept needs to be reviewed in order to make it simple and feasible, e.g. close circuit monetisation to be replaced by community food-for-work arrangements, complementary funding sources to be mobilised (e.g. Social Development Fund, other donors, NGOs), technical assistance to be ensured, and community mobilisation and organization to be done action-oriented by implementing simple and minor schemes at community level.

On Partnership and Cooperation:

- New modalities of partnership, e.g. tripartite agreements, between WFP, UN and other organizations should be explored and tried. In order to increase the outreach, effectiveness and efficiency of food assistance programmes, efforts should be made to mobilise complementary non-food resources, e.g. through common programming and joint funding arrangements. Partnerships with NGOs and Community Based Organisations (CBOs) should be further explored, especially with regard to activities in fields of community mobilisation and organisation. This may become particularly relevant for activities in the field of agriculture and health. Any partnership arrangement should clearly specify the tasks and rights of each partner in memoranda of understanding or formal agreements.

On Reporting, Monitoring, and Evaluation

- Reporting should be introduced at Programme level. Major efforts have to be made to overcome the existing shortcomings in terms of timeliness, quality and content of reporting at project level. For example, reports on food distribution should be up to date and refer to actual performance figures. A regular and effective monitoring system should be established, and a system of impact monitoring should be introduced under the next CP. Respective training requirements are to be taken into account.

On Food Aid Management

- Efforts have to be made to match actual food delivery schedules to the country with the programme requirements, in order to avoid erratic, delayed and accelerated distributions.
- The participation of WFP CO in tender committees for awarding contracts for secondary transport should be strictly adhered to as stipulated by the Plan of Operations.
- In order to improve efficiency and effectiveness in food aid management it is strongly recommended to review the present logistical arrangements. The WFP CO should play a stronger role in food aid management. In this context, WFP CO may also consider to assume direct responsibilities for secondary transport as it is foreseen in the CP document. In any case, a rigorous monitoring system should be enforced without delay.

7. FUTURE SCOPE OF THE CP

It is recommended to continue to concentrate WFP assistance on the two social sectors of education and health, taking the appropriate steps to bring about the necessary improvements in targeting, food aid management, reporting and monitoring. Under the next CP, particular emphasis should be made to intensify coordination and cooperation arrangements with other UN organisations under the forthcoming UNDAF as well as with other donor agencies. Assistance to boarding schools should be excluded, unless for specific *female* teachers training institutes. Possible future activities in the field of agriculture / household food security should be restricted to approaches which fulfil the following criteria: feasibility (based on evaluation of pilot scheme experience), simple project design, women-centred, community food-for-work arrangements, ensured provision of technical assistance and complementary non-food inputs from other partners (UN-, donor agencies, NGOs). For the new CP, priority should be given to consolidate the ongoing activities in the fields of education and health, rather than to expand into other areas of assistance.

8. LESSONS LEARNED

A more comprehensive and systematic use of the CP approach can bring about improvements in the effectiveness and efficiency of WFP's assistance. Particularly relevant in this regard are close coordination and cooperation with government, other UN- and donor agencies in programming, planning, implementation, monitoring and evaluation; flexibility in resource management; and the combination of complementary capacities and inputs from different agencies.

The experience and the poor performance of the pilot scheme in agriculture / household food security leads to the conclusion that WFP should, in general, primarily seek for possibilities to integrate its food assistance as complementary input into assistance programmes of other agencies, rather than designing "own" projects for which various complementary inputs and capacities have to mobilised from other sources.

Annexes

ANNEX 1: TERMS OF REFERENCE

I. Background:

WFP is committed to implementing the programme approach, as mandated by the General Assembly in resolution 47/199. Accordingly, a general policy framework for introducing the Country Programme Approach was approved by the 38th session of the CFA (1994), in order to make WFP work in each country more integrated, coherent, focused, and flexible. The cornerstone of the WFP programme approach is its underlying strategy, which is set forth in a Country Strategy Outline (CSO). The Country Programme (CP) document is then prepared on the basis of the findings of the CSO, and consistent with the planning cycles of the Government and the United Nations system. A specific format for the CP approach was introduced at CFA 40 in 1995.

Within the directions provided by the CSO and a well-defined rationale for food aid, the CP should provide a countrywide strategic focus to WFP's programme of activities. The proposed functions of food aid should be based on a thorough analysis of national food security and the vulnerability of specific population groups.

The Yemen Country Programme (1998 - 2001) was approved by the EB in 1997, based on the Country Strategy Outline of 1996. The CP provides a strategy for WFP assistance for a four-year period and involves a core allocation of 28.5 million dollars for Basic programme activities as well as supplementary activities valued at 8.8 million dollars.

The Government policies attempt to address fundamental causes of the food deficit with priority given to basic education and health services as well as agriculture. The Yemen CP activities, therefore, focused on the social sector, through activities in education and health, giving particular attention to women, and children. The principal objectives of the CP are:

- a) Reduce the gender gap in education by providing incentives for girls to attend school, concurrently targeting food to the poorest groups through selection of schools;
- b) Encourage women, children and those with contagious diseases to use adequately equipped primary health care services (targeting the poorest areas, through the selection of Governorates and health centres, where relevant government and other external assistance improves health delivery);
- c) Help improve the immediate food security of the poorest groups and, with their participation invest in activities for sustainable food security;
- d) Ensure the food security of refugees living in camps; and
- e) Reduce the incidence of micronutrient deficiencies by providing fortified basic food commodities.

Accordingly, the CP was planned to include four core development activities (1: Support to Education; 2: Assistance to primary health centres, 3: local initiatives in support to household food security, and 4: women health and micronutrient facility). And two supplementary activities (expansions of basic programme activities for Health and Agriculture). Currently, only two core activities are operational (Health, and Education). The one relief activity (Protracted Relief Operation for Somali refugees), which was originally planned under the CP, is operational as separate project outside the CP.

As the CP will be terminated in 2001, The evaluation will closely assess the CP experience, make recommendations for the formulation of the second generation CSO and CP, and may draw lessons for the future application of the country programme approach of WFP.

II. Objectives of the Evaluation:

More specifically the objectives of the evaluation are:

- to evaluate the programme approach used in terms of **coherence, focus, integration, and flexibility**;
- to assess whether the Egypt CP stated/agreed objectives are realistic, relevant and may be reached given the type and status of CP activities (i.e progress towards achievement);
- to identify factors that have affected, positively and/or negatively the overall implementation of the Egypt CP;
- to review key issues for WFP assistance such as targeting, food consumption, sustainable asset creation, gender, and co-ordination with Government, collaboration and joint programming with other development agencies in the country, in particular regarding the insertion of the CP into the UNDAF and the resulting experience;
- to provide recommendations and lessons learned for future Country Strategy Outlines and Country Programmes; and providing accountability to the Executive Board.

