

## DJIBOUTI DEVELOPMENT PROJECT 200498

Support for the National School Feeding Programme	
Number of beneficiaries	17,900
Duration of project	January 2013 – December 2017
WFP food tonnage	5,200 mt
Cost (United States dollars)	
WFP food cost	US\$2,873,023
Total cost to WFP	US\$5,235,503

### EXECUTIVE SUMMARY

This development project responds to the Government of Djibouti's request for support in establishing a viable, sustainable, nationally-owned school feeding programme consistent with the Government's efforts to guarantee basic education for all children.

Building upon the recommendations of the 2012 external evaluation of the current school feeding project, the project will aim to: (i) increase access to education for all children in targeted rural pre-, primary and middle schools in line with Strategic Objective 4 ("Reduce chronic hunger and undernutrition"); and ii) enhance the capacity of the Government to formulate a national school feeding policy and establish a sustainable national school feeding programme that is integrated into Djibouti's wider education sector policy in line with Strategic Objective 5 ("Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase").

Capacity development efforts will also focus on national capacity in monitoring and evaluation of national school feeding programmes.

WFP school feeding will directly assist 17,900 beneficiaries in rural areas of all five regions of Djibouti - Arta, Ali-Sabieh, Dikhil, Obock, and Tadjourah - and in the suburban area of Djibouti-City. WFP will aim to progressively hand-over direct implementation of school feeding to the Government.

The project is in line with the United Nations Development Assistance Framework (2013-2017) for Djibouti and will contribute to meeting Millennium Development Goals 1, 2 and 3.

## SITUATION ANALYSIS

1. Djibouti is classified as a least-developed country. The country faces significant development challenges: average life expectancy is 56 years; poverty affects 70 percent of the population - with 47 percent of Djibouti's 818,000 population living in extreme poverty. Economic growth has been stable (4.6 percent in 2011 and 5.1 percent projected for 2012). Djibouti ranks 165 out of 187 countries in the 2011 Human Development Index.
2. Djibouti's climate is hot and dry; most of the country receives less than 200 mm of rainfall per year. This harsh climate hinders agricultural production, which accounts for only 3 percent of gross domestic product (GDP). The arid soil is unproductive, with 89 percent of the country desert. The country therefore imports over 90 percent of its food requirements, making it very susceptible to international market price fluctuations.
3. Successive droughts over the last few years have depleted resources and traditional coping mechanisms. The 2011 Horn of Africa drought affected 120,000 people in rural Djibouti. With staple food prices at 80 percent above the five-year average, food security of the most vulnerable groups is threatened. A 2012 emergency food security assessment (EFSA) carried out in rural areas found:
  - Over 49 percent of surveyed households are severely food-insecure, while a further 28 percent are moderately food-insecure;
  - more than 70 percent of households have a "poor" or "borderline" food consumption score, compared to 57 percent in 2011;
  - the percentage of households who depend on aid (food aid and gifts from relatives) increased from 11 percent in 2011 to 20 percent in 2012;
  - Almost a quarter of households (24 percent) sold livestock under stressful conditions in 2012 (compared to 10 percent in 2011), and 78 percent of households interviewed reported having sold livestock to buy food;
  - Global acute malnutrition prevalence is 10 percent (11 percent for boys and 9 percent for girls).<sup>1</sup>
4. The National Initiative for Social Development (*INDS - l'Initiative Nationale pour le Développement social*) 2008-2016 is Djibouti's national poverty reduction strategy. It is built around 4 pillars: (i) economic growth, stability and competitiveness; (ii) human resource development and promotion of access to basic social services; (iii) fight against extreme poverty, vulnerability and regional inequalities; and (iv) improved governance and strengthened public sector management. The Government considers education a high priority and a tool for eradicating poverty. Universal primary school education was introduced in 2000 and education is compulsory up to the age of 16. The education sector receives 21 percent of the state budget, a relatively high percentage in comparison to countries in the sub-Saharan region.

<sup>1</sup> United Nations Children's Fund (UNICEF). 2010. Standardized Monitoring and Assessment of Relief and Transitions (SMART) survey.

