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*Evaluation of the WFP Yemen Country
Programme (2002-2007) - Full Report*

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The evaluation team visited Yemen from 18 November to 7 December 2005. 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

CARE	International NGO
CCA	Common Country Assessment
CD	WFP Country Director
c.i.f.	cost, insurance and freight
CO	Country Office of WFP
COMPAS	Commodity Movement Processing and Analysis System
CP	country programme
CSO	Country Strategy Outline (in WFP context)
CSO	Central Statistics Office (in Yemen context)
DOC	direct operational costs
EB	Executive Board
EC	European Commission
EDP	Extended Delivery Point (warehouses for secondary food transport)
EU	European Union
FAAD	Food Aid and Development
FAO	Food and Agriculture Organization
GDP(ppp)	Gross domestic product (purchasing power parity)
GER	Gross enrolment rate
GNI	Gross national income
GoY	Government of Yemen
ITSH	internal transport, storage and handling
LBW	Low birth weight
Logframe	Logical Framework
MAI	Ministry of Agriculture and Irrigation
MCHN	Mother and child health and nutrition
MDG	Millennium Development Goal
M&E	monitoring and evaluation
MOE	Ministry of Education
MOPD	Ministry of Planning and Development
MOPH	Ministry of Public Health
MUAC	Mid-upper arm circumference
NGO	Non-governmental Organization
OEDE	Office of the Executive Director, Evaluation (WFP)
OXFAM	International NGO
PRA	Participatory Rural Appraisal
PRRO	Protracted Relief and Rehabilitation Operation
PRSP	Poverty Reduction Strategy Paper
RAM	Resource Allocation Model
RBM	Results Based Management
SFYP	Second Five-Year Plan for Economic and Social Development
SPR	Standard Project Report
TB	tuberculosis
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
WHO	World Health Organization
WSB	Wheat Soya Blend
YR	Yemeni Rial (Exchange rate ca. YR 180 / US\$ 1, Dec. 05)



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Executive Summary

The evaluation found the Yemen Country Programme (CP) to be fully in line with national development priorities, objectives and programmes, as well as with WFP's policy of food aid for development, notably with regards to gender. It also directly contributed to five out of the eight Millennium Development Goals (MDG). WFP food rations constituted an adequate instrument for encouraging attendance at health centres and schools, as well as a convenient means to contribute to the food basket of poor and vulnerable households.

In designing the present CP, lessons were drawn from the previous one and improvements have been made leading to increased effectiveness. A more streamlined approach to area targeting was developed, based on a thorough VAM exercise, with clear selection criteria and clustering of interventions. Improved logistics arrangements, i.e. the establishment and functioning of a largely leak-proof commodity chain from the ports up to the distribution sites, brought about appropriate mechanisms for food distribution and an effective monitoring system. This has allowed for satisfactory tracking of commodities up to beneficiaries and for asserting that food actually reaches the intended beneficiaries. Implementation of the CP built on government structures and functioning coordination mechanisms. They should be further encouraged so that government partners take an ever more active part into implementation.

The CP was found to be particularly effective with regard to its main activity aimed at promoting access to education for girls. It achieved and even exceeded its objectives of increasing girls' enrolment and closing the gender gap in basic education. The effectiveness is less visible with regard to WFP's support for malnourished pregnant and nursing mothers and pre-school children, for a variety of reasons, starting with a lack of data to document results. Although the appropriateness of the activity is not questioned, its implementation suffered from important shortcomings as a result of design weaknesses and inability to reaching all eligible beneficiaries with stretched resources.

Activity 3 (economic empowerment of women), has not been implemented in view of the absence of suitable cooperating partners.

The evaluation recommended that action be taken to improve programme implementation even further. The performance of programme monitoring (in terms of better quality data) could be enhanced through finer design and use of management tools such as the logical framework. The identification of baseline indicators for each activity, derived from an updated analysis of vulnerabilities in Yemen, would be an essential starting point.



The evaluation team also recommended the development of a contingency strategy to better address the frequent delays and shortfalls in resource availability. Occasional problems related to the quality and packing of the commodities need to be solved to the extent possible by WFP headquarters.

Arrangements should be made to tackle the limited capacity of partners and intensify cooperation and coordination with other agencies working in similar fields. In this regard, a stronger involvement of field-based sub-offices at all levels of project implementation is suggested, as it is beneficial to local networking and will contribute to increased programme efficiency.



1. INTRODUCTION

1.1. Objectives and conduct of the evaluation

The second Country Programme (CP) for Yemen (2002-2007), approved by the Executive Board in February 2002, was initially designed for 5 years, from June 2002 to May 2007. Actual implementation however started in April 2003 only, for reasons explained later, and it will end earlier than planned, in December 2006, so as to synchronise the next CP with the joint UN programming cycle as of January 2007. The evaluation of the CP reported here hence refers to a two and a half years period of implementation.

The overall objective of the CP was to enhance the capacities of food insecure households to meet their food and nutritional needs and reduce their poverty in a sustainable manner. This objective is planned to be achieved through activities in the following fields:

- Nutritional support to malnourished women and children
- Promotion of access to education for girls
- Support to economic empowerment of women.

The **objective of the evaluation** was to assess the extent to which the CP, as designed and implemented, has provided the best possible modalities of reaching intended objectives, on the basis of results to date. With respect to findings regarding relevance, efficiency, effectiveness and sustainability of the current CP, the evaluation was expected to point out advancements compared to the previous CP and to provide leads for designing the next WFP Country Programme in Yemen. The detailed Terms of Reference of the evaluation are attached as Annex 1.

Following a preparatory mission led by the Office of Evaluation in June 2005, the evaluation was conducted in Yemen from Nov. 18 to Dec. 7.

The evaluation team was composed as follows:

- Manfred Metz, agro-economist and team leader
- Karin de Jonge, socio-economist and nutritionist
- Soha Moussa, nutritionist
- Aurélie Larmoyer, WFP-OEDE, evaluation manager

During the stay in Yemen, the team met and held discussions with the Director and staff of the WFP Country Office, the implementing partners (MOE, MOH, MOPIC) and representatives of other stakeholders (other Government institutions, UN agencies, donors, NGOs, Women groups, transporters, etc.). Field trips were made to eight governorates including thirteen districts, to visit Health Centres and schools and to meet field staff and beneficiaries. It was not possible to visit the health centres where food assistance was given to Leprosy and TB patients.



In order to visit a maximum number of different sites in different governorates and districts and thus to be able to take the diversity of the country and the different conditions into account,¹ the team split into two groups. During the field trips, the sub-teams were accompanied by staff from the WFP CO and partners from MoE and MoPH of central and governorate levels. This allowed a better appropriation of the evaluation findings by the implementing partners. Towards the end of the mission in Yemen, debriefing meetings were held with the CD and the partners. The detailed itinerary and the key persons met during the mission are listed in Annex 2.

The team is grateful to all people contacted for readily sharing their information, experience and opinions, and for all the support they received from the WFP CO and the Government partners throughout the mission.

1.2. Context Analysis

Yemen is one of the least developed countries in the world. It ranks 151 out of 177 countries on the UNDP Human Development Index (2005). As of 2003, it has a per capita GDP of US\$ 520 (corresponding to US\$ 800 GDP in purchasing power parity).

Among the major problems are limited access to basic services, a high fertility rate (6.0 births per woman), poor access to health services, the lack of a nutrition policy and coordinated efforts on that front, high illiteracy rates especially among women (71 percent), high unemployment, and significant gender inequality with respect in education, employment and other areas of economic, political and social life.

Poverty alleviation is a major focus of Yemen's current development strategy, as laid down in the Poverty Reduction Strategy Paper (PRSP) of 2002 and the Second Five-Year Development Plan (2001-2005). Yet it remains Yemen's most compelling challenge.

To bring about a significant impact on poverty reduction, Yemen must increase its focus on rural communities, poverty being particularly concentrated in rural areas where the majority of people live (74 percent of a total 19.8 million, 2004 estimate). A household survey carried in 1998 revealed that 42 percent of the population lived below the poverty line and increasingly in rural areas.

Malnourishment is widespread in Yemen. Half of the women of child-bearing age suffer from anemia. About half of the children under five are malnourished: 46 percent are underweight, 53 percent stunted and 59 percent anemic. Also, 32 percent of the infants are born with low birth-weight. The high fertility rate, which has decreased from 7.6 in 1990 to 6.0 births per woman in 2003, continues to stimulate a high population growth rate, estimated to exceed 3 percent.²

Even in the water stressed Near East region, Yemen has among the lowest rates of per capita freshwater availability (150 m³ per capita per annum). Poor access to safe drinking water and poor sanitation are especially onerous for rural girls and women, who often must walk for hours every day to collect water.

¹ Among the selection criteria for the sites visits were: ease of access; existing gender gap or balanced situation in students enrolment; number and gender of teachers; number of WFP supported health centres; potential for coordinated action with other programme.

² Sources: UNDP, Human Development Report 2005 and Food and Nutrition bulletin (2005) vol. 26, number 1, pp. 70-82.



Despite some improvements in education for women, Yemen's gender gap is still among the widest in the world, with only 61 percent of primary school aged girls in school and 71 percent of adult women being illiterate. School enrolment of girls is still significantly lower than that of boys³, and the employment rate of women is less than one-third that of men. Women's employment is largely confined to low-productivity rainfed agriculture and small livestock. Illiteracy, immobility, lack of control over fertility, limited access to credit, and limited opportunities for participation in decision-making compromise overall quality of life for women.

While up to the 1970's Yemen was almost self-sufficient in staple food grain production, agricultural production has not kept pace with the high population growth. Currently, some 80 percent of the staple food grains have to be imported. Main products grown are grains, pulses, fruits, vegetables and qat. While some 75 percent of the population depend on agriculture as main source of livelihood, the agricultural sector accounts for 15.5 percent of the GDP only. Main constraints of the agricultural sector are limited land and water resources: only 3 percent of the country surface is arable land, water resources for irrigation are scarce and over-exploited.

Since 1990, when the Yemen economy suffered repercussions from the first Gulf war, the overall situation in the country has improved. Yemen's domestic production as measured by GDP has doubled. Oil revenues constitute the major share of Government revenues and export earnings. Overall primary education enrolment rates have increased from 52 in 1990/91 to 72 percent in 2002/03 and to 83 percent in 2004. Infant mortality rate has dropped from 98 to 82 (per 1,000 live births), and life expectancy has increased from 52 to 58. Yemen has also made progress in providing basic education, health services, access to safe water, roads, and electrification. Despite such progress, however, the country still has a long way to go in terms of achieving long-term growth, sustainable poverty reduction and meeting the Millennium Development Goals (MDG).

The 2002 VAM exercise, done in preparation of the new CP, confirmed that economic access to food is the major impediment to food security in Yemen.⁴

1.3. Main features of WFP CP

The overall goal of the CP is to help food-insecure households to meet their nutritional needs and reduce their poverty in a sustainable manner. As women are particularly disadvantaged and considered critical agents of change, the CP almost exclusively targets girls, women and children. The following intended outcomes of the CP were formulated:

- Improved nutrition and health among targeted mothers and children through increased food consumption and better nutrition and health practices;
- Improved gender equity in terms of access to and completion of basic education through increased enrolment, stabilised attendance and reduced drop-out rates for female students; and

³ In 2003/4, GER at primary level (1-6) of females was 58.5%; for males 85.9%. Cf. Millennium Development Goals Needs Assessment, 2005.

⁴ WFP-ODC, Yemen Community Food Security Profiling (CFSP) and Programming Issues, May 2002.



- Improved livelihoods for targeted rural women and their families through asset creation and increased incomes through women-owned and – managed micro-enterprise projects.

These outcomes are to be achieved through the following three activities:

Activity 1:

Nutritional support for 124,780 beneficiaries, accounted for about 20 percent of CP resources. Food aid and nutrition education are provided to women and children as well as TB and leprosy patients under treatment through 45 health centres in rural areas, in order to improve their nutritional and health status.

Activity 2:

Promotion of access to education for girls was the largest component, representing 70 percent of total CP resources. A planned 123,400 beneficiaries were to receive WFP food aid on quarterly basis as take home rations to encourage parents to send their daughters to school and to help meet the family food security requirements.

Activity 3:

Support to economic empowerment of women, the smallest component (ca. 10 percent of resources), was aimed at improving livelihoods of 12,130 women through capacity building and asset transfers.

The planned budget amounted to a US\$47.3 millions (total WFP costs), plus a GoY budgetary contribution of US\$10.9 million. An amount of US\$ 20 Mill. had been allocated for food commodities, corresponding to 116,000 metric tons of wheat, wheat-soya-blend, vegetable oil and sugar.

The planned resource allocation (direct operational costs only) and target population for basic activities is presented in Table 1.

Table 1 – Planned CP Budget

RESOURCE ALLOCATION AND NUMBER OF DIRECT BENEFICIARIES FOR THE BASIC COUNTRY PROGRAMME ACTIVITIES (2002–2007)					
Activity	Quantity of commodities (mt)	Distribution by activity (%)	Direct operational costs (US\$)	Number of direct beneficiaries	Women and children direct beneficiaries (%)
Basic Activity 1: Nutrition Support to Malnourished Women and Children	22 800	19.6	9 471	124 780	98
Basic Activity 2: Promotion of Access to Primary Education for Girls	82 500	71	26 461	123 400	99
Basic Activity 3: Supporting Economic Empowerment of Women	11 000	9.4	3 999	12 130	67
Total CP	116 300	100	39 931	260 310	88

Source: Country Programme – Yemen (2002-2007)



The CP document also made provisions for supplementary activities, depending on the availability of additional resources. Supplementary activities have been defined as an expansion of the three basic activities into other geographical areas. Due to resource constraints, however, the implementation of supplementary activities could not materialise, neither could basic activities be implemented fully as planned.

The activities are implemented through Government partners: MOPH as regards Activity 1 and MOE as to Activity 2. Both partner Ministries have established special departments for the implementation of the food assistance projects. The General Directorate of Women Affairs of the Ministry of Agriculture and Irrigation (MAI) was designated to coordinate implementation of Activity 3. This activity, however, has not been implemented yet, due to reasons discussed in the following section.

Activity 1 and 2 are in substance a continuation of activities carried under the previous CP (1998-2001) but were still partly different in that they targeted different areas or applied different modalities. While this limited the potential benefits of continuity, their implementation under the current CP could at least rely of established institutional cooperation mechanisms, structures and capacities at central level.

Substantial improvements have also been achieved, based on lessons drawn from the previous CP⁵, with regard to area targeting, clustering of interventions, logistics arrangement and monitoring. Compared to the previous Yemen CP (1998-2001)⁶, the current CP shows clearer features of country programming, such as the explicit reference to national development policies and programmes, CCA and UNDAF, the gender focus and a streamlined approach to area targeting.

The current CP was designed for 5 years, to start in June 2002. The start of its implementation was delayed to April 2003, for two reasons. First, resources arrived late and second baseline studies had to be conducted to identify the schools and health centres to be supported. With the CP now planned to end in December 2006 (instead of June 2007), to align the next phase with the UNDAF programming cycle, it will altogether have a duration of less than 4 years.

The CP Yemen covers 90⁷ out of a total of some 300 rural districts in 19 governorates.⁸ The targeted districts have been selected on the basis of the VAM exercise conducted during the inception phase.

⁵ An evaluation of the previous CP, conducted in 2000 and managed by OEDE (Evaluation Report 2001 - ref. WFP/EB.1/2001/6/2; WFP/EB.1/2001/ INF/11) had found rather concerning levels of diversion of assistance.

⁶ The evaluation report on the previous CP Yemen stated that the CP “constitutes rather a change in label than in substance”.

⁷ In the context of the ongoing administrative reform, some of the districts are being newly delineated and additional districts created. Originally the CP was covering 85 (out of 288) districts.

⁸ See Map in Annex 5.