III. Key issues:

The main key issues to be examined are²⁶:

1. CP Concept & Design Issues:

- To what extent the CP is integrated within the Government's priorities and activities, as well as those of the United Nations system and other donors;
- To what extent the CP is coherent i.e. the elements of the sub-programmes relate closely to each other to achieve a clear purpose;
- How flexible is the CP (have activities been adjusted within the programme period in line with changing circumstances?);
- What has been the role and the effectiveness of food aid as a development tool in Yemen? is food aid is justifiable and necessary for the achievement of the objectives of the CP activities?
- To what extent the CP and its activities have addressed food insecurity, poverty, and vulnerability issues;
- In what way do current activities reflect the FAAD? Are the strategies being used effective? What is the scope for introducing/realigning the current strategies in line with the FAAD (for all five areas)?
- How many inherited (ongoing before the CP) activities have been incorporated into the CP, and when will these be terminated?
- What is the comparative advantage of the CP approach over the individual project approach in addressing the problems of the hungry poor, compare theory (concept) Vs reality (implementation)? Was it effective/successful in Yemen;
- Is the CP and its activities focused on those geographical areas and households that represent WFP's target groups, and, where applicable, what has been the role of the VAM unit in HQ (i. e. effectiveness and usefulness)?
- To what extent are the goals, objectives, and the indicators of the CP and its activities appropriate, valid, and inter-linked?
- The extent to which the CP and its activities have addressed the gender issues (adherence to WFP's Commitment to Women)?

2. Co-ordination and Partnership Aspects:

- How is the level of co-ordination and harmonisation among various partners (Government, UN organisations, bilateral donors etc..) with regard to identification, planning, implementation, and monitoring of the CP? What kind of partnerships (NGOs, private sector, etc...) exists in the CP, and how effective are they?

²⁶ Additional key issues should consider the observations made by EB during the presentation and discussion of the original CP.

- How is the preparation of the CCA, and UNDAF progressing? What are the role of WFP, and the foreseen benefits in working within UNDAF.

3. Operations Issues:

- To what extent has delegation of authority at all level enhanced flexibility of response (HQ, regional office, CO)?
- Has the staffing and the staffing mix (available expertise) of the WFP CO impacted on the handling of the Country Programme Approach?, What is the role of the Regional office?
- What are the cost-effectiveness and the benefits of the CP approach with regard to resources, management, logistics, monitoring, etc.;
- What has been the experience regarding counterpart contribution i. e. commitments, and delivery made by the Government regarding financing and staffing?
- What has been the role of the Food Aid Advisory Committee (FAAC) and has this been an effective management, and co-ordination mechanism?

4. Implementation Issues:

- How effective the implementation process, timeliness of the activities, adequacy and utilization of inputs, and appropriateness of institutional arrangement?
- How adequate, and effective has been the application of participatory approaches and tools?
- To what extent the CP activities encouraged investment and created lasting assets for the benefit of the poor, food insecure household? How sustainable the assets created by these activities? And Who are the beneficiaries of it?
- How adequate, and effective the current M & E systems, for both the CP and the activities, applied by the CO? Is it being used to assess progress towards the realization of goals and objectives of the CP as a whole or only the activities;
- Are the indicators that were provided in the CP specific, relevant, and measurable? What has been the experience in collecting the data on these indicators?
- What are the problems/constraints that have affected the implementation of the programme approach as well as the activities?

5. Special Considerations:

- the effectiveness of food aid in promoting gender equality and the empowerment of women;
- Partnership and Realisation of Technical inputs in view of the implementation of basic programme activity three “ Local initiatives in support of household food security”;
- The Refugee PRRO programme (undertaken outside of CP framework), and its direct/indirect relation to the activities of the Country Programme.

III. Methodology:

The proposed method here is indicative and may be revised and/or refined by the Team Leader. The evaluation will be divided into three phases:

Phase I - Desk review (5 working days):

Will start two days prior to the in-country mission the team will review all relevant background documentation, including policy papers, projects summaries, evaluation reports, relevant studies, Country Strategy Outline, Country Programme, relevant international and national sectoral publications/reports. The team will continue for another three days in the country to review the complementary information, which will be provided by the Country Office, including progress and mid-term reports, as well as the information and the data presented in Annex I.

Phase II - The in-country evaluation (15 working days):

The Team will meet with all relevant stakeholders, including beneficiaries, local and national government, key implementation partners and other development agencies involved in the UNDAF

(UNDP, UNICEF, UNFPA) and with any of WFP's programmes (EU, UK, USAID). Team members may hold key informants/key stakeholder workshop, briefings, or consultation meetings as appropriate during the mission. The mission time may be divided to spend two third of the time in the Capital and one third in the field.

Phase III - Report writing (5 working days team members, 10 working days Team Leader):

The Team Leader is responsible for writing the Aide Memoire, evaluation summary, and full report with inputs from the team members. Team member technical reports may either be integrated into the report or presented as annexes.

ANNEX 2: MISSION ITINERARY AND INSTITUTIONS & PERSONS CONTACTED

10/11 April: Briefing Manfred Metz (MM), team leader, at WFP Hq. Rome,

Meetings with:

Ms. Maha Ahmed, OEDE

Mr. Wilkinson, Director OEDE

Mr. Torben Due, Chief, Programme Service (ODP)

Mr. John Mc Harris, VAM, Regional Office OMN

Mr. Paul Turnbull, Liaison Officer, OMN

Ms. Deborah Hines, Senior Policy Analyst, SP

12 April MM travels to Sana'a, Yemen

13 April Briefing at WFP, CO, Mr. Justin Bagrishya, Country Director

Ms. Lubna Alaman, Project Officer

Preparation Mission itinerary and contacts, document review

14 April Document review,

Team member Dr. Yasmeen Mohiuddin arrives in Sanaa

15 April Dr. Nizar Ghanem, local consultant, joins evaluation team

Briefing at WFP office and document reviews continued

16 April Team meeting and document review

17 April Meetings at/with:

Ministry of Planning and Development:

- Mr. Hisham Sharaf Abdalla, Deputy Minister for International Cooperation
- Mr. Galal Moula, Dir. General International Organizations and Conferences
- Mr. Fadl Alwazir, Head of Section In-Kind-Resources
- Mr. Mutahar Al-Abbasi, Head Macro-Planning

European Commission Food Security Unit

- Mr. Gianfranco Vazzana, Technical Adviser

Ministry of Public Health

- Mr. Faisal M. Al-Gohaly, Deputy Minister
- Dra. Najiba Abdul Ghani, Director Reproductive Health
- Dr. Abduljalil D.S. Gahleb, Consultant MoPH