2. ASSESSMENT OF COUNTRY PROGRAMME DESIGN

2.1. Relevance of CP

Coherence with national development objectives, policies and strategies

The CP has an explicit gender focus and addresses problems and objectives that are well reflecting Yemen’s development policies and programmes, such as the PRSP, Yemen’s Strategic Vision 2025 and the Second Five Year Development Plan (2001-2005). The PRSP, for example points out that “widespread illiteracy, deprivation from education, the poor quality of educational attainment of women are considered the major constraints against broadening the participation of women in the economy, and in society in general, and stands in the way of the equitable benefit from the fruits of development.” It also explicitly states that the enrolment of girls in education shall be promoted and proposes the “provision of financial or in-kind assistance to girls in some of the areas, in order to lessen the costs of education on their families.” This directly relates to Activity 2 of the CP.

The CP, as designed, contributes to various MDGs, as indicated in Table 2.

Table 2 - Contributions of WFP CP to MDG and PRSP Targets

MDG	MDG Targets 2015	Yemen 2000 Figures	PRSP targets for 2005
1. Eradicate extreme poverty and hunger	Reduce <i>by half</i> the proportion of people suffering from hunger	41.6 % (below poverty line)	35.9 %
2. Achieve universal primary education	Ensure that <i>all boys and girls</i> complete a full course of primary schooling	62.0 % (completion rate)	69.3 %
3. Promote gender equality and empower women	Empower women and remove the social gender gaps in basic education by 2005	43.9 % (enrolment rate of girls)	55.0 %
4. Reduce child mortality	Reduce by <i>two thirds</i> the mortality rate among children under five	94.1 (of 1,000)	81.6 (of 1,000)
5. Improve maternal health	Reduce <i>by three quarters</i> the maternal mortality ratio	351 (of 10,000)	305 (of 10,000)

Source: adapted from PRSP



Yemen's Strategic Vision 2025 explicitly states that “*special attention will be geared to child and maternal care...and that gender gaps will be narrowed to provide women equal access to health, education and economic activities.*”⁹ The three activities identified by the CP aim to promote the respective national policies in these fields, i.e. expanding reproductive health programmes, increasing female enrolment in basic and secondary education, and raising women's participation in the labour force and social activities.¹⁰

The education component also fits well with the national sector strategy BEDS (Basic Education Development Strategy). No special nutrition strategy has been developed in Yemen so far.

Coherence with UN and WFP policies

In 2001, a UN Common Country Assessment was conducted that provided a base for CP design¹¹. The CP particularly addresses the following critical areas for development that had been identified by the CCA: Food insecurity, basic education, especially for girls, and public and reproductive health. The first UNDAF had been launched in October 2001.¹² The CP addressed the first UNDAF theme and its objective: “*Basic education for girls, life skills for women, reproductive health, and equitable access to assets for women in rural areas.*” The CP is also fully in line with WFP's Enabling Development Policy¹³ and Enhanced Commitments to Women.¹⁴

Relevance of food aid as an instrument

Food aid provided under the CP is considered suitable in two respects. First it serves its planned purpose of providing an incentive to use MCHN services, to attract girls to school or to create assets for women and vulnerable households. Secondly, food directly contributes to improving beneficiary households' food security.

Almost all beneficiaries interviewed during the mission (school girls, parents, mothers at HCs) confirmed that the rations received were appreciated as an incentive and directly used for household consumption. The latter purpose would not be ensured if, for example, alternative cash payments were made as an incentive. While, particularly in the Yemeni society, the food rations largely remain under women's control and increase the household food budget, cash would be controlled by the men and likely used for other purposes, as for instance purchasing qat. Moreover, under prevailing conditions in Yemen, cash payments would be prone to embezzlement or misappropriation. Therefore, cash incentives would not be considered as a satisfactory alternative to the distribution of food rations.

Altogether, from the national (Yemen being a major net importer of food) and household food security perspective, food aid is considered an appropriate instrument for attaining the intended objectives.

⁹ SFYP, p. 22.

¹⁰ SFYP, p. 57.

¹¹ UN in Yemen, Common Country Assessment, 2001.

¹² United Nations Development Assistance Framework for Yemen, June 2001.

¹³ WFP, Enabling Development, December 2001.

¹⁴ WFP, Gender Policy (2003-2007), September 2002.



Particular relevance of Activity 1

The main objective of Activity 1 is “to improve the nutrition and health of expectant and nursing mothers, and children under 5, in poor and food-insecure targeted areas through increased food intake and the application of better nutrition and health practices, and to improve the cure rates of leprosy and tuberculosis patients.”¹⁵

The intended outcomes as stated in the CP document are:

- improved nutritional status among malnourished children under 5, and in expectant and nursing mothers, through food intervention and health and nutrition education;
- improved cure rates of tuberculosis outpatients under medical treatment;
- reduced leprosy prevalence, in line with the National Leprosy Eradication Programme; and
- increased attendance of mothers and children and expectant mothers at health care services.

The nutritional objective and the type of intervention through maternal child health and nutrition (MCHN) programmes is fully justified in the light of the widespread problem of malnutrition in Yemen, manifested by high rates of stunting and wasting in children, low birth-weights, high child mortality rates and high fertility rates of women.¹⁶

The very high rates of malnutrition¹⁷ in Yemen are actually a problem of utmost serious nature. Therefore, the GoY should address this problem as a high national priority. Nonetheless, Yemen has no national nutrition policy and UN agencies concerned with health and nutrition (UNICEF, WHO) have so far done little to jointly plan and effectively coordinate their activities.¹⁸ Given the critical dimension of the problem of malnutrition, concerted, substantial and determined efforts are called for.

As to the leprosy and tuberculosis (TB) activity and objectives, the project documents did not provide sufficient information on the justification for this activity, on the rationale of chosen coverage¹⁹, or regarding eligibility criteria within centres.

¹⁵ Country Programme (2002-2007).

¹⁶ - Stunting prevalence of 53% (Average stunting (height-for-age) prevalence of 53.1% in children under 5 years of age. Severe stunting in the same age group is 30.9% (Family Health Survey, 2004).
- Wasting prevalence of 12% (Average total wasting (weight-for-height) prevalence of 12.4% (-2 z-scores and below) in children under 5 years of age. Severe wasting in the same age group is 3%, Family Health Survey, 2004).
- Under-five mortality rates at 111 per 1000 live births (State of the World's Children 2005, UNICEF).
- Fertility rates of 6.2 births per woman (Yemen Family Health Survey, 2004).
- Low birth-weight rates of 32% (LBW rates of 32% between 1998 and 2003. UNICEF, The State of the World's Children 2005).

¹⁷ In populations, stunting equal or exceeding 40% is considered very high; wasting of 10-14% is considered to be high.

¹⁸ Appleton, Judith, Food and nutrition in Yemen, July 2005.

¹⁹ 100% of in-country leprosy centres and 50% of in-country TB centres were targeted.



2.2. Vulnerability assessment and area targeting

The targeting strategy for the current CP was based on the following principles:

- Concentration and clustering of WFP interventions in the poorest and most food insecure areas of the country;
- Prioritisation and selection of areas where proposed activities were most relevant, feasible and likely to be most effective.

In order to put these principles into practice, a special VAM exercise based on the so-called “Filter and Funnel” approach was done. This approach comprised the following three steps:

- 1) In a first step – *vulnerability focus* – , districts were categorised according to their varying degrees of vulnerability/food insecurity, using food poverty as indicator (share of population below food poverty line). This first step resulted in the identification of 92 districts with highest prevalence of food poverty.
- 2) The second step – *sectoral focus* – led to a further screening and prioritisation of districts which had been identified as priority areas for intervention under step 1, taking into consideration appropriate criteria to identify areas where there is a specific need for the type of WFP interventions. The following criteria were applied:
 - For MCHN intervention: Areas where stunting rate of children < 5 and infant mortality rates were higher and birth-weight of babies was lower than national averages.
 - For promotion of girls’ education: Areas where general enrolment rate in basic education was lower and gender gap in primary education was higher than national averages.
 - For women’s empowerment activity: Female illiteracy rate higher than national average, frequent borrowing of money and substantial household workload for fuel-wood and water collection.

Step two resulted in sectoral ranking and overall ranking of the districts into three priority categories. 77 districts were identified as highest priority areas.

- 3) In a third step – *efficiency and feasibility focus* – additional criteria were applied which helped to ensure that the limited WFP food aid resources are used in a most efficient and effective way. Here, issues such as capacities of implementing partners, opportunities for partnerships with UN agencies, physical accessibility and security were taken into consideration.

The VAM exercise resulted in the final selection of 85 districts to be covered under the CP.

This did not yet mean, however, that all health centres and primary schools with girls in the selected districts were included in the programme. Certain conditions (see below) were set for the schools and health centres to be supported, and baseline studies were undertaken in the 85 districts to finally identify the specific schools and health centres to be included or excluded.



As regards the selection of health centres, factors and conditions ensuring performant MCHN services were taken into account. The retained selection criteria were: an adequately equipped health centre, availability of a female health worker (nurse or midwife), availability of MCHN services and accessibility of the health centres. Health centres that met the criteria were. This criterion was met by 45 health centres, thus jointly selected for WFP support by the CO and MOH.

As to the schools, a different set of criteria was used for selection. Schools in urban areas/district centres, in very remote and inaccessible places, and schools with less than 10 or more than 250 girls were excluded. To avoid “migration” of girls from non-assisted schools to assisted schools, neighbouring schools were grouped into clusters. Out of a total number of 1700 schools in the 85 districts, some 1300 schools were thus selected for assistance.²⁰

The approach to area targeting applied, based on data collected through the VAM exercise, ensured that the WFP support be directed towards areas where poverty and food insecurity were most prevalent and where the needs for the specific type of interventions were significant.

The specific targeting and distribution mechanisms applied under the activities will be dealt with in the following sections.

2.3. Planning of Activities

For overall CP and activity planning, three logframes were used. At CP formulation, logframes were new systematic practise in WFP, which could explain initial logframe deficiencies noted. Logframes were redesigned at activity level in 2003, as part of a corporate effort to improve M&E systems, and were later refined to generate a third version. Although such multi-stage design of logframes reflect a positive attitude towards improving the quality of programme management, it also led to confusing programme management.

Each individual Logframe contained deficiencies with regards to their defined outputs, outcomes, or related verifiable indicators. Some were found irrelevant in view of the lack of baseline data as reference; some were not monitored upon during programme implementation, others were not even included as indicators. Some instances of these shortcomings regard the monitoring of nutrition education nutrition activities, of the status of malnourished mothers in the health centres, or of school attendance and retention in the education programme. Furthermore, the various logframes were not clearly related and partly not consistent with each other (e.g. different outputs, outcomes or related indicators).

Such deficiencies limited the benefit of using Logframes for programme and activity planning, management and monitoring, and the value for purposes of evaluation.

To complete geographical targeting mechanisms, beneficiary targeting mechanisms were developed to allow deciding upon the number of rations to be allocated to the health centres and schools.

²⁰ See also section 2.3.2.



2.3.1. Nutritional support to malnourished women and children

Beneficiary targeting

For the screening the malnourished mothers and children to be eligible for nutritional support, the following criteria were defined:

- i. Pregnant women: a weight criteria is applied for pregnant women: <52 kg at the 6th month of pregnancy, <53 kg at the 7th month and <54 kg at the 8th month of pregnancy. This weight criteria seem to be a legacy from the past under the previous CP when these weight cut-offs were set as a “consensus” between the different parties involved. The appropriateness of these criteria is questionable as they have never been validated.
- ii. Lactating mothers: there are no specific or special criteria for lactating mothers. If a woman had been included in the programme during pregnancy, she will automatically qualify for support until the 6th after birth. This approach is also problematic as it excludes malnourished lactating mothers who had not been registered during pregnancy, whereas previously registered women whose nutritional status has improved continue to receive rations.
- iii. Children under 5: targeting of children in the age group of 6-59 months is done through growth monitoring, using the “road to health” growth charts. This is an adequate standard approach.

Distribution planning

Given the deficiency of original planning, target achievements could not be determined. An increase in the number of women attending the health centres was planned as an objective, without taking into account the actual situation of malnutrition in the area. Consequently, no targets have been (and could be) set for the improvements to be achieved. In the absence of such information, the CP could only make very hazy estimates of the number of eligible persons and the required food aid resources.

Also due to lack of baseline data on the nutrition situation in the catchment area of the health centres, the quota of rations allocated to the health centres could not be based on estimated numbers of eligible mothers and children to be served²¹. It was thus based on likely resources allocated to this activity.

Nutrition education was planned to take place at all assisted health centres, yet no indicators were set and data collected to monitor performance in this field.

Discussions were held at the time of the evaluation mission to add a component which was not foreseen in the original document for the last period of the CP: the provision of a ration to the 4 or 5 health centre staff members²² concerned with the MCHN programme. The evaluation suspects that such discriminatory practice would likely cause tensions among the health centre staff, as not all would receive rations. Furthermore, such an approach would contradict any efforts towards sustainability and is therefore not recommended.

²¹ The quota was based on very rough estimates. During the course of implementation, the quota proved to be highly insufficient to serve all eligible persons; see section 2.3.1.

²² The essential staff are: 1-2 health promoter (midwife, nurse or health counsellor), a storekeeper, an accountant and the health centre director.



The activity was jointly planned for by WFP CO and MOH staff at the central level. It seems that staff at the district level and programme beneficiaries were not or hardly consulted during the planning process. The only contact between the levels happens during implementation when the joint WFP/MOH monitoring teams visit the health centres (at most 3 times per year).

2.3.2. Promotion of access to education for girls

Beneficiary targeting

After the 85 target districts in 17 governorates had been identified, a school baseline survey was undertaken in March 2003 which proved a very valuable tool for planning, implementation and monitoring of Activity 2.

The number of beneficiaries to be supported in various districts were selected on the basis of the following considerations:

- Given the assumed resource availability, the total number of beneficiaries to be targeted, was 85,400 in the initial year, then following an assumed 10 percent increase in enrolment.
- A quota of rations was apportioned to the selected districts according to their respective population numbers, using the 1999 census figures as a reference.

Though the criteria for inclusion/exclusion was jointly defined by the CO and MOE, final selection of schools apparently allowed exceptions. The evaluation team found that some schools supposedly excluded by the defined criteria had indeed been supported. Overlapping criteria also led to conflicting situation whereby, some schools were included due to clustering which, according to other criteria, would have not qualified. Another problem was also noted in that most schools built during the implementation period were not considered for benefiting of WFP support, due to the lack of flexibility in programming resources.²³

Within schools, the quota of rations allocated was to be based on the number of girls enrolled.

Distribution planning

Food distributions were well planned and coordinated with the local schools, headmasters and distribution committees. The evaluation team did not hear of any major complaints or irregularities regarding the actual food distribution.

With regard to distribution planning, once the amount of food available for a given distribution round is known, the WFP CO and the MOE jointly prepare the distribution plan. In case of shortages of resources, adjustments were made along the following options:

- i. Governorates experiencing security problems and thus unreachable were taken off the distribution plan. Apparently, no efforts are made to consider whether these governorates could be reached through alternative ways or at a later time.
- ii. If further downward adjustments had to be made, governorates with a number of eligible people matching the shortfall were left out. A rotation system was supposed to be applied, in order to avoid that the same people are repeatedly left out if the shortfall continues.

²³ The issue is considered important given that Yemen has seen a good number of new schools being built by various agencies, as part of the panel of actions in favour of girls education.



- iii. In some instances, distribution to grade 1 students was suspended under the argument that enrolment figures were unclear²⁴.
Though this appears to be a pragmatic way to cope with acute resource shortfalls, other approaches for downward adjustments, based on predetermined priority criteria, should already be considered in the planning stage (contingency planning).

Besides, in some instances, project planning has seemed to be rather improvised, as evidenced by the mission:

- 1) Although not originally foreseen in the programme document, all teachers in the assisted schools received a food ration once a year (when sufficient food was available for girls). The rationale being that this would ensure good record keeping, compensate for additional workload as a result of increased enrolment and general commitment.
- 2) In 2005 a pilot milk feeding project was undertaken in Hodeida Governorate in 2 girl schools in collaboration with Tetra Pack, with the following objectives:
 - i. Assess possibilities of collaborating with private sector.
 - ii. To enhance students attendance and attentiveness, since children often come to school without having had breakfast.

This pilot activity was discontinued after two months, due to high logistics and monitoring costs (borne by WFP), reservations from WFP Headquarters to work with Tetra Pack and because the empty milk packages became an environmental problem around the schools.

An additional issue that seems to have been neglected from the planning stage is the absence of a supportive advocacy and lobby campaign for increased girl enrolment. WFP is well placed to lobby the MOE and other stakeholders towards improvements in basic education for girls, both through coordination mechanisms with government and donors as well as on a bilateral basis with various key actors.

2.3.3. Support to economic empowerment of women

Activity 3 was planned *“to improve in a sustainable manner the livelihoods of rural women and their families, through the application of improved skills and their initiation and participation in gainful employment and micro-projects/enterprises.”*²⁵

The intended outcomes of this activity were:

- Enhance income-earning capacity of targeted women through skill training;
- Increased household or community-owned assets, which will reduce rural women’s physical workload;
- Increased women’s access to production means of credit and appropriate technology;
- Increase incomes arising from new market-oriented activities.

²⁴ As no deadline for enrolment is set, students keep enrolling until late in the year. As a consequence, planning for distributions for first year students can be challenging.

²⁵ Country Programme Yemen (2002-2007) (ref. WFP/EB.1/2002/7/1), p.14.



The planned cooperating partner for this activity was the General Directorate of Women Affairs of the Ministry of Agriculture and Irrigation (MAI).

The activity has not been implemented to date. Main reasons are deficiencies in the early design stage with regard to the following aspects:

- The capacity of the intended partner to implement such types of activities had apparently not been assessed when the activity was planned – when the programme started it became obvious that the capacity was not there.
- Effective implementation of such type of activities depends, much more than in the case of the other two activities of the CP, on complementary inputs in terms of technical support and non-food materials. It had not been ensured that such inputs could be made available by the partner.

In designing this activity, apparently no lessons were drawn from earlier experience with a similar type of activity (household / food security activity) that was part of the previous CP. That activity suffered severe delays and deficiencies in implementation, due to similar reasons.²⁶

Once it had become clear that Activity 3 could not be implemented as planned, the CO initiated a replanning exercise. It commissioned an appraisal study for this component.²⁷ The study recommended implementation of this activity with the NGO CARE/Australia which, in fact, is implementing similar types of programmes with the same objectives.²⁸ The CO negotiated with the NGO CARE, who presented a project proposal. However, CARE expecting investments and overhead costs to be covered by WFP while the latter had no budget provisions, the project did not materialize.

Late 2005, the WFP CO had entered into negotiations with IFAD in view of attaching a food-for-training component for women to a rural micro-credit scheme.

2.3.4. Resource planning

At CP design phase, resource planning was done through an iterative process among WFP HQ, WFP CO and the Government stakeholders, based on a number of assumptions and criteria. Among those were the planned type and scope of interventions in terms of area and beneficiary coverage, priority category of the country, planned ration composition and volumes, anticipated resource availability, budget contributions by the Government and possible other partners. In the case of the current CP, resource planning resulted in a budget plan for so-called “Basic Activities”, for which the resources were committed, and “Supplementary Activities” (up to a WFP costs of US\$ 60 Million) in case additional resources were made available by donors. Such resources have however not been made available and consequently, no supplementary activities have been realised.

²⁶ Cf. WFP, A Report of the Office of Evaluation, Full Report of the Mid-term Evaluation of the Yemen Country Programme (1998-2001), 12 April – 3 May, January 2001.

²⁷ Fawzi El-Solh Camillia: Appraisal of Potential Pilot Project in Support of Rural Women’s Empowerment in Yemen & Pilot Project Design, Commissioned by the WFP Country Office/Yemen, 10 December 2004.

²⁸ During the evaluation mission, the team visited one of CARE’s project sites (Western Highland Project in Hajja Governorate) where a women’s association had been set up and supported in literacy training and establishing a poultry scheme.



Table 3 below presents the summary budget plan for the Basic Activities of CP.

Table 3 - Budget Plan for Basic Activities of the Yemen Country Programme (2002-2007)
(values in 1,000 US\$)

Items	Activity 1	Activity 2	Activity 3	Total
Food commodities (MT)	22,800	82,500	11,000	116,300
Food commodities value	5,100	13,116	1,857	20,073
External transport	1,596	5,775	0,770	8,141
Other direct operational costs	0,910	0,804	0,462	2,179
Internal transport, storage, handling	1,869	6,765	0,902	9,536
Total direct operational costs	9,476	26,460	3,994	39,930
Direct support costs	0,948	2,648	0,400	3,996
Indirect support costs	0,813	2,270	0,343	3,426
Total WFP costs	11,237	31,378	4,737	47,353
Government contribution	2,143	7,755	1,034	10,932

Source: CP document, Annex III

As a rule, even for basic activities, the WFP commitments are only made “subject to availability”. In fact, due to resource shortfalls, actual implementation of the CP started later than planned, and up to mid-2005, the rate of actual resourcing of the CP reached 49 percent.²⁹ Due to repeated resource shortfalls and delivery delays, activities could not be implemented as planned.

A further problem regarding reconciling requirements with resources arose from the fact that the actual number of beneficiaries, hence the number of rations required, during the course of implementation could only be roughly assessed. From the outset of the CP, it was not known how many eligible people (malnourished mothers and children) would attend the health centres or how many additional girls would be attracted to attend the schools.

While the CP document and the Operational Contracts indicate the planned frame for resourcing (“subject to availability”), it is the annual resource allocation from WFP HQ. that determines the size of resources which can actually be made available for the CP in a current year. The problem is that resource allocations are communicated to the CO only in January or even later, adversely affecting the possibility to reconcile needs with resources and to make valid annual work plans and readjustments.

The GoY is contributing some 20 percent of the programme costs. This contribution is used for covering the personnel and management costs of the operations.

²⁹ See Table 4.1 in Annex 4 for resource situation by June 05.



3. ASSESSMENT OF PROGRAMME IMPLEMENTATION

3.1. Programme activities and outputs

3.1.1. Nutritional support to malnourished women and children

Lack of monitoring data

In all the health centres visited during the evaluation mission and throughout discussions with partners and stakeholders, it was frequently reported that attendance at the health centres had increased since the introduction of food assistance to the centres. Table 4 presents the planned and actual number of beneficiaries during project implementation.

Table 4 - Planned and actual number of beneficiaries at health centres, 2003-2005

Category	2003		2004		2005	
	Planned	Actual	Planned	Actual	Planned	Actual
Pregnant women	8,200	5,166	9,020	7,858	9,580	8,751
Nursing mothers	7,000	6,066	7,700	6,607	8,390	7,911
Under 5 children	10,000	7,320	11,000	14,259	12,000	13,860
TB patients	600	350	660	525	792	788
Leprosy patients	400	375	440	395	528	395
Total	26,200	18,277	28,820	29,644	32,088	31,705

The relatively low number of beneficiaries in 2003 was due to late project start. Indeed, the operational contract between WFP and the MOH, through which WFP assists 45 health centres, was signed in April 2003.

Health centres collect and aggregate information on attendance (and other indicators) through monthly monitoring forms. These forms are sent to the health authorities at the governorate level and then to the MOH at the central level. While the information contained in these forms is crucial for programme monitoring, for identifying problems, and for taking action to correct these problems should they happen, unfortunately the information contained in these forms is not used to its full potential. This is mainly because:

- 1) The monthly monitoring forms from all the assisted health centres are not converted into an electronic format and database where they can be easily accessed and analysed when/if needed.
- 2) There is no assigned person with the task of analysing the data, analysing the problems, and contacting the in-charge at the health centres, the MOH or WFP for timely action.

Deficient coverage of eligible beneficiaries

The monitoring reports for 2005 as observed in visited health centres³⁰ clearly show that the demand for nutritional support at the health centres is greater than what is -and can be- provided through the food rations as allocated. Only about half of all eligible beneficiaries attending the

³⁰ The monthly monitoring forms are not routinely kept in the health centres. Health centres with access to photocopying and filing facilities do keep copies; others send the originally signed copy to the health authorities without retaining copies thereof.



HC (children under 5, pregnant and lactating mothers) could actually be assisted through the programme. This is mainly caused by the discrepancies existing between actual needs and planned resources and is not without negative unintended-effects. This is all the more problematic that people attending the centre constitute only a fraction of whole eligible population in the zone.

In the absence of any possibility to raise more resources, the health centres' staff are left with the difficult task to deal with the problem, without being provided with any advice to guide their decisions with regards to the obvious unfair situations they face. What is generally done is to allocate the rations on a 'first-come, first-served' basis and propose to all eligible women and children who did not receive assistance to come again the following month, when food may be available. This has created tensions between the health centre staff and participants as well as among eligible women. In addition, the reputation of the health centres and of WFP is jeopardized.

The lack of information on the health centres' catchment areas further deepens interrogations related to coverage deficiencies. By design, the health centres assisted by WFP being those that have the capacity to provide good MCHN services. Therefore, they are mostly in the central area of a district. The centres do service also a catchment area around the centre of town³¹ but little is known on the number of villages covered or the malnutrition rates in the surrounding areas. Therefore, it is not possible to say whether the target areas are now better covered in terms of health services.

Ration appropriateness

With regards to the rations distributed, three aspects are to be considered: 1) the ration composition and adequacy, 2) the ration quality and 3) the ration quantity.

The monthly ration for pregnant and lactating women consists of: 50 Kg of wheat, 1.2 litres of oil and 1.2 kg of sugar. The monthly ration for children under-5 consists of: 25 kg wheat-soy blend (WSB), 0.6 litres of oil and 0.6 kg of sugar.

1. Ration composition and adequacy:

- The ration for malnourished pregnant and lactating women is largely composed of grains with no source of additional micronutrients. Consequently, the ration essentially constitutes an income-in-kind transfer without additional nutritional value (especially in micronutrients) that the woman herself needs during pregnancy.
- The ration for the malnourished children includes a high-quality food which is WSB, however, the WSB is rarely used in its intended form i.e. as a porridge mixed with sugar and oil. It is mostly mixed with wheat flour and made into bread that is well appreciated because of the biscuit-like flavour that the WSB imparts to it. It is also often reported by mothers to be mixed with wheat flour and cooked into *assida*, a traditional dish. In both cases, the WSB is shared with all other members of the family. The generous amount of

³¹ Health centres are the main health service area in the centre of town (they are sometimes also referred to as "rural hospitals"). Health units are basic health facilities in the remote rural areas, these are limited in the type and quality of health services provided.



WSB provided (more than 800g daily³²) allows the sharing with other children in the household. Thus, the ration provided is a contribution to food availability of beneficiary households.

2. Ration quality:

- WSB: opinions were divided with regards to WSB, some of the interviewed women reported liking it and cooking with it, others reported that they only use it because it is an expensive commodity (as explained to them by the health centre staff).
- Wheat grain is appreciated, with the exception of a batch of “black” wheat that was largely disposed of as animal feed. WFP staff are aware of this problem and trying to avoid it in future distributions.
- Sugar and oil: very well liked commodities. It was mentioned by the storekeepers in some health centres that the oil tins came without the expiry dates written on them (only the lot number marked). WFP staff are also aware of this issue and trying to remediate.

3. Ration quantity:

In general, the ration quantity was perceived by the health centre staff and the interviewed women as adequate and sufficient. As to the individual components:

- WSB: sufficient
- Wheat grain: largely sufficient even in families with large households. In fact, when asked about what they received at the centre, many of the interviewed women mentioned only the wheat; when asked for other commodities, they mentioned oil, and sugar was perceived as very minor quantity as compared to what they actually consume.
- Oil and sugar: perceived as insufficient.

It was also noted by some health staff that the income transfer value of the ration was not sufficient to attract women who live far away from the centre. The women having to arrange pay for the transport of the 25 or 50 kg bags of food received back to their villages, it reduced the value of the food received.

No data was available on the implementation of the TB and leprosy programmes due to the lack of a centralized database for Activity 1. In addition, the evaluation team was not able to visit the sites of these centres.

3.1.2. Promotion of access to education for girls

Starting with an initial number of 85,400 girl students to be supported with take home rations and assuming an annual increase in enrolment by 10 percent, a total number of 123,400 beneficiaries were to be reached during the 5th and final year of programme implementation.

Three distributions were planned per school year, with a ration of 50 kg of wheat and 2.7 kg of vegetable oil per enrolled girl.

³² This translates to about 3200 Kcal per daily ration from the WSB. The recommended amount for supplementary feeding programmes is 1000-1200 Kcal total for dry take-home rations (and 35-45g protein and 30% of energy from fat) to account for sharing at home.



Implementation of the component started in April 2003, after the operational contract was signed and first distribution occurred in May 2003. Only 14 out of the total targeted 17 governorates were covered in the first distribution, due to security problems in 3 governorates. Therefore, only 64, 970 (compared to the planned figure of 85,400) beneficiaries were initially reached. To compensate for the delayed start of the project, a double ration of wheat (100kg) and a triple ration of oil (9 kg) were provided during the first distribution.

Since programme start up to date (end 2005), 6 distributions were held:

School year: 2002/3: 1 distribution

2003/4: 2 distributions

2004/5: 3 distributions

2005/6: first distribution launched December 2005/January 2006.

Thus, only in academic year 2004/5 there were three distribution rounds as planned.

Table 5 presents the number of rations distributed in the different rounds.³³

Table 5: Planned and actual number of rations distributed to girls in schools

School year	Planned figure	Actual figures			
		Distribution 1	Distribution 2	Distribution 3	Average actual
2002/3	85,400	-	-	64,970	64,970
2003/4	94,920	68,143	-	109,122	88,633
2004/5	104,430	108,371	139,377	106,540	118,096
2005/6	113,900	137,075	n.a.	n.a.	n.a.
2006/7	123,380	n.a.			

The activity has been implemented, in close cooperation with the WFP CO, by a special department, the “School Feeding Authority”, of the MOE, headed by a General Director and with representatives at governorate and district levels.³⁴ The planning and organisation of the distributions involves quite a number of actions to be taken by MOE and the WFP CO, putting a heavy strain on the available manpower capacities.

For each distribution, a plan is prepared by MOE together with the WFP CO. Basis for the number of rations allocated to the schools is the number of girls enrolled in each school during the previous distribution. The number of boys and girls enrolled for each grade are captured in a database created by the WFP CO. The number of rations supplied to the schools rarely matched exactly the number of eligible girls at the time of distribution. This can be explained by the lack of constancy of girls’ commitment to school. the discrepancy between numbers of ration and girls was usually dealt with by providing advanced rations to some girls (who would not receive during the next round) if more has been supplied, or record still outstanding rations for reimbursement during the next distribution.

³³ Excluding the rations distributed to teachers.

³⁴ See section 3.2.




Such “back-payments” explain the fluctuating numbers of rations within a school year.³⁵ Another reason for such fluctuations is the fact that insecurity constrained WFP to exclude one or more governorates from a distribution round. It also happened that individual schools be discarded in case of recognised irregularities or violation of set distribution rules.

In general, distributions of rations at the schools were well organised. Female students get a voucher which they submit to obtain their food ration. Distribution Committees composed of teachers and parents help organise and supervise the distribution which takes place in the presence of a monitoring team, composed of a MOE project staff and a WFP assigned monitor. A distribution held without the monitoring team is considered as a violation of the rules. The presence of a monitoring team is a new regulation introduced under the current CP, based on former experience with misappropriation. During the field visits, the evaluation team did not come across any case of major irregularity, a considerable improvement of distribution performance compared to previous practices.

3.1.3. Support to economic empowerment of women

As stated already, this activity had not started at the time of the evaluation due to poor design and lack of suitable partner. Options to deal with this activity for the remaining time of the CP, and possibly for future programming phases will be proposed in the recommendations section.

3.2. Programme Management

The collaboration between the MOE and WFP at various levels seems to be good and effective. The partners have established special departments  dealing with the food assistance programmes, with administrative set-ups and focal points at central, governorate and district levels.