World Bank Office

- Mr. Jean-François Barrès, Principal Agricultural Economist

European Commission Technical Advisory Office

- Mr. Rainer Freund, Technical Adviser
- Mr. Abdul Hafez H. Al-Hakimi, Resal National Expert, European Food Security Network

Dinner with Mr. Yusuf Abdul Wahdud, Director of People's Charity Society (national NGO)

18 April Ministry of Education

- Mr. Abdul Malik Moalini, Vice-Minister

Central Statistical Organization

- Mr. Abdoraboh A. Gradah, Chairman

Royal Netherlands Embassy

- Ms. Joke Buringa, First Secretary, Gender and Development
- Dr. Mohamad Aideroos Al-Saqqaf

RESAL, European Food Security Network

- Mr. Abdul Hafez H. Al-Hakimi, National Expert

19 April UNOPS, Poverty Alleviation Program

- Dr. Mohamed Mahmoud Abdelraouf, Reg. Team Leader

Ministry of Agriculture and Irrigation

- Dr. Abdulrahman M. Bamatraf, Vice Minister
- Mr. Ali Mohamed Ahmed Al-Maktari, General Director Agricultural Marketing
- Mr. Mansour Ali Alau, Project Manager, Household Food Security Project

World Bank Office – Sana'a

- Mr. Arun Joshi, Education Specialist
- Mr. Hashem Awnallah, Operations Officer, Human Development Sector

GASI

- Mr. Mohamed Al-Shahari, WFP Project Manager

Ministry of Education

- Mr. Abdul Malik Al-Kamra, WFP Project Manager

20 April FAO

- Mr. Messat Said, Technical Adviser and acting country representative
- Mr. Ibrahim Abdullah Thabet, National Professional Officer
- Mr. Abdullah Mohammed Saleh Hubabi, National Project Coordinator

UNICEF

- Mr. Habib Hammam, Representative
- Mr. Munir A. Safieldin, Area-Based Programme Officer
- Ms. Afreen Itug, Programme Officer, Education

UNDP/UNOPS

- Dr. Mohamed Al-Saquour, CTA NCSSN/NAPPE

WFP-CO

- Briefing Session with complete CO staff

21 April (Friday) WFP office: Preparation of Workshop & document review

22 April Flight to Say'un, Hadramout Governorate

Meeting with Mr. Abdulla Saleh, Director of Education, Suboffice Wadi Hadramout

- Mr. Safi, WFP Food Director Education Wadi Hadramout
- Mr. Abdulla Omer Dawadhan, WFP Food Director, Al Mukalla
 - Visit of three schools
 - Visit of MCH centre Tareem
- Mr. Abdulhafid Ramadan, Centre Manager
- Mr. Obaid Omer, MCH Manager
- Dr. Ibrahim Al-Kaf, Technical Manager

Market survey Tareem

Visit of a boarding school and a teachers' training centre, Say'un

23 April In wadi Hadramawt:

Visit of GASI girls' school, Tareem

Visit of Health Unit at public hospital Shibam

Visit of Health Unit in Shibam, operated by Hadramout Charity Organization

Visit of Asmail Al Gais Boarding School, A. Hurayda

Drive to Quasa'ir, sea coast

Visit of girls' primary school at Quasa'ir (708 enrolled students)

Proceed to Al Mukalla

24 April In Al-Mukalla: Visit of MCH Centre at hospital,

- Dr. Ahlam Bin Buraik, MCH coordinator

One group to travel north, to Al-Shihr, visit of MCH centre there.

- Dr. Nidal Mudaiheg, MCH Manager

Other group: Travelling south of Al-Mukalla, visit of two WFP assisted schools in Beran? and one not assisted school in Hozechadah, Interviews of headmasters, students and parents.

Back in Al-Mukalla: Visit of EDP store, education

- Interview of storekeeper, Mr. Fareg Achmed, and Mr. Khaled Aoued, Accountant

25 April In/around Al-Mukalla

One group to visit two schools (Imam Shaffaei School and Mohad Aisha Institute) Other group to visit satellite health centre with MCH/feeding services

- Mr. Noraldin Abdulrahman, Al-Hami centre manager

Meeting with Mr. Hasan Saleh Bauom, Managing Director, Education Board, Hadramout

Meeting with Dr. Salem A Kenaid, General Director, Health Office Hadramout

Flight to Sana'a

Evening: Consultants meet with Ms. Maha Ahmed, OEDE, who arrived from Cairo.

26 April Trip to Al Mahweet Governorate

One group to meet with Mr. Mohamed A. Sorni, General Director, Agricultural Office and to visit the two communities Nr. 4 and 5 with planned agricultural / food security activities, meetings with members of Community Management Committees (CMCs).

Other group visits MCH Health Centre and different schools in Al Mahweet

27-29 April In Sana'a, Workshop preparation, meetings at WFP CO

Mr. Khaled Adly, Regional Manager, Cairo, arrives

30 April Workshop: Presentation and Discussion of results of CP Evaluation

Evening: Team member Y. Mohieddin leaves Sana'a.

1 May Draft Aide Memoire

2 May Debriefing CO and Mr. Khaled Adly, Regional Manager

3 May Debriefing Government at MOPD

Chaired by Mr. Galal Moula, Dir. General,

International Organizations, participating: Representatives of MOPD, MOE, MPH, MAI, and WFP
CO Director and staff.

Further meetings of teamleader with:

- Mr. Stefan Messerer, Third Secretary, German Embassy,
 - Dr. Helmut Grosskreutz, Director, GTZ Office Sana'a,
 - Mrs. Carin C. Nielsen, Team Leader, GTZ Family Health Family Planning Project
- Evening: Ms. Maha Ahmed and M. Metz leave for Rome/Berlin

ANNEX 3: REFERENCES

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ANNEX 4: TABLES AND FIGURES

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TABLE A-1: Basic Economic Indicators - Yemen Republic²⁷

Population (millions)	17	Population growth (%)	2.8
Surface area (1,000 sq. km)	528	Population per sq. km	31
GNP (\$ millions, 1998)	4,630	GNP per capita (1998)	280
	1990	1997	1998
People			
life expectancy (years)	52	55	56
fertility rate (births per women)	8	6	6
infant mortality rate (per 1,000 live births)	110	85	82
under 5 mortality rate (per 1,000 children)	130	102	96
child malnutrition (% of children under 5)	..	46	..
urban population (% of total)	23	24	24
rural population density (per sq. km of arable land)	665	850	..
illiteracy - male (% of people 15 and above)	45	35	34
illiteracy - female (% of people 15 and above)	87	79	77
Environment			
forests (thousands of sq. km)	0	..	..
water use (% of total resources)	..	71.5	..
energy use per capita (kg of oil equivalent)	224	208	..
electricity use per capita (kWh)	108	93	..
Economy			
GDP (\$ million)	4,724	5,656	4,318
GDP growth (annual %) ..	..	5.4	3.8
GDP implicit price deflator (annual % growth)	..	7.0	-4.6
value added in agriculture (% of GDP)	30.0	17.6	17.6
value added in industry (% of GDP)	30.3	48.8	48.8
value added in services (% of GDP)	39.8	33.6	33.6
exports of goods and services (% of GDP)	14.6	44.0	34.5
imports of goods and services (% of GDP)	20.5	52.4	53.6
gross domestic investments (% of GDP)	13.2	21.2	21.5
central government revenues (% of GDP)	19.3	38.8	41.0
central budget deficit (% of GDP)	-9.0	-1.2	-2.6
money and quasi money (annual % growth)	..	11.2	11.8
Technology and infrastructure			
telephone mainlines (per 1,000 people)	11	13	..
personal computers (per 1,000 people)	..	1	..
paved roads (% of total)	9	..	..
aircraft departures (thousands)	14	7	7

²⁷ Source: World Bank, World Development Indicators 2000, Country Data Yemen (from Internet)

Trade and finance

trade as share of PPP GDP (%)	36.3	39.9	31.0
trade growth less GDP growth (average %, 1988-98)	..	..	-3.8
foreign direct investment (\$ millions)	-131	-138	-210
present value of debt (\$ millions)	..	..	3,138
total debt service (\$ millions)	169	98	125
short term debt(\$ millions)	1,191	188	213
aid per capita (\$)	34	22	19

Table A-2: Yemen - Basic Population, Health and Education Indicators²⁸

Basic Population Indicators

Total Population (thousands)	16887	Annual no. of births (thousands)	807
Population under 5 (thousands)	3355	GNP per Capita (US\$)	270
Population under 18 (thousands)	9187		

Mortality

Infant mortality rate	87	(per 1,000 live births)
Under-5 mortality rate	121	(per 1,000 live births)
Annual no. of under-5 deaths	98	(thousands)

Immunization

% fully immunized (1-year-old children)

BCG	77
DPT3	68
Polio3	68
Measles	66
TT2	26

% of routine EPI vaccines financed by government 38

Water and Sanitation

% of population with access to safe water % of population with access to adequate sanitation

Water - Total	61	Sanitation - Total	66
Water - Urban	72	Sanitation - Urban	96
Water - Rural	57	Sanitation - Rural	57

Nutrition

Infants with low birth weight	19
Exclusively breastfed (0-3 months)	25
Breastfed with complementary food (6-9 months)	79
Still breastfeeding (20-23 months)	41
Underweight:	
-moderate and severe	46
-severe	15
Stunting:	

²⁸ Source: UNICEF, Country Information Statistics (Internet, last updated 01 December 1999)

-moderate and severe	52
Wasting:	
-moderate and severe	13
% of children receiving Vit. A supplementation	100
% of households consuming iodized salt	39

Reproductive Health

Total Fertility Rate	7.5
Contraceptive Prevalence	21
Maternal Mortality Ratio (per 1000,000 live births)	350

Education

Adult Literacy Rate	-male 62	-female 18
Primary School Enrolment Ratio (Gross)	-male 100	-female 40

Tables A-3: Agricultural Statistics Data²⁹

Table 3-1: Trends of crop Production (000 tons)

	1970	1975	1980	1990	1991	1992	1993	1994	1995	1996	1997
Cereals, of which	845	1202	796	767	448	811	834	802	810	664	646
Sorghum and Millet	610	921	623	491	273	525	534	499	518	411	417
Wheat	39	88	73	155	100	152	160	171	171	149	129
Maize	13	52	52	66	46	70	75	69	58	50	53
Barley	126	64	47	52	29	63	66	63	64	54	47
Pulses	50	71	80	76	44	76	76	68	70	67	66
Vegetable	n/a.	n/a.	75	696	631	680	731	646	669	703	717
Fruits	n/a.	n/a.	162	313	316	336	363	361	402	391	469
Cash Crops (excluding qat)	n/a.	n/a.	n/a.	31	99	119	123	122	128	137	145
Fodder	n/a.	n/a.	268	536	498	816	856	862	878	1008	1090

Sources: Agricultural Statistical Yearbooks

²⁹ Source of all tables on this page: World Bank, Republic of Yemen, Agricultural Strategy Note, 1999

Table 3-2: Trends in cultivated areas for major crops (000 ha)

	1970	1980	1990	1991	1992	1993	1994	1995	1996	1997
Cereals	1082	851	845	640	730	752	735	733	704	722
of which wheat	42	73	98	87	97	99	100	102	103	105
Cash Crops 2	40	110	145	135	144	149	148	156	166	179
of which qat	8	70	80	82	83	85	88	89	91	93
Fodder3	40	50	61	58	82	82	83	85	94	101
Fruit	14	44	57	59	62	65	70	75	79	81
Vegetables	25	31	52	50	51	54	51	54	57	59
Pulses	65	75	49	39	55	54	52	54	54	57
TOTAL	1266	1161	1209	981	1124	1156	1140	1157	1155	1200

Sources: Agricultural Statistical Yearbooks

Table 3-3: Livestock Systems

	No. Farms	No. Sheep/goats	No. Cattle	No. Camels
Nomadic Livestock Farmers	15,000	100,000		60,000
Transhumant Livestock Farmers	20,000	800,000	100,000	
Highland Mixed Farmers	300,000	2,700,000	550,000	
Lowland Mixed Farmers	350,000	2,500,000	450,000	115,000

Sources: Agricultural Statistical Yearbooks



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Table A-4: F O O D B A L A N C E S H E E T Yemen 1998