Although the activities are formally implemented by the partners (MOPH, MOE), the WFP CO plays a strong role throughout the process of planning, implementation and monitoring. This is justified by the fact that the management capacities of government staff are still rather limited, and to ensure proper control of the programme in order to prevent mismanagement as it occurred in the past.³⁶

Yet the relationship between the CO and the partners is characterised by a donor-client relation than one of equal partners, in particular at field level. A certain lack of confidence from the central WFP level in partners, notably at field level was noted, which does not encourage partnership and ownership. Such attitude may be reflected in sanctions taken when a violations of the rules were observed (e.g. suspending or excluding schools from distributions, prosecution or replacement of school principals). It is fully justified that WFP takes a critical position and appropriate measures to ensure proper implementation, particularly in view of past experience of malpractices. However, violations sometimes also occur because the partners are not fully aware of the established rules and regulations or simply reflect a positive sense of initiative. WFP should be encouraging ownership and initiative from field partners as much as possible, for sustainability purposes. Accompanying support and capacity building are also needed. Training measures have already been organised to improve the capacities of partners and other

³⁵ See Table 5.

³⁶ See Evaluation Report 2001.



stakeholders³⁷ (headmasters, storekeepers, HC staff) in programme planning and implementation, but more efforts are obviously required in this regard.

The WFP CO maintains three units at central level (Program Unit for the CP activities and PRRO, Finance/Administrative Unit and Logistics Unit) and three sub-offices (Aden, Taiz and Hodaidah). It has 6 international staff (including CD and Deputy CD and a UN Volunteer) and some 26 national professional staff (including PRRO and sub-offices). Though the different activities are implemented through the Program Unit of the CO, they are managed rather separately from each other and there seem to be few linkages between the different programme components.

In addition, management was found to be rather centralized, thus not allowing fully exploiting field staff capacities. The WFP sub-offices are, for example, well placed to undertake more in-depth monitoring, work with schools, health centres and district officials to build implementation and monitoring capacity, etc³⁸. Delegating responsibility to sub-office level would encourage horizontal linkages between Activity 1 and 2 which are largely absent. The CO may consider assessing the need to re-allocate some of their central resources in this respect. WFP sub-offices are currently largely passive actors in the planning, implementation and monitoring of the CP in the field. However WFP staff in sub-offices could develop useful networks of partners at local level.

3.3. Food aid management and logistics

A major change introduced under the current CP is a stronger role of the WFP CO in food aid management and logistics. Before, the CO office had only been in charge of primary transport from the port up to central warehouses (at Sana'a, Aden, Hodeidah and Taiz), while the partners (MOPH, MOE) were responsible for organising secondary transport from the central warehouses up to the distribution sites (schools, health centres).³⁹ Because of large-scale mismanagement (only a fraction of the food aid commodities actually reached the planned distribution sites⁴⁰), it was decided that the WFP CO should be directly involved in managing secondary transport as well. It organises secondary transport together with the partners (in tendering committees) and manages the funds for the payment of the transport contractors. The partners retained the responsibility for storehouse management. To cover the storage and handling costs, they receive an amount of US\$ 15 per ton from WFP.⁴¹

³⁷ See Table 4.4 in Annex 4 for a list of trainings conducted.

³⁸ For example in Taiz Governorate, the Japanese NGO JICA has just embarked on a pilot project aiming towards increased girl enrolment in basic education. WFP and JICA's projects overlap in three districts and about 15 schools. JICA is well placed to undertake community based development and can complement WFP's approach and input. This could be effectively coordinated from the Taiz sub-office rather than the CO. Other examples include an active partnership with the Social Fund for Development in Taiz and Aden for a number of governorates.

³⁹ Here, usually there are two transport operations involved: the first from the central warehouses to governorate warehouses ("extended delivery points" in WFP terminology), and the second from there to the final distribution sites.

⁴⁰ Substantial leakage and losses have occurred during secondary transport, see Evaluation Report 2001.

⁴¹ Under the previous arrangement, when the partners were fully responsible for secondary transport, WFP paid an amount of US\$ 26/mt. Actual average costs for secondary transport amount to some US\$43/mt. This shortfall of funding may have been one reason for the previous mismanagement.



While there are still some occasional problems with store management⁴², it is now, under the new arrangement, ensured that the food aid commodities delivered at port will reach the distribution sites and the planned beneficiaries. However, this direct management by WFP stands somehow against WFP principles to leave management functions to the partners. Therefore, the primary responsibility for food logistics should be gradually be re-transferred to the partners, in concordance with capacity building measures and the establishment of a transparent logistics management system under their responsibility.

During the implementation of the current CP, delays in delivery and problems of inappropriate commodities quality or packing repeatedly occurred. The following instances have been recorded:

- Late deliveries were one reason why implementation of the CP has been delayed and distributions could not be done as planned. At the time of the evaluation, the distribution of food rations at the health centres had been interrupted for three months due to lack of food commodities. Such interruptions adversely affected programme performance and the credibility of WFP and its partners.⁴³
- Some consignments of wheat (from India and Canada) were of inferior quality and not according to Yemeni standards. The recipients used it largely as animal feed.⁴⁴ At the time of evaluation, a consignment of 748 tons of WSB had arrived at the Port of Hodeidah, which was partly infested with weevils. A similar problem occurred with a previous consignment of WSB in Aden – it was spoiled and had to be disposed of. This type of problems adversely affect the efficiency and effectiveness in various ways, by the value losses implied (which are substantial in the case of a high value product such as WSB) as well as by delaying the time of distribution further until a future consignment arrives. Since WSB is a highly sensitive product, it must be ensured that it is properly packed (e.g. in coated bags instead of simple bags as was the case here) and that the overseas transport arrangements are fast and safe. If this cannot be ensured, alternative food commodities to WSB should be considered.
- There has frequently been a problem with the packing of vegetable oil. Some of the vegetable oil (from Denmark) received in Yemen was packed in 9 litre plastic containers. These containers are primarily not strong enough to be stacked as customary, leading to waste and spoilage in the storehouse. Furthermore, the size of the container does not match the ration size of 2.7 litres. Other oil consignments received were more adequately packed in 3 litre tins, but did not carry an expiration date which gave rise to disputes with the Yemeni Quality Control Authority.

There has been slow and sometimes no response by WFP HQ. to requests made by the CO to adjust deliveries, quality of products and packing to the needs of the CP.

The problems with late deliveries or inappropriate type or quality of product can be remedied by local procurement in the country. Under the current CP, three local purchase operations of wheat have been undertaken,⁴⁵ and the WFP CO was very satisfied with the efficiency of the operation

⁴² E.g. storekeepers not present when food deliveries arrive or picked up, cleaning of store, fumigation not made when necessary.

⁴³ See section 3.1.1.

⁴⁴ Ibid.

⁴⁵ Frequent local purchases have been made for the PRRO.



in terms of timeliness, quality and costs. In Table 6, the cost for the local purchases of wheat are compared with the costs of deliveries from abroad.

Table 6 - Cost comparison of local purchases of wheat with deliveries from abroad

Local purchases of wheat				Costs for deliveries from abroad	
Date	Tons	US\$	US\$/mt	Cost items	US\$/mt
14.12.2004	3,122	753,411	241.32	Wheat fob price	145
10.04.2005	2,000	461,448	230.72	Ocean freight and port handling	48
10.2005 (?)	2,074	448,663	216.33	Primary transport	37
Total/average	14,392	3,329,134	231.32	Total costs per mt	230

Source of cost data: WFP CO

As the cost calculation reveals, local purchases can effectively compete with deliveries from abroad, with additional efficiency gains in terms of timeliness and quality of products. Additional cost savings build up from the possibility to arrange delivery of the locally purchased products directly to the governorate warehouses (extended delivery points). Since Yemen is a net importer of wheat, it should also be noted that the locally purchased wheat stems from imports. With an annual import volume of some 2 Million mt of wheat, local purchase operations can rely on a well established network of grain traders, without the risk of disturbing the local grain market.

3.4. Resource management

There have been repeated gaps between resource requirements and availability, adversely affecting the efficiency and effectiveness at all levels of implementation as well as the reputation of WFP and its partners.

Gaps are caused by delayed provision or deliveries of resources, as stated before, as well as by chronic under-resourcing of the programme. In mid-2005, more than two years after programme start⁴⁶ (and one and half years still to go) the CP was resourced at 50 percent of the planned commitments for basic activities.

Resource delays and shortfalls were addressed through ad-hoc decisions, such as suspending or postponing planned distributions, taking out entire governorates from a distribution round, or leaving out first grade students. Such “coping strategies” are not necessarily the most appropriate solution. Efforts should be made by WFP HQ. to match resource provision to requirements and to communicate annual allocations to the CO as early as possible. In turn, the CO and its partners are encouraged to develop priority criteria and contingency strategies for tackling shortfalls.

⁴⁶ Which was already delayed because of lack of resources, see section 3.3. The current resource situation is indicated in Annex 4, Table 4.1.



3.5. Monitoring

A monitoring system of the commodity chain from ports up to the distribution to the final beneficiaries is well established and maintained.

The transactions and stocks from the port (or stores supplied from local purchase) up to delivery to the distribution sites are monitored through the COMPAS system, the actual distribution at schools and health centres by a monitoring team composed of a government staff (MOPH/MOE) and a WFP monitor.

In health centres, monthly monitoring reports are prepared by the health centre staff. Compared to former practice, these monitoring arrangements have helped a lot to ensure proper and efficient distribution.

During schools distributions, monitoring teams check the distribution lists and enrolment figures, the waybills, the distribution procedure and interacts with the headmasters, distribution committee and beneficiary girls. For monitoring Activity 2, the following indicators were used:

- Improved class performance was treated in the logframe as an output, which is in fact an outcome. It is questionable whether it is feasible to monitor class performance in the context of this programme and it is therefore not recommended for use in future logframes. Class performance can be monitored indirectly through completion rates.
- Attendance: Schools maintain records of attendance (an MOE requirement). Aggregated attendance records are not available at district nor governorate level. The field visits confirmed, however, that at school level these data exist, but an effort needs to be made to collate and analyse these at district level and upwards. It should be noted though that attendance records are finally translated in class pass rates and completion rates and it is questionable whether it provides sufficient added value to monitor this indicator separately for the sake of this programme (it obviously remains a necessary tool for the MOE to monitor child performance).
- Class pass rates and repetition rates are also (mostly) available at school level but have not been aggregated and analysed at district or governorate level. For the sake of this programme it may be sufficient to monitor completion of grades 6 and 9.
- Drop-out rates: Again these data are available at school level but not compiled and further analysed. Drop-out rates recorded at school level are often a combination of drop-outs, migration and class repetition rates.

The data and observations are recorded in a monitoring report by governorate which is then compiled in a monitoring report by distribution round.

Little performance monitoring (monitoring outputs, outcomes and impacts) has been done so far. The CO has however initiated a process of establishing outcome monitoring, based on a modified WFP format. A proper logframe with a set of clear indicators for measuring relevant outputs and outcomes would be a prerequisite for performance monitoring.



Reliability of the database for Activity 2

The data collected was used by the WFP CO to build a database recoding enrolment levels of boys and girls since the distributions started, in May 2003. Though it was found to be a valuable tool for monitoring, the evaluation team underlined a number of errors and inconsistencies which calls for further efforts on the quality checking of the database. In analysing the data base figures and comparing them with enrolment records at schools visited during the evaluation mission , it was found out:

- There are discrepancies between enrolment figures of the two data sources. Apparently there is no single clear mechanism for recording enrolment at school level and for monitoring by the distribution monitoring teams. Possible reasons for such discrepancies are different timing of recording enrolment (enrolment at the beginning of the academic year is different from the enrolment at the end of the academic year) or different treatment in recording of drop-outs, migration, class pass/repetition at the end of the school year. There should be a clear and unified procedure.
- Boys' enrolment rates have generally been recorded less accurately and sometimes not recorded at all when separate boys' classes. This created bias in the interpretation of gender gap trends, boys being recorded one year and not the following, which artificially enhanced the relative weight of girls.
- As schools, districts and even governorates are added and deleted from distribution rounds for a number of reasons, the aggregated data at national level in the database do not fully represent the same supported schools over time. This leads to inconsistencies when calculating enrolment rates over time. This problem could be addressed introducing into the data base the categories of continuously/not continuously supported schools, so that it is possible to compile time-series data for the continuously assisted schools only.

Furthermore, it was found that figures in the database do not always add up correctly (even though the database is compiled in Excel) which leads to some significant errors. It is necessary to screen the database for inconsistencies and data entry and formula errors in order to ensure that it remains a reliable source for planning, monitoring and evaluation.



4. ASSESSMENT OF RESULTS AND EFFECTIVENESS

4.1. Effectiveness

How effective has the implementation of the CP been in achieving its objectives? To do this assessment, the planned purposes and outcomes of the interventions shall be compared with tangible results which have been achieved or are likely to be achieved.

4.1.1 Nutritional support to malnourished women and children

Presumed effectiveness lacking data-based backing

The objective of the first CP activity as stated in the project document was to improve nutrition and health status of mothers and children under 5, through increased food intake and the application of better nutrition and health practices. Thus, the food rations provided at the health centres serve a dual purpose: to directly contribute to an improved nutritional status and to be an incentive for making use of the health and nutrition education and services offered there.

There are hints that the activity works towards reaching its objectives, although clear evidence is constrained by lack of data. Indeed, given the unavailability of a database, little can be ascertained of how much attendance has increased in the health centres and whether such increase is due to food distributions, seasonal diseases (e.g. malaria), vaccination drives, or other factors. Systematic data collection on attendance and nutritional status in the health centres started at the beginning of 2005. While these data could represent a useful basis for programme monitoring and evaluations, they are not kept in a central and accessible way for easy reference and analysis. These issues presented a major problem for evaluating the outcome-level results of Activity 1, data being recently available but not in a usable format. Besides, given that no baseline or systematic follow-up data has been collected regarding the nutritional status of the targeted population, no firm conclusions could be drawn as to the improvements achieved. In the same way, no target levels on planned achievements were defined.

Where the MCHN services exist and where the food is available, the health centre is able to draw malnourished individuals to benefit from the nutrition and consequently other health services available.

From verbal accounts upon the visits conducted in the health centres and from looking into some of the computerized data, it was clear that attendance has increased in the assisted health centres. All accounts also – including discussions with participating mothers – link attendance to food availability. When there was no food (as during the time of the evaluation mission), attendance was significantly going down. The benefits from increased attendance at the health centres are mainly the increased opportunity to reach malnourished children and mothers, as well as the increased utilization of pre-natal services, nutrition education services and other medical services.

Besides, an evaluation of growth monitoring charts of children⁴⁷ reveals that 63 percent of assisted children who completed a ration period achieved weight gains and moved from malnourishment to an improved nutritional status. This was confirmed by a very rough look at


⁴⁷ Nutrition Support to Vulnerable groups, Yemen Country Programme 2002-2007, Activity 1.



the growth monitoring charts available at the health centres (sometimes the charts are kept with the mothers), which showed a consistent improvement in the nutritional status of children under-5 when they attended regularly (monthly). The information on the weight gain of pregnant and lactating mothers was not available systematically.

Unintended negative effects of food aid


Some unintended negative effects of the increase in attendance were noted. First, the increase in attendance at the health centre triggered by food distribution, has generated new difficulty in performing nutritional education, at times when the centres are overcrowded.

Furthermore, discussions with participating mothers revealed that most were not aware of the rationale behind the beneficiary selection. Many thought that the eligibility criteria for receiving food rations was not solely the nutritional status (weight in this case) but also included need or socio-economic condition. This could be attributed either to a) the lack of time spent on explaining the targeting criteria to the mother, or b) the fact that the ration does not include a  of high nutritional density and quality (such as blended foods).

Health and nutrition education appeared to remain weak at the health centres, depending on staff availability, paradoxically hampered when food is available. Only if these services are effective can it be expected that it will eventually lead to improved nutrition and health practices applied by the clients.

No data were available on the effects of the rations provided to TB and Leprosy patients.

4.1.2. Promotion of access to education for girls

The stated objective of this activity was to increase gender equity in terms of access to and completion asic education, through increased enrolment rates, stabilised attendance and reduced female drop-out rates, to be achieved through:

- 1) increased enrolment of female students (10 percent increase per year);
- 2) reduced disparities in enrolment and drop-out rates between boys and girls (girls: 40 percent);
- 3) increased completion of primary education by girls.