COUNTRY Yemen	YEAR 1998											POPULATION 16,887,000			
PRODUCTS	DOMESTIC SUPPLY					DOMESTIC UTILIZATION					PER CAPUT SUPPLY				
	PRO- DUC- TION	IM- PORTS	STOCK CHAN- GES	EX- PORTS	TOTAL	FEED	SEED	PRO- CESS- ING	WASTE	OTHER USES	FOOD	KILO- GRAMS PER YEAR	PER DAY		
												CALO RIES	PRO- TEIN	FAT GRAMS	
	- 1000 METRIC TONS -														
Grand Total												2087	57.0	36.8	
Vegetable Products												1942	47.3	26.3	
Animal Products												145	9.7	10.5	
Cereals - excluding Beer	830	2476	-57	0	3249	195	25	3	72	2953	174.9	1433	41.8	9.3	
Wheat	164	2159	-57	0	2266		8		39	2219	131.4	1047	31.8	5.8	
Rice (milled equivalent)		173		0	173				3	169	10.0	102	2.0	0.2	
Barley - excluding beer	56	1		0	57	49	3	3	2	0	0.0	0	0.0	0.0	
Maize	62	143		0	205	123	2		10	70	4.1	37	1.0	0.5	
Millet	74			0	74		2		3	69	4.1	34	1.0	0.3	
Sorghum	474	0	0	0	474	24	9		14	427	25.3	214	6.1	2.6	
Starchy Roots	197	0		0	197		16		6	175	10.4	21	0.3	0.1	
Potatoes	196	0		0	197		16		6	175	10.3	21	0.3	0.1	
Sweet Potatoes	0			0	0				0	0	0.0	0	0.0		
Sweeteners	0	268	117	0	386					386	22.8	223	0.0		
Sugar (Raw Equivalent)		261	117	0	378					378	22.4	220			
Sweeteners, other		1	0	0	1					1	0.1	0			
Honey	0	6		0	6					6	0.4	3	0.0		
Pulses	77	17		0	93					93	5.5	53	3.3	0.5	
Beans	7				7					7	0.4	4	0.3	0.0	
Peas	3				3					3	0.2	1	0.1	0.1	
Pulses, other	67	17		0	83					83	4.9	47	2.9	0.4	
Treenuts	0	0		0	0					0	0.1	0	0.0	0.0	
Oilcrops	33	1	0	1	34		2	25	1	0	6	0.4	5	0.2	0.5



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Table A-4 cont: F O O D B A L A N C E S H E E T Yemen 1998

Cottonseed	16	0	0	0	16	1	14	0						
Coconuts - incl. Copra		1			1				1	0.0	0	0.0	0.0	
Sesameseed	17	1		1	18	0	11	1	6	0.3	5	0.2	0.5	
Vegetable Oils	8	107		0	115				20	95	5.6	136	0.0	15.4
Soyabean Oil		2			2				2	0.1	3		0.4	
Sunflowerseed Oil		2			2				2	0.1	3		0.3	
Rape and Mustard Oil		0			0				0	0.0	1		0.1	
Cottonseed Oil	3	0		0	3				3	0.1	4		0.4	
Palm Oil		97			97				20	77	4.6	111		12.5
Copra Oil		1		0	1				1	0.0	1		0.1	
Sesameseed Oil	5	0			5				5	0.3	8		0.9	
Olive Oil		0		0	0				0	0.1	0		0.0	
Maize Germ Oil		1			1				1	0.0	1		0.1	
Oilcrops Oil, other		4		0	4				0	4	0.2	6	0.0	0.7
Vegetables	566	44		2	608			28		580	34.3	22	0.9	0.2
Tomatoes	231	25		0	257			12		245	14.5	7	0.3	0.1
Onions	72	0		0	72			4		69	4.1	3	0.1	0.0
Vegetables, other	263	18		2	279			13		266	15.7	11	0.4	0.1
Fruit - excluding Wine	555	20		81	494			26		468	27.7	40	0.5	0.2
Oranges, Mandarines	170	0		0	170			8		161	9.5	9	0.2	0.0
Lemons, Limes	8	0			8			0		8	0.4	0	0.1	0.0
Grapefruit		0		0	0			0		0	0.0	0		
Citrus, other	0	0			0			0		0	0.0	0		
Bananas	85	0		0	85			3		82	4.8	8	0.1	0.0
Apples - excl. Cider	2	0		0	2			0		2	0.1	0	0.0	0.1
Pineapples		2			2					2	0.1	0	0.0	0.0
Dates	27	8		0	35			1		34	2.0	9	0.1	0.0
Grapes - excl. Wine	155	0		81	74			8		67	3.9	7	0.1	0.0
Fruit, other	108	10		0	118			5		113	6.7	7	0.1	0.0
Stimulants	11	8		0	4					15	0.9	2	0.2	0.0
Coffee	11	0		0	4					8	0.4	1	0.1	
Cocoa Beans		1		0	1					1	0.1	1	0.0	0.0
Tea		7		0	7					7	0.4	0	0.1	
Spices		6		0	0					6	0.3	3	0.1	0.1