The following Tables 7 and 8 show the performance of the activity in terms of meeting the targets set for increasing enrolment of girls (10 percent per year) and the share of girls enrolled (40 percent of enrolled pupils are girls by 2006).⁴⁸

Since the first distribution of rations was at the end of school year 2002/3, an impact on enrolment rates of girls could only be expected in 2003/4.



⁴⁸ Based on figures of the WFP project database.



Table 7 - Number of girls enrolled in WFP supported schools, by grade

Grade	2002/3	2003/4	2004/5
1	17 463	43 235	36 170
2	13 036	18 470	28 990
3	9 761	14 599	14 176
4	7 653	10 507	11 558
5	4 719	7 740	7 493
6	3 399	5 006	5 534
7	1 755	3 139	3 156
8	1 187	1 866	2 155
9	927	1 536	1 412
Total	59 900	106 098	110 644
Annual increase	-	77%	4%
Overall increase	-	-	85%
Planned number of rations	85 400	94 920	104 430
Difference actual vs plan	-43%	11%	6%

There was a very high increase of 77 percent in girl enrolment between 2002/3 and 2003/4, and in the following year 2004/5 girls' enrolment increased by further 4 percent. The overall increase in the two years from 2002/3 to 2004/5 has been 85 percent. The highest percentage increase in number of enrolled girls was recorded in grade 1 in 2003/4, after families witnessed the first distributions in May 2003. In the third year of the programme the number of girls that enrolled in grade 1 was lower than in the previous year. This can be explained by a 'backlog' of girls who were enrolled after the programme had started and induced families to enrol also daughters who were older than six years. This backlog, absorbed in 2003/4, had largely disappeared in year three (2004/5 – therefore the reduction in grade 1 enrolments compared to the previous year, albeit still high in absolute terms.



Table 8 - Enrolment of boys and girls in WFP supported schools⁴⁹

Year	2002/3		2003/4		2004/5	
Grade	boys	girls	boys	girls	boys	girls
1	18,580 (55%)	15,377 (45%)	26,403 (44%)	33,731 (56%)	19,598 (41%)	28,432 (59%)
2	16,668 (60%)	11,309 (40%)	15,585 (52%)	14,398 (48%)	15,677 (41%)	22,451 (59%)
3	15,030 (64%)	8,273 (36%)	15,768 (59%)	11,070 (41%)	13,254 (56%)	10,404 (44%)
4	13,779 (68%)	6,392 (32%)	13,283 (64%)	7,607 (36%)	12,812 (60%)	8,530 (40%)
5	11,707 (75%)	3,799 (25%)	11,571 (67%)	5,582 (33%)	10,499 (66%)	5,313 (34%)
6	10,529 (80%)	2,623 (20%)	9,642 (73%)	3,511 (27%)	8,951 (69%)	3,959 (31%)
7	8,755 (86%)	1,386 (14%)	8,230 (78%)	2,257 (22%)	7,139 (76%)	2,313 (23%)
8	6,852 (88%)	929 (12%)	6,681 (83%)	1,340 (17%)	6,195 (80%)	1,575 (20%)
9	6,854 (90%)	721 (10%)	6,321 (85%)	1,109 (15%)	5,718 (85%)	1,026 (15%)
Total	108,754 (68%)	50,809 (32%)	113,484 (58%)	80,605 (42%)	99,843 (54%)	84,003 (46%)

The figures in Table 7 show that the number and share of girls enrolled in the first grades has substantially increased after programme start. In fact, more girls than boys have been newly enrolled from 2003/4 onwards. The figures also show that more girls are retained in school than used to be before (higher percentages of girls in higher grades compared to year 2002/3).

The increase in enrolment leads generally to larger classes, in some cases even to overcrowding, with possible adverse effects on the quality of teaching. On the other hand, teachers also reported that a larger number of girls in a class can also have a positive influence on the working atmosphere (competition). There were no data available on the number of teachers, particularly female teachers, and whether this number has been increased to cope with the increased enrolment. In general, the education sector enjoys a high priority in national development, and many new schools have been and are being built. Interviews with teachers, students and parents also suggest an overall change in attitude in favour of girls education.

⁴⁹ In order to avoid a biased reading of the data gathered on enrolled girls and boys, schools showing girls-only records were not considered in the total enrolment figures as showing in Table 8. Indeed, the WFP database proved to report boys and girls' enrolment inconsistently from one distribution to the other (taking girls into account only for some and both for others). Considering schools with boys *and* girls records at every distribution allowed for more plausible results. This explains the different figures for girls' enrolment from Table 7.



Evidence on the activity’s effectiveness in achieving the objectives 1) and 2) has been provided in Tables 7 and 8. During the three years of project implementation, total girls enrolment increased by more than 80 percent (77 percent in the second, further 4 percent in the third year), i.e. much more than was anticipated and set as target. The planned effect on gender equity in enrolment has also been reached, and exceeded the expectations as well. The share of girls in total enrolments of WFP supported schools⁵⁰ increased from 32 percent in 2002/3 to 42 percent in 2003/4 and to 46 percent in 2004/5.

The enrolment rates of girls in the first grade were, as would be expected, particularly impressive. However, the figures of girls’ enrolments in higher grades, presented in Table 8, also suggest that a larger share of girls have been retained in school and are attending the higher grades since the project has started.⁵¹

The effect of the project on girls’ enrolment becomes particularly noticeable when WFP assisted and non-assisted schools are compared. This has been done, as an example, for the schools in two districts.⁵²

As can be seen in the following Table 9: while girls’ enrolment in the assisted schools increased by 52 percent and 110 percent between 2001/2 and 2004/5, it increased by 7 percent respectively 9 percent in the non-assisted schools. Interestingly, also the non-assisted schools show a certain, though much smaller, trend towards increased girls’ enrolment. This is in line with the team’s perception of a general conducive atmosphere and increased awareness towards girls’ education in Yemen. The project benefits from this trend and reinforces its momentum.

Table 9 - Comparison of enrolment in supported and non-supported schools

in Gail Omer District, Hadramout Governorate

Year	Supported schools			Non-supported schools		
	Boys	Girls	Total	Boys	Girls	Total
2001/2	1414	657	2071	1458	680	2138
2004/5	1588	1000	2588	1473	726	2199
% increase	12%	52%	25%	1%	7%	3%

in Al Mela District, Lahj Governorate

Year	Supported schools			Non-supported schools		
	Boys	Girls	Total	Boys	Girls	Total
2001/2	1817	680	2497	1868	1107	2975
2004/5	1917	1488	3405	1814	1206	3020
% increase	6%	119%	36%	-3%	9%	2%

⁵⁰ Girls only schools excluded.

⁵¹ In 2002/3 the first distribution was at the end of the school year, so it can be assumed that the enrolment of girls has not yet been influenced by the project.

⁵² In Al Mela district, Lahj Governorate, and Gail Omer district, Hadramout Governorate.



While food assistance is a major decisive factor for encouraging girls' enrolment and retention of girls in a school, there are also other factors which work in the same direction. These included:

- **Safety, hygiene and distance:** The construction of a new school building or extra classrooms and facilities such as toilets, water provision and a secure wall around the school. A new school could reduce schooling distance for the girls.
- **Female teachers:** The recruitment/ presence of female teachers or a female headmaster.
- **Second generation education:** The fact that a school had been in an area for more than one generation (more frequent in former South Yemen), so more parents who had been to school themselves were more likely to send their daughters to school.
- **Education with a purpose:** Schools in Hadramout Governorate had been promised by the district council that their girls would receive a one year training course at the local HC to become health assistants/assistant midwives after completion of primary school. Equally the nearby presence of a secondary school encouraged parents to send their daughters.
- **Other cost reduction initiatives:** UNICEF support in terms of school books, notebooks and stationary.
- **Attitude change and related lobby work:** Some change in attitude of parents (although the evaluation team found it difficult to define this in concrete terms). District officials who were actively lobbying parents to let their girls go to school.

It is effectively impossible to isolate the impacts of each factor, including food aid, especially when these factors overlap or coincide with the timing of the WFP food assistance. Still, some anecdotal evidence has led the evaluation team to believe food should be attributed a large share of the noted increase of girls enrolment. In some instances, food aid could be identified as the single positive factor encouraging girls enrolment and retention of girls in a school⁵³, sometimes in a very effective manner. This was revealed in communities where the school or children did not receive any other support than the WFP food aid or, as in Table 10, comparing WFP supported and non-supported schools, both having benefited from another type of support (here the construction of a new building).

Table 10 - Comparison of enrolment in supported and non-supported schools benefiting from a new building⁵⁴

School	Al Wahbi (supported)		Neighbouring 1 (non-supported)		Neighbouring 2 (non-supported)	
	2001/02	2004/05	2001/02	2004/05	2001/02	2004/05
Nb Girls	64	93	225	233	201	129
Increase (%)	45,31		3,56		-35,82	
Nb Boys	99	84	343	297	232	173
Increase (%)	-15,15		-13,41		-25,43	

Source: Lahj governorate' School Feeding Director's office

⁵³ See Annex 4.3.

⁵⁴ Even if between the two reference academic years, the number of schools has changed due to restructuring (additional teachers / buildings...), it is assumed that the number of children is still comparable.



The fact that many other factors play a role is positive in itself and WFP and its partner MOE should pro-actively use the conducive environment to encourage other actors to come in with complementary support. The effectiveness of this type of intervention on the one hand, and the limited WFP resources on the other hand, would also justify advocacy and efforts to obtain funding (e.g. from GoY, bilateral donors) for extending into other areas which cannot be covered with the given WFP resources.

4.1.3. Effectiveness in contributing to overall CP goal

With regard to its contribution to the overall goal of the CP, namely to enhance household food security, the following can be stated:

- There is a direct short-term effect of the distribution of the rations at health centres and schools on household food security of the beneficiaries. Most beneficiaries (including parents of students) claim that they take the rations home and share it with their household members, thus appreciate the ration as a substantial contribution to their household food budget. Other forms of “incentives” than food would be less effective in this regard. Depending on the household size, one ration distributed lasts around one month or less.
- The possible long-term effects on household food security are rather indirect, through human capacity building. Well educated girls and healthy children are likely to be better able to cope with future livelihood challenges, including food security.

4.2. Targeting Efficiency

WFP’s main activity in Yemen targets all girls attending school irrespective of their poverty and food security status, in line with its main objective to close the gender gap in education which does not leave way for differential treatment of girls. It can nevertheless be assumed that WFP reaches a large extent of poor and vulnerable households through this activity, given its geographic targeting system focusing on districts where poverty and food insecurity is concentrated.

The situation is different as regards the MCHN activity. Though it can be safely assumed that the majority of the beneficiaries who actually receive food rations are eligible according to their poverty and food security status, it is also clear that the majority of potentially eligible persons are left out. This is due to the following reasons:

- 1) The assistance is only channelled through HCs which are fully equipped for MCHN services (in 45 out of 85 districts selected for CP interventions). There are good reasons to assume that those HC which were excluded, due to inadequate facilities, are located in the poorest areas.
- 2) The HCs which are supported are located in the district centres: Apart from surrounding villages, the largest part of the rural areas are not reached.
- 3) Due to resource constraints and the quota system applied in allocating a number of rations to a HC, even a big proportion of those people who have access to a HC and qualify for assistance cannot be attended.



One could argue that helping a few is better than doing nothing. However, considering the severe and widespread problem of child malnutrition in Yemen, it is obvious that the activity, as it is designed and implemented, can at best make a *marginal contribution* to alleviate the problem. Alternative and much broader based approaches, and a concerted strategy of all relevant stakeholders, are required to achieve a major and badly needed change.

Certain improvements in targeting are also possible under the current approach, such as:

- 1) Concentrating on children under 2 years of age: While the nutrition activity targets all children below 5 years of age, reports from the centres suggest that the majority of children attending regularly are below 2 years of age (which coincides with the completion of their first full cycle of vaccination). Children under 2 is also the age group in which most catch-up growth and development occurs.
- 2) Selection criteria for women: For pregnant and lactating mothers, the weight criterion used for targeting is questionable. The most widely used criterion for screening the nutritional status of pregnant and lactating women is mid-upper arm circumference (MUAC), and pregnancy weight gain monitoring charts. There needs to be also the option to include malnourished lactating women who had not been part of the programme during pregnancy.
- 3) Targeting of health centres: If the resources remain insufficient to cater for all eligible persons in the presently supported 45 centres, a reduction of the number of assisted health centres should be considered, so to be able to service all women and children meeting the criteria of eligibility. WFP and partners should explore alternative approaches to reach out to those who do not come to the centres (for various reasons relating to geographic spread or opportunity cost of travel), like tagging nutritional screening campaigns to immunization campaigns, giving a food incentive to mid-wives in remote health units to do out-reach for women and children in their area of operation, etc.

In any case, improving the targeting efficiency of the MCHN activity requires the establishment of an appropriate data base.

4.3. Cost-efficiency

The CP Yemen is a relatively costly operation. Out of its total budgeted costs of US \$ 58Million (47 Mill. WFP and 11 Mill. GoY contribution, see Table 3), the value of the food commodities is US\$ 20 Mill. and another US\$ 20 Mill. are other direct operational costs⁵⁵ (DOC excluding food).

A break down of the budgeted direct operational costs (DOCs) by the average number of beneficiaries per annum leads to US\$ 76 per beneficiary p.a. for Activity 1 and US\$ 50 per beneficiary p.a. for Activity 2, the latter based on the distribution of three rations p.a. These costs are on the higher range but comparable to other projects. A major factor contributing to the high delivery costs are relatively high ITSH⁵⁶ (due to difficult terrain, poor infrastructure, security provisions), amounting on average to some US\$ 122 per MT for Activity 1 and US\$ 90 per MT for Activity 2, about 50 percent of the c.i.f. value in the case of wheat.

⁵⁵ The other DOCs include international and local transport, handling, storage and insurance costs.

⁵⁶ Inclusive of port charges.



Another aspect of cost-efficiency refers to the cost of a ration to WFP in comparison to its value to the beneficiaries. The comparison of the domestic wholesale prices of wheat with the procurement and delivery costs to WFP was shown in Table 6, in connection with the costs of local procurement operations. It reveals that there is no significant difference between the costs to WFP and the current market values of wheat in Yemen. The same applies to vegetable oil, the other major ration component: While the procurement and delivery costs to WFP are around US\$ 900/MT, the current wholesale price of vegetable oil on the domestic market is around the equivalent of US\$ 875/MT.

For the third major food aid commodity WSB, used in the MCHN component as ration for malnourished children, there exists no local market price since this product is not available on the domestic market. Here, however, as pointed out before,⁵⁷ WSB is a highly sensitive product and there is a high risk of spoilage, affecting the cost-efficiency of its use.

4.4. Sustainability

In assessing sustainability of CP, the team looked beyond the potential for sustaining activities themselves, clearly dependent on further WFP support and focused attention on the sustainability of effects. If WFP's assistance ceased at this point, its effects would remain: the massive enrolment of girls in school can be considered as a definitive change to the girls who received education and it can be assumed that a contribution to improved nutrition will have long-term effects for the beneficiaries in terms of an improved physical and mental capacity. As stated before, there is increased attentiveness in the Yemeni society in favour of girls' education and WFP supports this trend. Thus, it can be assumed that if girls' enrolment would certainly go down in the case of a WFP phase-out, it would probably not reach the preceding low levels with some parents continuing to retain their daughters in school, even without food assistance.⁵⁸ It can also be assumed that a contribution to improved nutrition, achieved under Activity 1, will have long-term effects for the beneficiaries in terms of an improved physical and mental capacity.

Sustainability can, however, and should be further strengthened. Deliberate efforts should be made, for example, to make the interventions less dependent on the single and massive WFP support, e.g. by cooperation with other agencies, transferring certain functions to the partners, and exploring other potential sources of funding (incl. increased GoY contributions). Such efforts are part of an exit strategy to be developed, also in view of the precarious resource situation of WFP.

⁵⁷ See Section 3.3.

⁵⁸ Parents interviewed during the mission often indicated that they would send their daughters to school irrespective of the food rations. The answers to these question need to be treated, however, with caution since it would be socially unacceptable to publicly state that the food ration is the only reason to send a daughter to school.



4.5. Gender equity in programme implementation and results

Gender equity is the focus and explicit objective of all activities implemented under the CP.

In programme implementation and management functions, women are still rarely involved, apart from the HC staff. More female teachers are urgently required to further promote girls' enrolment, and the agencies involved in education sector development, including WFP, should jointly seek ways and make deliberate efforts to facilitate this.

The WFP CO has two national female professional staff members in charge of two of the activities.



5. CONCLUSIONS AND RECOMMENDATIONS

5.1. Conclusions

The objectives of the CP, the gender focus and the fields of intervention are fully in line with national development objectives and priorities.

In terms of planning, the CP and part of its components have benefited from the use of VAM for area targeting and the development of a clear set of criteria for the selection of health centres and schools to be supported.

There was, however, a number of deficiencies in the planning process which hampered the efficiency and effectiveness of programme implementation. Problems were identified with regard to:

- The development and use of the logframe format;
- Little coordination with other agencies in programme design;
- Lack of baseline data for Activity 1;
- Planning of Activity 3;
- Resource planning.

Implementation of the CP has substantially improved compared to the previous CP, particularly with respect to the establishment and functioning of a largely leak-proof commodity chain from the ports up to the distribution sites, appropriate mechanisms for food distribution and effective monitoring system to verify whether the food actually reaches the intended beneficiaries. A good working relationship prevails between the WFP CO and its partners (MOPH, MOE).

Yet, the programme still suffers from a number of problems and constraints which affected the efficiency of the operations and the effectiveness of programme achievement. This refers to:

- Delays and shortfalls in resource availability and the lack of clear criteria and guidelines to tackle such frequent limitations;
- Little effective cooperation and coordination with other organisations operating in the same fields;
- Limited capacity of partners;
- Centralized structures and top-down approaches in decision making;
- Quality and packing of food items, not always appropriate;
- Lack of performance monitoring, focus on quantity aspects rather than quality aspects and results (applies particularly to Activity 1).

Regarding overall performance, the CP has been highly effective, particularly with regard to its main activity and achieving the objectives of increased girls' enrolment and closing the gender gap in basic education, in spite of the still existing constraints and problems listed above. The effectiveness is less obvious in the case of Activity 1; and Activity 3 has not been implemented.

The results already achieved can and should be further consolidated by continuing what has already proven to be working and successful, by effectively addressing the still existing constraints and by making the necessary adjustments in planning and implementation.



5.2. Recommendations

5.2.1. Overall CP ⁵⁹

- 1) The WFP CO should work on developing a clear, realistic and consistent Logframe, including hierarchy among objectives, appropriate and verifiable indicators, related activities and relevant assumptions, as basis for planning, implementation and monitoring of the CP as a whole and of the activities. Moreover, any re-planning during the course of programme implementation should be well reflected in the Logframe.
- 2) The WFP CO should review area and beneficiary targeting in the light of new data on poverty and food insecurity. New data and analysis on the problems of poverty and food insecurity have, for example, become available through the FAO FIVIMS study and should be considered.
- 3) Contingency planning should be developed to cater for delays or shortfalls in resource availability. New and current data on poverty and food insecurity could be used to determine priority criteria for interventions in case of delays and shortfalls and develop guidelines for operators.
- 4) In order to achieve synergy effects, the WFP CO should be more proactive in achieving effective coordination and cooperation with other agencies operating in fields of child health and nutrition, education and women empowerment.
- 5) Annual budget plans and priority needs should be reconciled with available resources as soon as known at CO level. Hence, WFP headquarters should communicate the resource allocations as early as possible to the CO, to allow sufficient lead time for the CO and its partners to draw a new adjusted plan.
- 6) WFP HQ. should respond to requirements of the CO in terms of timing of deliveries, packing, type and quality of products. Local procurement should be considered as an alternative as long as economically justified. There is apparently a need for improved communication between WFP CO and WFP HQ.
- 7) WFP CO should work towards gradually increasing the role of the Government partners in logistics management and carry out related capacity building efforts.
- 8) Efforts to establish systems of outcome and impact monitoring should be reinforced, based on the Logframe to be developed (see recommendation 1).
- 9) The WFP-CO should involve the sub-offices more strongly in planning, implementation, monitoring and particularly networking with the partners and other organizations operating in the same fields at district and local level.
- 10) Training for capacity building of partners should be intensified, such as for project planning (including Logframes, see above), monitoring, building-up and management of data bases, and logistics management.

⁵⁹ Recommendations 1 and 2 are particularly relevant for preparing the next CP.



5.2.2. Activity 1: support to malnourished mothers and children

- 11) Given the critical dimension of the problem of malnutrition, concerted, substantial and determined efforts are called for from the GoY and all relevant organizations concerned with mother and child health and nutrition issues (UNICEF, WHO, WFP, NGOs).
- 12) WFP CO should improve the information basis for health and nutrition interventions and consolidate the induced data collection system, through:
 - Conducting a baseline survey to inform on the nutrition situation and set benchmarks. This will enable programme staff to set the targets and to plan resources accordingly;
 - Introducing a standard monitoring system at the health centres (standard formats and instruments, incl. realistic, feasible and tangible indicators) and providing respective training;
 - Establishing a data base at central level for compilation of the monitoring data and analysis.
- 13) WFP should ensure, as much as possible, that all mothers and children attending a health centre and qualifying for assistance, are actually assisted. Either the amount of resources for this activity must be increased according to the needs (preferred solution), or the number of assisted health centres should be reduced (second best solution). In the latter case, priority criteria for selection will have to be defined, taking aspects of vulnerability, efficiency and effectiveness into consideration.
- 14) The screening and targeting criteria for mothers (e.g. application of MUAC) and children (restriction to children under 2 years of age) should be reviewed and possibly revised.
- 15) Health and nutrition education should be promoted, according to possible following leads:
 - Providing standard basic health education to students in the higher grades (grades 5-9). Girls in this age group often drop-out of school for marriage and can be equipped with relevant nutrition skills before getting married. Female staff in health centres are highly motivated to provide such skills training and this should be encouraged. This would have the further desirable effects: Increased number of female staff working at schools and linking both activities implemented under the CP.
 - Tagging nutrition and health education to literacy classes. Again, if Activity 3 takes off in the form of support to adult education, this would also link CP activities.
- 16) WFP CO should proactively encourage cooperation with partners involved in health and nutrition activities regarding joint programming and implementing of activities, such as joint malnutrition screening, combining nutrition education with vaccination drives of the MOH, sharing experiences on community nutrition outreach with UNICEF, etc.



5.2.3 Activity 2: promotion of girls' education

- 17) The criteria for school selection should be reviewed and revised and the process of selection of schools within targeted districts should be as consistent as it is transparent.
- 18) WFP CO and MoE partners are encouraged to regularly screen the database for data entry or formula errors and inconsistencies.
- 19) WFP CO should review and revise the system of recording and monitoring at all levels, including determining an appropriate and feasible and tangible set of indicators, serving the purposes of distribution tracking (incl. records of advanced rations, gaps and back-payments) and performance monitoring. Capacity building measures could ensure that the data are properly recorded, compiled and analysed.
- 20) An advocacy strategy on girls' education is to be developed. WFP should also use its experience and monitoring results on schools and school performance as to encourage other actors both at national as well as governorate level to provide complementary inputs and support.
- 21) The reduction of distribution rounds from 3 to 2 (with the same total amount of food provided as rations) could be considered, in order to save time and resources which can be used for other urgent purposes, such as capacity building and refining the monitoring system. In deciding on the number of distribution rounds, the pros and cons for each approach have to be carefully assessed (costs; capacities; storage space at schools; number of contacts between teachers, parents, MOE and WFP staff; use of food if double rations are distributed at one time, etc.).

5.2.4 Activity 3: women's empowerment

- 22) Regarding the third activity which was not implemented, three options are proposed to deal with this activity:
 - Discard the activity and use the resources allocated for his activity to support one or both of the other activities (actually an amount of some 1,100 MT of commodities has already been "borrowed" by the other activities).
 - Apply a flexible approach to food assistance, by providing food on ad hoc basis as a complementary input where it makes sense and where the provision of non-food inputs (technical assistance and non-food items) is ensured from other sides. This definitely depends on a close cooperation with other organizations: Negotiations with IFAD regarding a planned micro-credit scheme are underway, where WFP would provide a food-for-training component.
 - Promote adult literacy training. Such activity would positively relate to the other activities of the CP, thus link up all activities in the CP – such link between the activities is missing up to now. Enthusiasm is there among women regarding literacy training. The teachers should be supported with WFP food rations. Participating women would not necessarily have to be supported, because there is enough motivation to attend literacy courses, not requiring an additional incentive. Furthermore, there would be the risk that parents take out their daughters from school and put them in literacy classes, if the participants of such classes were supported.



6. Lessons Learned

Some general lessons can be drawn from the current CP on the following issues:

1) To what extent and with what effect have the lessons learned from the previous CP been considered in the current CP?

Many of the recommendations of the previous CP Yemen evaluation, conducted in 2000,⁶⁰ have been taken up for planning and implementation of the current CP. This refers, for example, to:

- better area targeting, based on VAM;
- use of the cluster approach in school selection and retain schools in distribution list, once they have been selected;
- introduction of a refined monitoring system, extending up to distribution to final beneficiaries; and
- a revision of logistical arrangements, with the suggestion of WFP playing a stronger role.

As recorded, significant improvements have been realised under the current CP, compared to the previous one, and the efficiency and effectiveness gains can be attributed to changes introduced in respective fields during programme planning and implementation.

Some of the conclusions and recommendations of the previous CP evaluation have, however, been ignored and/or not triggered any response, with the result that the problems continued to exist. This refers, for example, to the issue of delayed food aid deliveries, little coordination and cooperation with other agencies, and inflexibility of resource management according to changing requirements. In designing Activity 3 under the present CP, the findings of the previous evaluation regarding the then poorly performing “Agricultural/Household Food Security Component” have apparently been totally ignored. The following prerequisites for the feasibility of such type of interventions had been identified: community mobilisation and ensured complementary funding and technical support. None of these conditions were affirmed when Activity 3 was designed, with the result of non-performance.

2) Has the use of Logframe improved programme implementation, monitoring and performance?

Another recommendation of the previous CP was to introduce the Logframe planning method, to ensure consistency in programme planning and to have a framework for programme implementation and monitoring. Several attempts to develop Logframes have been done, as said before, but they were quite unsatisfactory. The Logframes, as developed, have been sketchy, incomplete and partially inconsistent. Instead of being usable and useful, they have rather caused confusion. A Logframe can – only - be a useful tool and provide a rational basis for effective programme implementation and monitoring if it is carefully prepared, developed jointly with all relevant stakeholders, continuously updated (and not just replaced by another Logframe!) and actually used for planning, management, monitoring and reporting. Such opportunity has been forgone, possibly due to a lack of skills in properly applying the Logframe

⁶⁰ See Evaluation Report 2001.



method, and/or due to the fact that the WFP Standard Project Report format, not being based on Logframe, does not encourage its use.

3) How to handle resource shortfalls?

The divergence between resource availability and requirements is a frequent phenomenon and has proven to be an impediment to effective programme implementation. Knowing from experience that the threat of resource shortfalls always exists during programme implementation, even if all parties do their best to avoid it, awareness must be there and provisions should be made from the outset, in order to minimise, as much as possible, ad-hoc management of shortfalls, when they occur, and adverse implications for programme performance. Therefore, already at the planning stage, appropriate criteria and approaches need to be defined, in close cooperation with the partners, for how to handle possible resource shortfalls. There are different ways to do this, depending on the conditions, e.g. concentration on essential or core activities which have absolute priority, concentration on certain geographical areas or beneficiary groups, reduction of rations or re-scheduling of distributions.

4) Conditions for an effective use of food aid in development programmes

The experience with different types of food aid interventions suggest that WFP food aid in development operations seems to be most effective where it can embark on an ongoing development oriented activity for which the provision of non-food inputs, resources and manpower capacities is ensured from other sides, and where food, without necessarily being the focus of an activity, addresses critical constraints. These conditions almost ideally applied to the education component, to a certain but lesser extent to the MCHN component (here the provision of free food rations became a prominent reason for attending a health centre, partly crowding out other MCHN aspects), while Activity 3 failed to be implemented because it was designed in a way where development objectives were built around the purpose of providing food rations and neither the source nor the provision of other inputs had been ascertained.

Annexes



Annex 1 - Terms of Reference Evaluation of the Yemen Country Programme 10137.0

1. Background

Though relatively wealthy in ancient times with a self-supporting diversified agriculture, Yemen is today one of the poorest countries in the Arab world.

As a result of centuries of isolation, the country was greatly challenged by the effects of growing globalisation as of the 1960s. The discovery of oil in the mid-1980s combined with the effects of an IMF-led structural adjustment program helped the country recover from strong economic hardship. Still, a civil war onset in 1994 although short-lived, resulted in much infrastructural destruction, rampant inflation and a major devaluation of the Yemen rial.

Today the Yemeni economy is characterized by a high dependence on oil revenues¹, a narrow agriculture base²; and consequently high dependence on food imports³, low tax revenue base and rates of investments in productive activities. Overall the country suffers from long-standing socio-economic issues.

With an average annual income of 460\$ per person and over 40 percent of its population living with less than 2\$ per day⁴, Yemen's 19 million people remain among the poorest in the world.

Over 70 percent of the population live in rural areas and derive their main source of income as subsistence farmers and herders. People employed in administration, industry, construction, service and commerce constitute one fourth of the labour force.

Given low income and limited socio-economic opportunities over 30 percent of the population is considered undernourished surviving with a per capita/per day 2,038kcal (among the 20 lowest in the world). In 2003, 46 percent children below five years of age suffer from moderate and severe underweight, with 53 percent stunted and 12 percent wasted⁵.

Yemen's scarce water resources leave more than 80 percent of the population with less than the minimum standard of domestic supply. In addition, safe drinking water is accessible to less than 70 percent of the population.

Despite some improvements in women's education, the gender gap is among the widest in the world, with only 55 percent of primary school girls in schools. Over 70 percent of adult women are illiterate.

As a result, Yemen is today classified as Low Income Food Deficit and Least Developed Country (LIFDC/LDC) and ranks 148th country over 174 in terms of Human Development Index (UNDP, 2002).

The macro economic situation has improved during the past decade with a major economic stabilization programme in place since 1995. Prospects of development are also rising since the adoption in 2001 of a poverty reduction strategy focusing on employment diversification, health and education and improvement of services in the rural areas.

¹ Oil accounts for 70% of government revenues and 90% of exports.

² Only 3% of total land area is suitable for agriculture (because of water scarcity).

³ 75% of basic food requirements are met through imports.

⁴ In 1998, an estimated 5% of the population subsisted on less than 1\$ per day.

⁵ Source: UNICEF, The State of the World's children, 2005.



With continued tight control over expenditure, a strong growth relying on oil production and considerable agriculture and fishing potential, Yemen could have the resources to back-up its development. Yemeni leaders moreover have made great efforts, with the help of foreign aid, to develop social welfare within a democratic political system.

2. Overview of WFP in Yemen and status of the programme

WFP has been supporting people in Yemen with food aid since the late 1960's.

The current and second Country Programme (2002-2007), formulated on the basis of the national PRSP and in accordance with UN common programming tools, intends to **enhance the capacities of food insecure households to meet their food and nutritional needs** and reduce their poverty in a sustainable manner. In this perspective, it was designed to address food and education gaps in Yemen, focusing particularly on women and children, through the following activities:

- **Nutritional support to malnourished women and children** accounts for about 20 percent of the Country Programme (CP) resources. Food aid and nutrition education are provided to women and children as well as TB and leprosy patients under treatment through 45 health centres in rural areas, in order to improve their nutritional and health status.
- **Promotion of access to education for girls** is the largest component, representing 70 percent of total CP resources. WFP food aid is distributed on quarterly basis as take home rations to encourage parents to send their daughters to school and to help meet the family food security requirements.
- **Support to economic empowerment of women** is the smallest activity, aimed at sustainably improving livelihoods of women, through capacity and asset transfers. It had not yet started by June 2005.