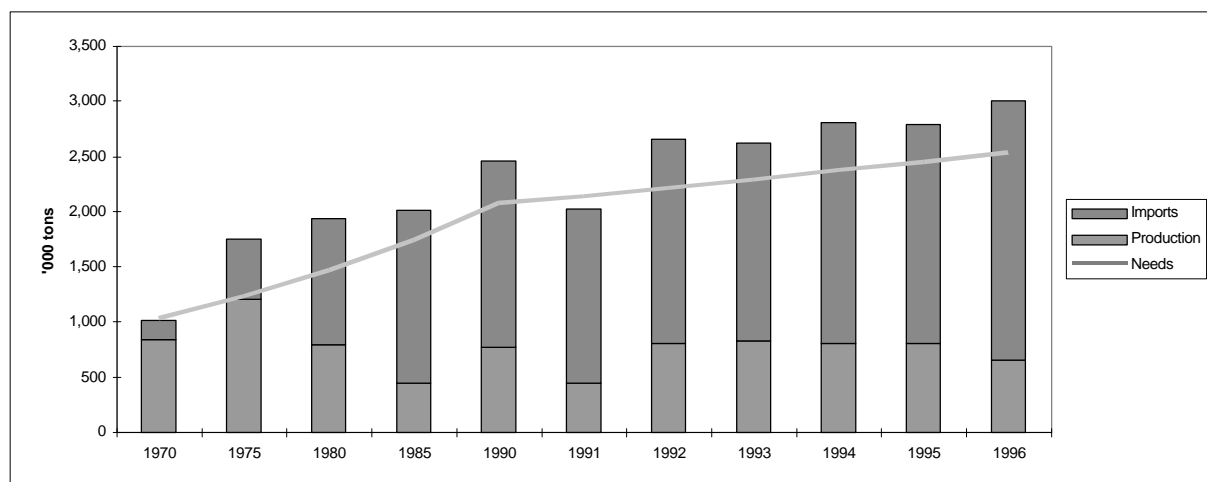


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Pepper	1		0	1			1	0.1	0	0.0	0.0
Spices, other	5	0	0	5			5	0.3	3	0.1	0.1
<u>Table A-4 cont: F O O D B A L A N C E S H E E T Yemen 1998</u>											
Alcoholic Beverages	18	1	0	19			19	1.1	2	0.0	
Barley, Beer	18	0	0	18			18	1.1	1	0.0	
Beverages, Alcoholic		1	0	1			1	0.1	0		
Meat	154	26	0	179			179	10.6	54	4.0	4.1
Beef and Veal	45	3	0	48			48	2.8	21	1.1	1.8
Mutton & Goat Meat	45	0	0	45			45	2.6	15	1.1	1.2
Pigmeat		0		0			0	0.0	0	0.1	0.0
Poultry Meat	61	23	0	84			84	5.0	17	1.8	1.1
other Meat	3	0		3			3	0.2	1	0.1	0.1
Offals	18	0	0	18		0	18	1.1	3	0.5	0.1
Animal Fats	9	19	0	26	0		26	1.5	36	0.0	4.1
Butter, Ghee	4	19	0	21			21	1.2	29	0.0	3.3
Fats, Animals, Raw	5	0	0	5		0	5	0.3	7	0.1	0.8
Milk - excl. Butter	212	241	0	453		11	442	26.2	30	2.5	1.1
Eggs	31	8	0	39	5	1	33	1.9	8	0.6	0.5
Fish, Seafood	116	4	0	113	0		113	6.7	14	2.1	0.5
Freshwater Fish	3		0	3			3	0.2	0	0.0	0.0
Demersal Fish	23		0	22			22	1.3	2	0.3	0.0
Pelagic Fish	80	4	0	82	0		82	4.9	12	1.7	0.5
Crustaceans	1	0		0			0	0.0	0	0.0	0.0
Cephalopods	9		0	6			6	0.3	1	0.1	0.1
Molluscs, other		0		0			0	0.1	0		
Aquatic Products, other	0						0	0.0	0	0.1	
Aquatic Animals, other	0			0			0	0.0	0	0.1	
Miscellaneous									1	0.0	0.1

Source: FAO

FIGURE A-5.1: Cereals Balance (1970-1996)



Source: ADE 1997

Table A-5.1: Food Aid Deliveries to Yemen, 1990 - 1999
(in '000 tons)

1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
136.3	39.7	51.7	96.1	43.9	17.9	41.0	52.3	35.8	167.5

Source: WFP Interfais

Table A-5.2: Food Aid Deliveries to Yemen by Donor, 1999^{*)}
(in '000 tons)

EC	Canada	Denmark	Germany	Italy	Netherl.	Norway	Sweden	USA	Total
3.421	1.075	1.252	0.065	2.403	1.738	0.650	0.903	155.963	167.479

^{*)}WFP Food Aid apportioned to original donor

Source: WFP Interfais

Table A-5.3: Food Aid Deliveries, by Categories and Products, 1999^{*)}
(in '000 tons)

Relief	3.199
Project	26.459
Programme	137.821
Total	167.479
Cereals (in grain equivalent)	164.518
Non-cereals	2.961

Source: WFP Interfais

WFP Country Programme Yemen 1998-2001

Table A-6: Food Commitments and Arrivals

Food Basket for YMN projects									
Project	QTY.	Wheat	Oil	Pulses	Sugar	WSB	Rice	C.fish	Salt
4695.01 (Education)	Comitment	33,032.00	1,755.00	390.00	195.00	-	-		-
	Actual Arrived	9,533.55	579.22	314.65	129.00				
	Remained	23,498.45	1,175.78	75.35	66.00	-	-		-
	Non-Comitted food arrived			461.35				248.635	
2453.04 (Health)	Comitment	6,803.00	459.00	-	443.00	5,309.00	-		-
	Actual Arrived	6,368.95	190.00	294.00	365.50	2,852.114			
	Remained	434.05	269.00	-	77.50	2,456.886	-		-
	Non-Comitted food arrived			294.00					
5824.00 (Agric./ HH food security)	Comitment	3,766.00	148.00	369.00	-	-	-		-
	Actual Arrived	3,763.394	220.54	-	-	-			
	Remained	2.61	72.54	-	-	-	-		-
	Non-Comitted food arrived								
PRRO- 6090.00 (Refugees)	Comitment	1,743.00	131.00	261.00	112.00	-	1,171.00		32.00
	Actual Arrived	999.87	128.781	255.80	107.45	-	1,075.00		32.00
	Remained	743.13	2.22	5.20	4.55	-	96.00		-
	Non-Comitted food arrived								
TOTAL	Comitment	45,344.00	2,493.00	1,020.00	750.00	5,309.00	1,171.00		32.00
	Actual Arrived	20,665.76	1,118.54	864.45	601.95	2,852.11	1,075.00		32.00
	Remained	24,678.24	1,374.46	80.55	148.05	2,456.89	96.00		-
	Non-Comitted food arrived	-	-	755.35	-	-	-		-

Source: WFP CO Yemen

Tables A-7: Amount, composition and market value of WFP food rations

Table A-7.1: Food rations in Education Programme

<i>Beneficiary groups/</i> Items	Individual ration per day	Individual ration per quarter	Retail price per kg	Value of ration	
	gram	kg	YR	YR	US\$
<i>Girls at day schools</i>					
Wheat (or wheatflour) ³⁰	500	50	29 (37)	14.50 (18.50) ¹	906.25 (0.12) ¹
Vegetable Oil	30	2.7	141.67	!Syntax Error, ,	!Syntax Error, ,
Value total daily ration				19.25 (23.25) ¹	0.12 (0.15) ¹
Value monthly ration				!Syntax Error, ,0 (697.50)	3.60 (4.50)
<i>Boys at boarding schools</i>					
Wheat (or wheatflour) ¹	420		29 (37)	!Syntax Error, , (15,540)	
Pulses	40		120	!Syntax Error, ,0	
Vegetable Oil	20		142	!Syntax Error, ,	
Sugar	20		100	!Syntax Error, ,00	
Value total daily ration				21.82 (!Syntax Error,))	!Syntax Error, , (0.16)
Value monthly ration				!Syntax Error, ,0 (!Syntax Error, ,0)	4.20 (!Syntax Error, ,)
<i>Food-for-work participants</i>					
Wheat	4.000		29	116.00	
Vegetable Oil	200		142	!Syntax Error, ,0	
Value total daily ration				!Syntax Error, ,0	!Syntax Error, ,0

Source: Plan of Operations "Support to Basic Education"

³⁰ Wheat or wheatflour is provided. Figures for wheatflour in brackets.