The CP approved by the Executive Board in February 2002 was initially designed for 5 years, from June 2002 to May 2007. In the end, it will in fact have lasted less than 4 years, starting 10 months late and shortened towards the end, for the new CP to be in line with the joint UN programming cycle as of January 2007. Hence the need for an evaluation of current CP to inform future decisions as well as account for the past before appealing again to donors for resources.

A mid-term evaluation was planned to be managed at regional level but the Country Director requested that it be carried by the Office of Evaluation to ensure the stronger accountability. Indeed, high levels of diversion of WFP assistance were pointed out by both an evaluation and audit exercise in 2000. Since then, the Country Office (CO) has put great efforts into food management control, the effect of which should now be assessed.

An OEDE-led evaluation finds its justification in its providing an **independent** view of the CP results, identifying problems encountered or discrepancies of actual results against objectives and formulating recommendations for future options. The **active participation of all stakeholders** involved in the CP is nevertheless necessary to ensure ownership and effective feedback of findings into future actions.



3. Objective and scope of the evaluation

Evaluating the current CP by the end of 2005 will allow **assessing** activities undertaken by WFP under this programme and inform future decisions by **incorporating lessons learnt** into the design of a new phase of WFP-supported development activities in Yemen. Beyond WFP, the recommendations could also possibly inform future joint programming.

Contrarily to the usual practise and as a result of the late start of the CP, the evaluation of the Yemen CP will **not** be able to focus on outcome level results. Looking at such a short time span of 2 ½ years of implementation would not allow to reveal any result beyond outputs (attributable to the CP). However, examining measurable intended and possible unintended achievements since April 2003 will allow making plausible assumptions on likely outcomes to be expected in the future. The general compliance of the Yemen CP to the Enabling Development Policy and to the Enhanced Commitments to Women will also be assessed.

The evaluation intends to assess the extent to which the CP, as designed and implemented, has provided the best possible modalities of reaching intended objectives, on the basis of results to date. With respect to findings regarding relevance, efficiency, effectiveness and sustainability of the current CP, the evaluation will provide leads for designing the next WFP Country Programme in Yemen.

4. Key issues

1. Are CP results satisfactory in terms of effectiveness and sustainability?

1.1. How effectively has the CP been implemented quantitatively and qualitatively, in view of activity outputs?

1.1.1. To what extent has the **main objective of the CP** been achieved?

- What evidence shows that food insecure households better meet their food and nutritional needs or have reduced their poverty?
- Have plans been followed? If not, why not?
 - ✧ Have beneficiaries been reached according to the planned number?
 - ✧ Is WFP reaching the most vulnerable? If not, why not?

1.1.2. To what extent does **each activity contribute** to or limit the overall achievement of the CP goal?

- To what extent has attendance in Health Centres (HC) increased? Are vulnerable areas better covered in terms of health services? What is the disease or malnutrition prevalence/improvement rate? Are the food ration and basket adequate and acceptable (quantitatively and qualitatively) vis-à-vis the livelihood? What are their incentive value and/or income transfer value? Are nutritional practises among WFP beneficiaries more adequate than among non-beneficiaries?
- To what extent has school enrolment of girls increased and can results be attributed to the incentive value of take-home rations (THR)? Has the gender discrepancy regarding enrolment lowered? To what extent has family food security improved and can it be attributed to the income transfer value of THR? To what extent do food rations to teachers maintain school services?



- Why was Activity 3 not implemented? What did WFP CO do to address the constraints/issues that hindered its implementation? What could have been done differently to fulfil the objective of women empowerment?

1.1.3. Have results been achieved in a **timely** manner with respect to objectives?

- What are the reasons for the delay of CP start? Could it have been avoided?
- What are the reasons for the delay of Activity 3? Could it have been avoided?
- Were outputs from Activity 1 & 2 obtained on time according to the plan? What are the reasons for non-compliance?

1.1.4. To what extent were WFP's **Enhanced Commitments to Women met** in terms of (i) food access and control by women; (ii) access to power structures and active participation in decision-making; and (iii) access to resources, education, health, employment, markets and trade?

1.2. What is the potential sustainability of outputs and subsequent probable outcome achievements foreseen?

1.2.1. What evidence could suggest of the **potential (un)sustainability** of the CP?

- What would happen if WFP withdrew from Yemen?
- How do beneficiaries and other stakeholders value the operation?
- Has the CP been formulated according to a participatory process?
- Is the ration distributed to teachers as incentive necessary? How does the CO plan to manage the consequences in terms of sustainability?
- Does food management and logistics being handled almost entirely by WFP – for increased accountability purposes given prior difficulties experienced – not hinder the sense of responsibility of potential future national operators?

1.2.2. To what extent are WFP CP activities integrated into the **national development framework**?

- Has WFP ensured that the CP be coherently integrated within Government of Yemen (GoY) strategies?
 - ⌘ Were national counterparts made to participate to the formulation process and to the on-going in decision-making?
 - ⌘ Is the CP consistent with expressed national priorities (PRSP- %YP or specific policies re school feeding or gender)?
- What is the degree of commitment of the GoY towards contributing to the CP implementation as planned? What is the sharing of responsibilities in that respect? Does it conform to WFP policy regarding CPs?
 - ⌘ Does the GoY structure allow for its sufficient participation to the CP? To what extent do central decision making and heavy bureaucracy impede the GoY's participation? What prospects are opened by the decentralisation in process? What will be the consequences for WFP partnerships?
 - ⌘ Are governmental capacities at stake regarding its participation to the CP?
- Is there appropriate **coordination** between WFP and other agencies (gaps / overlap well managed)?
 - ⌘ Have activities been formulated within a joint process (UNDAF...)?



- ✧ What synergies are at work between WFP and other UN agencies? How much is lacking?

2. Were strategic choices the most appropriate to reach intended objectives? Could better results have been achieved through different strategies?

2.1. Were appropriate decisions made at the formulation stage and during implementation process?

2.1.1. What is the **relevance** of objectives to the needs and to the socio-economic and political context?

- Were possibly limiting socio-economic and political factors taken into account in the design of the CP? Are targeting criteria relevant for each activity?
- Would the same objective remain relevant in the context of today?
- Where is a WFP presence most needed in regards to the overall coverage of needs by aid agencies?

2.1.2. Was the CP appropriately **designed** in order to reach CP objectives (and comply with WFP policies)?

- How did prior projects integrate into the CP?
- Is there an exit strategy?

2.1.3. Could **other modus operandi** provide a good lead to potentially achieve better results?

- Could results be improved by adding a focus on capacity building in future programming?
- Would a participatory approach have positively influenced the design of activities - and thus CP effectiveness?

2.1.4. To what extent did **partnerships** contribute to the best possible performance?

- Are current partners the most appropriate ones? How do they perform? What measures were taken at formulation to appraise potential partners?
- Could WFP's work with partners or counterparts be more effective?

2.2. Has the CP been managed most efficiently and what could be improved?

2.2.1. How has the country office managed **resource** shortfalls?

- How predictably and regularly have resources been supplied to the programme?
- Why were CO requirements disconnected from the RAM allocation?
- Has being resource-short had any negative effects on the CP implementation?

2.2.2. How efficient is food management notably in regards to **logistical** dispositions?

- How have procurement and commodity transport been handled and at what cost? What can be said when comparing in to other WFP THR projects?
- Overall, to what extent could WFP improve its cost-efficiency with similar effectiveness of the CP?



3. How did management systems inherent to the delivery processes adequately contribute to a qualitative performance and how could it have been maximized?

3.1. How did complementary activities contribute to maximizing efficiency?

3.1.1. What elements of **HR management** could have hindered efficient results?

- Is the structuring and number of CO staff appropriate given the needs?
- Is there sufficient quality of skills?

3.1.2. Have staff and supporting counterparts received sufficient training to **build the needed capacities** in view of set objectives?

- How much training has been provided each year to Co staff and counterparts?
- Has sharing experiences on education projects between various WFP offices in the region already demonstrated effective in building capacities or improving effectiveness?

3.2. How have programme management tools supported quality performance?

3.2.1. Were **needs and feasibility** soundly assessed?

- Did the CP formulation rely on studies of food insecurity, nutritional or vulnerability data? Were the studies conducted in a gender-specific and gender-sensitive manner?
- Is baseline data available to measure against results?
- Did the process imply selecting partners or geographic zones? How was it done? Were beneficiaries perceived needs taken into account?

3.2.2. Has a **targeting strategy** been designed? Has it been reviewed in the light of new contextual developments?

- Are targeting criteria - geographic and households – clear?
- Has the targeting strategy been implemented?
- Has retargeting occurred on the basis of vulnerability data collected?

3.2.3. Does the **monitoring system** allow effective follow-up?

- Do reports contain the necessary information? If not, what are the weaknesses? Is it gender-sensitive?
- Is the monitoring system well implemented?
- Could it be improved?

3.2.4. Does the **reporting system** satisfactorily allow analyzing progress of the CP and its activities? Do they allow identifying implementation issues and take corrective measures?



5. Methodology and reporting

The evaluation process will rely on a complementary collection of secondary and primary data and will combine the use of quantitative and qualitative methods. Given its purpose of incorporating lessons into future programming, it intends to involve the Country Office and national stakeholders as much as possible, in an attempt to maximise its learning potential.

To this end, a one-week preparatory mission was carried out in June 2005. It has allowed for a comprehensive collection of existing secondary data that will be partly compiled into a desk review as background reading for the evaluation team.

Basic and most relevant documents to be read prior to the evaluation will be included in a briefing file for the team members. All documentation will be provided by mid-October, 2005. Each team member will be provided with 5 days of contract for documents review, in order to arrive fully briefed.

The in-country evaluation will take place in Sana'a and in relevant rural areas where the WFP programme is implemented. The team will then meet beneficiaries, counterparts, partners and WFP staff.

First days of mission will allow for the evaluation team to be briefed by key informants from WFP, the Government of Yemen or other relevant agencies' offices in Sana'a, starting with the WFP Yemen Country Office. This will also ensure a common understanding of the mission's purpose and scope.

During the field visits the evaluation team will split in two groups, for efficiency purposes. For about 10 days, each team will consult with local authorities, health workers, teachers and parents from beneficiary communities and possible local partners, as well as visit beneficiary schools or health centres, warehouses and examine necessary documents kept at local level.

The collection of evaluation data will be carried through a variety of techniques that will range from direct observation to informal and semi-structured interviews and focus groups when feasible.

The analysis will build on triangulating information obtained from various stakeholders' views as well as with documentation review.

A final phase in the capital will allow the team members to consult again with central key informants in order to refine their understanding of issues and possibly confirm findings from the field visits.

By the end of the mission, the team will have produced an aide-mémoire containing main findings, conclusions and recommendations to share with the Country Office and other stakeholders during a final debriefing. This full-day meeting should also provide an opportunity for the evaluation team and main stakeholders to discuss possible way forward for future action and encourage learning from positive and possibly negative findings put forward.

A first draft of the full report will be ready for circulation and comments by January 1st, 2006. The summary evaluation report will be submitted to the Executive Board for information in June 2006, after being circulated and commented upon by relevant WFP stakeholders. The summary report will contain a recommendation matrix to ensure corporate response to the findings and recommendations.



6. Team composition and sharing of responsibilities

The mission will consist of a 4-person team including the following:

A team leader identified in the person of M. Manfred Metz, in his quality of agro-economist and given his prior knowledge of WFP in Yemen, will take primary responsibility for issues relating to cost effectiveness, notably regarding logistical arrangements and subsequent sustainability of the CP.

The team leader's responsibilities include coordinating and representing the evaluation team. He supervises and organises the overall mission's work, possibly developing an evaluation matrix on the basis of the TORs. He is responsible for drafting the mission's aide-mémoire and main reports in accordance with the TORs and on the basis of each team members' written contributions. The team leader might also be asked to participate to a debriefing in the Regional Bureau (Cairo) with relevant stakeholders, if decided as necessary.

Two team members will look at nutrition/health issues and sociological and overall contextual elements coming into play regarding women promotion.

Team members will contribute to the evaluation process, under the supervision of the team leader and as per assigned responsibilities and participate fully in scheduled meetings. Each team member will provide a written contribution to the aide-mémoire and reports writing for the team leader to consolidate into final documents. Team members are expected to maintain a good team spirit and to develop harmonious and professional working relationships with others.

An OEDE evaluation manager from the Office of Evaluation, identified in the person of Aurélie Larmoyer, will supervise all practical aspects of the mission and assist in field data collection.

The evaluation manager will provide support to the overall evaluation exercise. This includes preparing and participating in the preparatory mission; providing a thorough briefing file to the team members; preparing Terms of Reference and a desk review paper for the evaluation and liaising between team members, relevant WFP headquarters staff and the Yemen CO. The manager will also ensure that the evaluation keeps on intended tracks and that proper support is provided to the team during mission.

In addition to their technical expertise, each team member would ideally have the following qualities: knowledge of WFP policies and procedures; experience in the fields of assistance and evaluation; good analytical and written/verbal communication skills and capability of team work. Proficient oral and written English language is indispensable, oral Arabic would be desirable. Knowledge of the country or region preferable.

The **Country Office** will advise on the timing of the evaluation; ensure that all documents required and necessary in-country preparatory work are prepared in a timely manner; prepare and organize the in-country field visits; facilitate the in-country team work providing logistical support including sufficient working space and equipment and assisting in the organisation briefing/debriefing sessions.



7. Evaluation schedule: timetable and itinerary of the mission

a. Main evaluation steps

Timing	Evaluation task	Additional information / Responsibility
17-23 June, 2005	In-country preparatory mission	OEDE AL & AM, CO, GoY, partners
Sept. 15, 2005	Final TORs ready	Evaluation manager, Team leader
Sept. 2005	Team contracted	Administrative assistant, HR, evaluation manager
Oct. 30, 2005	Preparatory work	5 days for each consultant
Nov. 18-Dec. 10, 2005	Evaluation mission (incl. travel)	Evaluation team, CO, GoY, partners
Dec. 6, 2005	Aide-mémoire drafted	Team leader and members + CO
Dec. 7, 2005	In-country debriefing w/shop	Evaluation team, CO, relevant stakeholders
Dec. 9, 2005	Debriefing w/shop in the regional bureau?	Team leader, Evaluation manager, Regional bureau
By Jan. 1, 2006	Draft reports ready	10 days/team leader ; 3 days/member
Jan. 2006	Internal comments on report	2 rounds
Mar. 2006	Final full report ready and disseminated	Evaluation manager
1 st week of June 2006	Submission to Annual Board	Evaluation manager

b. Mission schedule and itinerary

Travel to Sana'a CO	Fri, 18 Nov.
Briefing in WFP CO	Sat, 19 Nov.
Meeting with stakeholders	Sun, 20 Nov.
Meeting with stakeholders	Mon, 21 Nov.
Meeting with stakeholders upon request	Tue, 22 Nov.
Team 1 & 2 Field visits (to be defined)	From 23 Nov. to 3 Dec.
Travel to Sana'a	Sat, 3 Dec.
Additional meetings with stakeholders upon request	Sun, 4 Dec.
Additional meetings with stakeholders upon request	Mon, 5 Dec.
Aide-mémoire drafted	Tue, 6 Dec.
Debriefing w/shop	Wed, 7 Dec.
Travel to Cairo (team leader and evaluation manager)	Thurs, 8 Dec.
Debriefing in the Regional Bureau? (TL and EM)	Fri, 9 Dec.
Travel back to Rome (TL and EM)	Sat, 10 Dec.



8. Expected outputs

The full technical report should not exceed 50 pages. The team leader will also prepare a short summary report for the Executive board, not too exceed 7,000 words including the recommendation tracking matrix.

Both reports will cover all core issues outlined in the TORs. They should contain a description of the programme assessed and methodology used, an analysis of the findings, as well as conclusions and recommendations, notably in the perspective of a direct use for the formulation of the next phase programme.

The mission being independent and fully responsible for its products, the reports may not reflect WFP's views.

Both reports will be submitted in hard copy accompanied by an electronic version.