Table A-7.2: Food rations provided at health centres

<i>Beneficiary groups/ Items</i>	Individual ration per day	No. of ration s	Total ration per month	Retail price per kg	Value of ration	
					gram	kg	YR	US$
<i>Maln. pregnant & lact. women, TB & Leprosy patients</i>						
Wheat (or wheatflour) ¹	415	2	25	29 (37) ¹	725 (925) ¹	
Vegetable oil	10	2	0.6	141.67	!Syntax Error, ,	
Sugar	10	2	0.6	100	60.0	
Total value monthly ration					!Syntax Error, , (!Syntax Error, ,) ¹	5.44 (6.69) ¹
<i>Malnourished children</i>						
Wheat soya blend	200	2 (3) ³¹	12 (18) ²	37 ³²	444 (666) ²	
Vegetable oil	10	2 (3) ²	0.6 (0.9) ²	142	!Syntax Error, ,(!Syntax Error, ,) ²	
Sugar	10	2 (3) ²	0.6 (0.9) ²	100	60 (90) ²	
Total value monthly ration					!Syntax Error, , (!Syntax Error, ,) ²	!Syntax Error, , (!Syntax Error, ,) ²
<i>Food for work participants</i>						
Wheat	500	7	<u>per day</u> 3.500	29	!Syntax Error, ,0	
Vegetable oil	30	7	0.210	142	!Syntax Error, ,	
Sugar	20	7	0.140	100	14.00	
Total value per day					!Syntax Error, ,	!Syntax Error, ,

Source: Plan of Operations "Support Through Health Centres"

³¹ For moderately malnourished children 2 individual rations, for severely malnourished children 3 individual rations (figures in brackets) are provided.

³² No market price for wheat soya blend available, price of wheatflour applied.

Table A-8: WFP YEMEN COUNTRY OFFICE STAFF LIST

Name	Position	Loc.	Funding
Justin Bagirishya	Representative	Sana'a	PSA
Mohamed Didane	Programme Officer	Sana'a	DSCADV
Lubna Alaman	Programme Officer	Sana'a	DEV4695.01
Ahmed Eitahir Fadhul	Logistic Officer	Sana'a	DEV4695.01
Vacant	JPO	Sana'a	
Abdul Oader Nurain	UNV	Aden	UNV
Mohamed Al Khawlani	National Programme Officer	Sana'a	PSA
Bashuaib, Warda	Senior Administrative Assistant	Sana'a	PSA
Al -Saquaf, Nadhira	Senior Programme Assistant	Sana'a	PSA
Al Safi, Dikra	Secretary	Sana'a	PSA
Vacant,	Programme Assistant	Sana'a	PSA
Ahmed Abdul Latif	Programme Assistant	Sana'a	PSA
Fouziya Bakhail	Secretary	Sana'a	DSC ADV
Nasser Dheifallah	Logistic Clerk	Sana'a	DSC ADV
Rageh, Samira	Administrative Clerk	Sana'a	DSC ADV
Salem, Abdo Ahmed	Driver	Sana'a	DSCADV
Nasser, Abdulla A.	Driver	Sana'a	DSC ADV
AI-Labani, Jamal	Driver	Sana'a	DSC ADV
Al Qudsi, Khaled	Logistic Assistant	Sana'a	DSC ADV
Abdo Bazei	Cleaner	Sana'a	PSA
Murad Abdul Moula	Collator	Sana'a	DSC ADV
Gamal Abdul Rahman	Food Monitor ex Ahlam	Aden	DSC-6090
Iman Mohamed	Assistant Food Monitor	Aden	DSC-6090
Nawal Rafiq	Secretary	Aden	DSC-6090
Abdalla Ali Abdalla	Assistant Food Monitor	Aden	DSC-6090
Salah Obadi A[Saadi	Store keeper	Aden	DSC-6090
Mokhtar Al Shaffei	Warehouse manager	Aden	DSC-6090
Tiggist Murgetta	Cleaner	Aden	DSC-6090
Walid Mohamed	Guard	Aden	DSC-6090
Mohamed Omer Ali	Guard	Aden	DSC-6090
Mohamed A[Gadhi	Driver	Aden	DSC-6090
Khalid Ali Mohamed	Driver	Aden	DSC-6090
Arif Abdulla Saleh	Guard	Aden	DSC-6090
Gamil Shamsan Saeed	Guard	Aden	DSC-6090
Al Walid Mustafa	Food Monitor	Hodeidah	ITSH
Abubakr Ahmed Mohamed	Food Monitor	Taiz	ITSH
Abdul Dayem Ali	Asst. Store keeper	Taiz	ITSH
Khalid Mohamed A] Sanabani		Asst. Store keeper	Sana'a
ITSH			
Rafat Saeed Awadh	Store keeper	Kharaz	DSC-6090

Source: WFO CO Yemen

Table A-9: Education Indicators: Female Gross Enrolment Rates and Gender Gap in Enrolment Rates

Governorate	GER-Female	GER Rank	Governorate	GER Gap	Gap Rank
Aden	81	1	Aden	3	1
Taiz	52	2	Abyan	5	2
Hadramout	52	3	Al-Jawf	16	3
Al-Mahrah	47	4	Al-Mahrah	22	4
Ibb	34	5	Hodieda	26	5
Lahej	32	6	Mareb	30	6
Al-Bayda	30	7	Al-Bayda	37	7
Mareb	27	8	Hadramout	37	8
Hodieda	25	9	Hajja	38	9
Sana'a	24	10	Taiz	39	10
Dhamar	21	11	Ibb	50	11
Al-Mahweet	21	12	Shabwa	50	12
Shabwa	19	13	Dhamar	56	13
Abyan	18	14	Al-Mahweet	57	14
Hajja	15	15	Lahej	58	15
Al-Jawf	12	16	Sa'adah	64	16
Sa'adah	11	17	Sana'a	68	17

Source: Mission calculations

Table A-10: Poverty Indicators across and within Governorates: Number of Poor and Headcount Index

Governorate	No. of Poor	Poor Rank	Governorate	HC Index	HC Rank
Al-Jawf	0,1	1	Al-Jawf	0,3	1
Al-Mahara	0,4	2	Saadah	3,8	2
Saadah	0,6	3	Shabwa	7,1	3
Marib	0,7	4	Hajjah	10	4
Shabwa	0,9	5	Marib	12,5	5
Abyan	2	6	Abyan	14,7	6
Aden	2,8	7	Lahej	17,2	7
Lahej	3,7	8	Aden	17,8	8
Al-Mahweet	4,3	9	Al-Mahara	17,9	9
Hajjah	4,4	10	Hodeidah	18	10
Al-Bayda	5,6	11	Taiz	18,4	11
Hadramaut	5,7	12	Ibb	19,1	12
Hodeidah	10,1	13	Hadramaut	21,9	13
Dhamar	11,9	14	Sana'a	26,2	14
Ibb	12,2	15	Al-Mahweet	32	15
Taiz	13,5	16	Al-Bayda	33,2	16
Sana'a	17,5	17	Dhamar	33,6	17
Total	100				