OEDE/A. Larmoyer
02/05/065



Annex 2 - Mission Itinerary and Persons Contacted

Thu., 17-11-05	Arrival in Sana'a of three team members: Aurélie Larmoyer (AL), WFP Evaluation Officer Soha Moussa (SM), Programme Officer/Nutrition Service Manfred Metz (MM), Consultant and Team leader
Fri., 18-11	Team meeting: review of terms of reference
Sat., 19-11	<u>WFP Country Office:</u> <ul style="list-style-type: none">- Dr. Mohamed E.-Kouhene, Country Director- Mr. Salman Omer, Deputy Country Director- Mr. Abdallah Al-Wardat, Programme Unit- Mr. Najeeb Al-Shaiba, Programme Unit, education activity- Ms. Nasira Al-Saqua, Programme Unit, MCHN activity- Mr. Abdul Karim Al-Hubaishi, Programme Unit, MCHN activity
Sun., 20-11	<u>Ministry of Education, School Feeding Authority:</u> <ul style="list-style-type: none">- Mr. Hamood Al-Akhrem, General Manager- Mr. Mohammed Yassin, Deputy General Manager- Further staff members of the School Feeding Authority <u>Ministry of Health:</u> <ul style="list-style-type: none">- Dr. Majed Al-Junied <u>UNDP:</u> <ul style="list-style-type: none">- Mr. Abdu Saif, Programme Officer- Mr. Fuad Ali Abdulla, Programme Analyst / Team Leader <u>GTZ:</u> <ul style="list-style-type: none">- Dr. Herbert Bergmann, Advisor- Mr. Ali Nomann, Project Officer <u>UNICEF:</u> <ul style="list-style-type: none">- Mr. Solofo R. Ramarosson, Senior Programme Officer
Mon., 21-11	<u>Ministry of Planning and International Cooperation:</u> <ul style="list-style-type: none">- Mr. Hisham Sharaf Abdalla, Depute Minister- Mr. Ali Al-Muktawaki, Director UN Relations <u>Ministry of Public Health, follow-up meeting:</u> <ul style="list-style-type: none">- Mr. Nagib Abdulbaqi A. Ali, Head, Nutrition Department- Dr. Hamud- Dr. Achmed and other members of the WFP Project <u>CARE international Yemen:</u> <ul style="list-style-type: none">- Mr. Gareth Richards, Country Director- Mr. Adam Taylor-Awny, Technical Advisor <u>WFP Logistics Unit:</u> <ul style="list-style-type: none">- Mr. Nasser, Logistics Officer <p>Evening: Arrival in Sana'a of team member Karen de Jonge (KJ)</p>



Tue., 22-11	<p>Team meeting <u>OXFAM:</u> - Ms. Mageda Elsanousi, Programme Coordinator - Mr. Aiman Travel off to Hodeidah: - 4 evaluation team members - WFP staff: Najeeb Al-Shaiba, Ebtisam Amer, Mr. Waleed Al-Fusail - MoPH: Najeeb Al-Hakiem; Ahmed Al-Azani - MoE: Mohamed Yassen; Abdurazaq Abdulrab</p>
Wed., 23-11	<p>Hodeidah Governorate: <u>Ministry of Public Health:</u> - Mr. Mohammed Said, Head - Mr. Abdu Lelah, Director of School feeding <u>Ministry of Public Health:</u> - Dr. Achmed Burgy, Head - Mr. Abdulla, Assistant Head Mansourji District: - Meeting with Mansourija school headmaster and teachers, schoolgirls and parents; - Visit of Health Centre, interviews of health centre staff and visit of two women beneficiaries at their homes.</p>
Thu., 24-11	<p>Hodeidah Governorate: Hais District: - Visits of two assisted schools: Um Al-Ma'arik & 22nd May school - Visit of one non-assisted school - Visit of Hais Health Centre</p>
Fri., 25-11	<p>Hodeidah Governorate: Team meeting Afternoon - Team splits: - Team AL/KJ travel to Taiz - Team MM/SM remain in Hodeidah and meet with Manager of <u>Elkirshi Shipping & Stevedoring Co. Ltd.</u> (WFP contractor): Mr. Sultan M.O. Elkirshi</p>
Sat., 26-11	<p>Taiz Governorate (Team AL/KJ): - Meeting with Ms Muna Umm Beshair, Heads of WFP Sub-office - Meeting with <u>JICA/BRIDGE Project</u> representatives: Ms Aiko Sakurai and Ms Aya Sonoda - Visit of schools (As Sharif School & Othman Ben Affan School) and El Thawra Health Centre, El Sawl District Hodeidah Governorate (Team MM/SM): - Port visit, accompanied by Mr. Nasser Dheifalla, WFP Logistics officer, in connection with weevil infested Wheat-Soya-Blend also Yemen Standardization, Metrology and Quality Control Authority - Visit of Al-Luhayya school and health centre - Travel to Hajja Governorate</p>



Sun., 27-11	<p>Taiz Governorate:</p> <ul style="list-style-type: none"> - Visits of <i>Asim bint</i> Tabit School and Mo'aza Health Centre in El Mo'aza District - Travel to Aden. <p>Hajja Governorate (Team AL/KJ)</p> <ul style="list-style-type: none"> - Visit of an non-assisted school in Abs district and two assisted schools and Health Centre in Aslam district
Mon., 28-11	<p>Aden and Lahaj Governorate (Team AL/KJ):</p> <ul style="list-style-type: none"> - Meetings: Mr. Athir Nashum, Head WFP Sub-Office Aden; Mr Abdalla Rawa, School feeding director, MOE Lahaj; Mr. Alawi Shihab, Director feeding programme, MOH Lahaj - Visit of Al Wahbi School and Al Melah Health Centre in Al Melah District <p>Hajja Governorate (Team MM/SM):</p> <ul style="list-style-type: none"> - Visit of 2 schools and Health Centre in Toubeni Quais District - Visit of Education Project store in Hajja (witnessed arrival of 14847 bags/742.35 tons of Canadian wheat for next distribution in the Governorate) - Meetings with: Mr. Achmad, Director of Education, Hajja Governorate; Mr. Mohammed A.M. Najdi, Deputy Governor, Local Council; Ms. Faiza Hisham Hall, Project Manager, CARE; Mr. Kaid Abdella Hussein, Project Manager, CARE
Tue., 29-11	<p>Aden and Lahj Governorate (Team AL/KJ):</p> <ul style="list-style-type: none"> - Meetings in Aden: Mr. Gazi Ahmed Ali, Manager Social Fund for Development, Aden branch; Ms. Nadia Agbari and Ms Asha Bdulaziz, Yemen Women Union, Aden branch - Visit of El Eyman and Mohamed Durra Schools and El Musenir Health Centre in El Musemir District <p>Hajja Governorate (Team MM/SM)</p> <ul style="list-style-type: none"> - Visit of CARE Western highland Project site on women empowerment activities at Bait Abo Oreeg Village, Mabyen district - Visit of two non-assisted schools - Travel to Hodeidah (Amran Governorate, planned as next, closed for security reasons)
Wed., 30-11	<p>Public holiday: Team AL/KJ travel to Hadramout Governorate Team MM/SM travel to Sana'a</p>
Thur., 1-12	<p>Hadramout Governorate, Gali ben Yameen District (Team AL/KJ):</p> <ul style="list-style-type: none"> - Visits of Abdullah Ben Ma'od and Othman ben Affan Schools - Visit of Gail ben Yameen Health Centre <p>Sana'a (Team MM/SM) in: Compiling and reviewing field trip data, meeting at WFP office with MM. Abdallah Al-Wardat and Waleed Al-Fusail</p>
Fri., 2-12	<p>Teams compile and review field trip data</p>



Sat., 3-12	<p>Hadramout Governorate, Seiyun District (Team AL/KJ)</p> <ul style="list-style-type: none">- Visit of Ghail Omer El Arid and El Khamra Schools <p>Sana'a (Team MM/SM) meetings with:</p> <ul style="list-style-type: none">- Mr. El-Fateh, Logistics Officer, WFP <p><u>Women National Committee:</u></p> <ul style="list-style-type: none">- Ms. Soha Bashrin, Project Coordinator- Ms. Maha Awad, Evaluation Officer- Ms. Nouria
Sun., 4-12	<p>Sana'a meetings:</p> <p><u>WFP transport contractors:</u></p> <ul style="list-style-type: none">- Mr. Abade- Mr. Abdulwahab A.S. Al Khowlani, Abu Hassan company- Mr. Nabil, Skynet <p><u>European Commission:</u></p> <ul style="list-style-type: none">- Dr Reinhart Bartsch, Team Leader of the Food Security Management Unit <p>Raima Governorate: visit of an assisted school in Salafiya district</p> <p>Team AL/KJ travel to Sana'a Team meeting: field visits debriefing</p>
Mon., 5-12	Team meeting: preparation of Aide Memoire
Tue., 6-12	Debriefing Country Director and Country Office staff
Wed., 7-12	Debriefing WFP Government Partners (MoE, MoPH, MoPIC) Evening: Departure from Sana'a



Annex 3 – References

General Documents

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- Report of the Office of Evaluation, Full Report of the Mid-term Evaluation of the Yemen Country Programme (1998-2001), 12 April – 3 May, January 2001
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 - May Distribution of the School Year 2002/2003, May 7 – June 6, 2003,
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 - Feb. 25-March 30, 2005 (prepared by Neyazi Yassin)
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Annex 4 – Tables

Table 4.1: CP Yemen, Resourcing situation – Food Items in MT

Yemen CP 10137.0

Last update: 08-Jun-05

Duration: 1 October 2002 - 31 May 2007

Activity 1 Nutritional support for malnourished women and children

PPF: Ahmed Ismail

Activity 2 Promotion of access to basic education

Activity 3 Economic empowerment of women

All food figures in MT

Resourcing situation					
ACTIVITY 1	WHEAT	OIL	SUGAR	WSB	TOTAL
Total commitment	14,050	550	550	7,650	22,800
Contributions	7,587	270	280	4,411	12,547
Commitment balance - MT	6,463	280	271	3,240	10,253
Commitment balance - %	46%	51%	49%	42%	45%
ACTIVITY 2	WHEAT	OIL			TOTAL
Total commitment	78,993	4,195			83,188
Contributions	43,312	2,599			45,911
Commitment balance - MT	35,681	1,596			37,277
Commitment balance - %	45%	38%			45%
ACTIVITY 3	WHEAT	OIL			TOTAL
Total commitment	10,250	750			11,000
Contributions	1,000	130			1,130
Commitment balance - MT	9,250	620			9,870
Commitment balance - %	90%	83%			90%
TOTAL FOR CP	WHEAT	OIL	SUGAR	WSB	TOTAL
Total commitment	103,293	5,495	550	7,650	116,988
Contributions	51,899	2,999	280	4,411	59,588
Commitment balance - MT	51,394	2,496	271	3,240	57,400
Commitment balance - %	50%	45%	49%	42%	49%



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Table 4.2 - Comparison of Activity 2 database data and evaluation findings

School name	Location	Year one - 2002/2003				Year two - 2003/2004				Year three - 2004/2005			
		Boys		Girls		Boys		Girls		Boys		Girls	
		database	evaluation	database	evaluation	database	evaluation	database	evaluation	database	evaluation	database	evaluation
22-May	Al hodeidah	190	141	112	103	172	165	174	174	146	190	194	200
Um al marik	Al hodeidah	27	36	15	46	51	48	49	63	54	35	67	63
Al sharaf	Taiz	158	184	83	129	184	190	130	151	189	196	150	168
Othman ben Affan	Taiz	86	75	83	79	72	72	98	99	80	85	112	112
Asim Ben Thabit	Taiz	183	183	35	35	216	218	106	106	247	251	192	191
Al-Faqeed Al-Wahbi	Lahj	74	83	85	74	85	67	81	83	77	84	91	96
Aldura	Lahj	87	66	75	72	99	83	112	101	73	121	113	124
Al Eiman	Lahj	248	214	139	104	250	185	135	116	225	181	130	132
Al Aleeb*	hadhramout	0	0	217	207	0	0	254	253	0	0	235	264
Osman Ben Affan	hadhramout	87	107	135	120	153	179	175	164	190	283	197	230
Gail Omer al Ardh	hadhramout	333	329	129	123	337	330	171	169	366	365	223	215
Al Khamara	hadhramout	140	154	128	127	160	164	151	145	173	181	167	157
tariq ben ziad	hajja	168	178	25	26	179	203	67	66	199	192	113	114
Athurwrah	hajja	113	103	88	108	133	125	147	147	149	134	162	162
Dhe Hani Al-Jabal	Raima	26	25	11	11	33	35	33	33	43	40	37	38
Total		1,846	1,795	1,275	1,290	2124	2064	1883	1870	2,131	2,253	2,071	2,154
Total w/o girls only schools		1,846	1,795	1,058	1,083	2124	2064	1629	1617	2,131	2,253	1,836	1,890
Database reliability													
database-evaluation findings - in value		51		-15		60		13		-122		-83	
database-evaluation findings - in %		2.76		-1.18		2.82		0.69		-5.73		-4.01	
Increase in enrolment : discrepancies in reporting		Boys		Girls									
		actual	%	actual	%								
Increase from database		285	15.44	796	62.43								
Increase from eval		458	24.81	864	81.66								
Reduction of gender gap*		Nb girls outstanding boys			Year 1-2 : reduction of gap by (numbers):	Year 2-3: reduction of gap by (numbers):	Overall reduction of gap by (numbers):	Overall evolution of gender gap in %					
		2002/03	2003/04	2004/05									
Increase from database		-788	-241	-60	547	181	728	-92.39					
Increase from eval		-712	-447	-363	265	84	349	-49.02					

(*): Counting out girls-only school to avoid bias

Conclusion: database will show much larger decrease of gener gap that evaluation sample findings
Probably due to large error margin in database regarding number of boys in schools



Table 4.3 - Enrolment trends in Asim Bint Thabit School, Mo'aza District, Taiz Governorate.

The school is located in an area of a very poor community and the school nor the children received support other than the WFP food aid (no data available prior to programme start).

Grade	2002/3		2003/4		2004/5		2005/6	
	boys	girls	boys	girls	boys	girls	boys	girls
1	40	14	55	71	58	93	45	78
2	18	8	43	14	60	64	40	89
3	26	4	23	8	34	14	67	65
4	24	4	24	4	33	8	33	14
5	19	1	21	4	18	6	19	9
6	21	2	18	1	14	2	19	6
7	16	1	15	2	14	1	12	2
8	8	1	13	1	13	2	10	1
9	11	0	6	1	7	1	13	2
Total	183	35	218	106	251	191	258	266
% increase			19%	203%	15%	80%	3%	39%



Table 4.4 - Trainings Conducted for Counterparts

Trainings conducted for the counterparts for Activity 1

S/N	Kind of training	Participants	Date
1	Up-starting/Orientation	Midwife, Storekeeper, Accountant, health center director and coordinators	June 2003
2	Nutrition Health Education Workshop	Midwives and Primary Health Care Facilitators	Nov. 2003
3	Training workshop on monitoring activities	Project Coordinators at governorate level	Aug. 2003
4	Training workshop on monitoring activities	Nutrition Office staff and coordinators	Dec. 2004
5	Training workshop for the new implementing project staff	Midwife, Storekeeper, Accountant, health center director	May 2005

Trainings conducted for the counterparts for Activity 2

S/N	Kind of training	Participants	Date
1	Log-Frame	Project Director, heads of all departments	Apr. 2002
2	Field enumerators (Targeting survey, School feeding global survey)	Head of all departments, field monitors, school feeding directors in the governorates	Feb. 2003 Dec. 2003
3	Reporting and monitoring the FFE activity (Enrollment, attendance and commodity register)	Head of all departments, field monitors, school feeding directors in the governorates	Continuous
4	Data-Base management	IT staff	Continuous
5	School records and commodity handling and register	School principles and feeding directors in the governorates	Sep. 2004
6	Gender Awareness (ECW)	Deputy director, head of some departments, field monitors	Dec. 2004
7	FFE country visits Pakistan Egypt	School feeding director and deputy School feeding director only	Apr. 2005 Sep. 2005

Trainings conducted for the counterparts – Logistics (training are done on continuous bases)

1. Warehouse Management
2. Surface Transport and Contracting Management

Trainings conducted for the counterparts – VAM

Participatory Rapid Assessment (PRA)



Annex 5 - Map of Targeted districts under WFP Country Programme (2002-2007)