Source: Mission calculations

Table A-11: Enrolment and Progression Rates in Assisted and Non-Assisted Schools

Assisted Schools					Non-Assisted Schools				
Class	Total Enrolment 1998-99	Total Enrolment 1999-2000	% increase over last year	Progression Rate	Class	Total Enrolment 1998-99	Total Enrolment 1999-2000	% increase over last year	Progression Rate
1	256	330	28,91		1	69	53	-23,19	
2	219	251	14,61	0,98	2	49	72	46,94	1,04
3	163	245	50,31	1,12	3	57	53	-7,02	1,08
4	161	205	27,33	1,26	4	47	50	6,38	0,88
5	174	161	-7,47	1,00	5	55	49	-10,91	1,04
6	98	165	68,37	0,95	6	42	50	19,05	0,91
7	118	104	-11,86	1,06	7	16	26	62,50	0,62
8	37	114	208,11	0,97	8	16	16	0,00	1,00
9	44	31	-29,55	0,84	9	3	40	1233,33	2,50
Total	1270	1606	26,46	1,02	Total	354	409	15,54	0,94

Source: Yemen CP Evaluation Mission

Table A-12: Ranking of Governorates by Poverty and Education Indicators

Governorate	Edu. Score	Edu. Rank	Governorate	Poverty Score	Poverty Rank	Governorate	Comp. Score	Comp. Rank
Aden	1	1	Al-Jawf	1	1	Aden	4,25	1
Al-Mahrah	4	2	Sa'adah	2,5	2	Al-Mahrah	4,75	2
Hadramout	5,5	3	Shabwa	4	3	Al-Jawf	5,25	3
Taiz	6	4	Mareb	4,5	4	Mareb	5,75	4
Al-Bayda	7	5	Al-Mahrah	5,5	5	Abyan	7	5
Mareb	7	6	Abyan	6	6	Shabwa	8,25	6
Hodeida	7	7	Hajja	7	7	Hadramout	9	7
Ibb	8	8	Aden	7,5	8	Lahej	9	8
Abyan	8	9	Lahej	7,5	9	Hodeida	9,25	9
Al-Jawf	9,5	10	Hodeida	11,5	10	Hajja	9,5	10
Lahej	10,5	11	Al-Mahweet	12	11	Sa'adah	9,5	11
Dhamar	12	12	Hadramout	12,5	12	Taiz	9,75	12
Hajja	12	13	Taiz	13,5	13	Al-Bayda	10,25	13
Shabwa	12,5	14	Ibb	13,5	14	Ibb	10,75	14
Al-Mahweet	13	15	Al-Bayda	13,5	15	Al-Mahweet	12,5	15
Sana'a	13,5	16	Sana'a	15,5	16	Dhamar	13,75	16
Sa'adah	16,5	17	Dhamar	15,5	17	Sana'a	14,5	17

Source: Yemen CP Evaluation Mission

ANNEX 5: ANALYSIS OF POVERTY IN YEMEN BY GOVERNORATE³³

Documentation for the "Poverty in Yemen by Governorate" Map

1. The source of the data is the 1992 Household Budget Surveys (HBS 1992).
2. The HBS 1992 data, was taken from a table in a World Bank Document
Title: Republic of Yemen Poverty Assessment, June 26, 1996
p. 49 Annex II.A Summary of Poverty Indices
3. Three "Poverty Indices", from the above mentioned table, were considered as inputs for the Analysis:
 - a. The Headcount Index
 - b. The Poverty Gap Index
 - c. The Squared Poverty Gap Index
4. A description of the above three Indices follows:
 - a. The Headcount Index:

a measure of how many persons in a particular area have expenditures which are equal to or below the poverty line,
 - b. The Poverty Gap Index:

defined as the additional money, the average poor person would have to spend to reach the poverty line...
 - c. The Squared Poverty Gap Index:

..."the mean of the squared proportionate poverty gaps".
5. The *Poverty Gap Index*, and the *Squared Poverty Gap Index* are very closely related. The Poverty Gap Index was not included in this analysis as according to the original World Bank document - -

" The squared poverty gap index measures the severity of poverty as well. Though its meaning is less intuitive, it possesses better analytical properties than that of the poverty gap".
6. The headcount index is a measure of the *extent* of poverty, and thus addresses the "*how many*" dimension. The squared poverty gap index is a measure of the *depth* of poverty; and thus addresses the "*how poor*" dimension.

Since neither index captured both dimensions together; a third index was created; the "Combined Index". Details re: how the "Combined Index" was created, are given below.

³³ Source: UN WFP Vulnerability Analysis and Mapping Unit, Cairo, Egypt

7. The Combined Index was created by first ranking each individual index, using an ordinal ranking procedure. The table below shows the original data values for the Headcount Index (column B), and their corresponding subsequent ranks column C.

Similarly, original data values for the Squared Poverty Gap Index are given (column D), with their corresponding subsequent ranks in column E.

Column F, labeled "Combined Index"; shows the sum of the two preceding Rank Columns (C+D). Finally, Column G shows the reclassification of the Combined Index into 5 broad groups, for thematic mapping purposes.

A: Governorate	B: Head Count (%)	C: Rank_Head Count	D: Poverty Gap Squared (%)	E: Rank_Povgap _Squared	F: Combined Index (C+D)	G: Map_Rank_classes
Al-Jawf	0.3	1	0	1	2	1
Saadah	3.8	2	0.1	2	4	1
Shabwa	7.1	3	0.3	3	6	1
Hajjah	10	4	0.7	4	8	1
Sana'a city	10.9	5	1.1	6	11	2
Marib	12.5	6	1.2	7	13	2
Abyan	14.7	7	1.4	8	15	2
Al-Mahara	17.9	10	0.9	5	15	2
Lahij	17.2	8	2.3	11	19	3
Hodeidah	18	11	1.7	9	20	3
Ibb	19.1	13	2	10	23	3
Aden	17.8	9	2.9	14	23	3
Taiz	18.4	12	2.5	12	24	3
Al-Beida	33.2	17	2.6	13	30	4
Hadramout	21.9	14	4.5	16	30	4
Sana'a Gov	26.2	15	3.9	15	30	4
Al-Mahweet	32	16	5.8	17	33	5
Dhamar	33.6	18	7	18	36	5

Note:

- Two governorates appear on the map, which do not appear in the above table; Amran, and Al-Daleh. Both are relatively new governorates and were not in existence at the time of the 1992 CSO Household Budget Survey. Amran was largely created from Sana'a governorate, and for the purposes of this thematic map, Amran was assigned the same poverty class as its "parent" governorate of Sana'a. Al-Daleh was created from many governorates, and therefore appears on the map as "data unavailable".