5. The Djibouti education system has been restructured with the establishment of a basic education cycle (*enseignement fondamental*) that includes one optional pre-school cycle and two compulsory cycles: primary school (*enseignement primaire*) and middle school (*enseignement moyen*).<sup>2</sup>
6. The gross enrolment rate at the primary level (grades 1-5) reached 78 percent in 2011/2012, compared to 50 percent in 2003/2004, while at the middle school level (grades 6-9) enrolment increased from 29 percent to 56 percent in the same period.<sup>3</sup> Ongoing efforts have led to a significant increase in the percentage of girls attending primary school. Girls represent 50 percent of the pupils in primary school but withdraw from rural schools at a higher rate than boys as a result of economic and social factors. The Common Country Assessment (CCA) identified the need to tackle a number of education-related issues, including: access, quality, very high drop-out rates (especially among female students in higher grades).<sup>4</sup> The INDS highlights the positive effect of school feeding on access and retention of children at school, particularly those from poor families in rural areas.
7. Fewer children attend school from food-insecure households (food-insecure: 54 percent of girls and 57 percent of boys versus food-secure: 74 percent of girls and 83 percent boys).<sup>5</sup> The reasons reported by households for children not attending school are: (i) schools are too far; (ii) children need to care for livestock; (iii) children need to stay to help at home; (iv) costs of enrolment and school supplies are too high.<sup>6</sup>

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## PAST COOPERATION AND LESSONS LEARNED

8. Over the last three decades, WFP has supported both refugees and drought-affected populations in Djibouti through relief, recovery and development interventions. WFP interventions support the Government's plan to improve food access as stipulated in the INDS, the national food and nutrition security strategy and the United Nations Development Assistance Framework (UNDAF).
9. WFP's development operations have supported education, health and agricultural infrastructure since 1990. However, inadequate resources from technical ministries have delayed implementation. A programme review conducted in 2007 recommended that development resources should be focused exclusively on school feeding.<sup>7</sup>
10. A 2012 external evaluation of WFP's school feeding development project 107270 (2008-2012) noted the encouraging results of the school meals activities in the country and recommended to continue support, while placing a greater emphasis on developing national capacities to eventually take over the programme.<sup>8</sup> Evaluation recommendations also included:

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<sup>2</sup> Ministry of Education. 2010-2019.

<sup>3</sup> Planning Department of the Ministry of Education. Annual Statistics for 2011/2012.

<sup>4</sup> Government of Djibouti and the United Nations. 2011. Common Country Assessment.

<sup>5</sup> EFSA in rural areas, Djibouti, July 2012. Data collected in May 2012.

<sup>6</sup> These are similar to reasons provided in 2009, 2010 and 2011 assessments.

<sup>7</sup> WFP. August 2007. Programme Review.

<sup>8</sup> Jean-Pierre Silvéreano-Vélis. Evaluation of DEV 10727. Vivres pour l'Éducation en milieu rural. Djibouti, May 2012.

- a progressive hand-over process, with the Government expected to increasingly take the lead in the management, implementation and monitoring of the school feeding activities.
- continuing the project in the same geographical area, but expanding activities to include preschool and middle school (up to grade 9), with a special emphasis on girls in grades 3-9.
- implementing the Essential Learning Package in partnership with other United Nations agencies and stakeholders supporting the education sector in Djibouti – including: UNICEF, the Food and Agriculture Organization of the United Nations (FAO), the World Health Organization (WHO), the International Assistance for Development of Education (AIDE - *Assistance Internationale pour le Développement de l'Éducation*) and the United States Agency for International Development (USAID).

11. The evaluation noted that a specific budget line had been established for school feeding within the Ministry of Education and Vocational Training budget, complemented by additional special funds from the Presidency. These funds are allocated to the schools to allow the purchase of complementary food (meat, vegetables) and the salary of at least one cook in each school. The evaluation also observed the establishment of a specific unit within the ministry to be in charge of the overall management of school feeding. However, this unit has been facing some capacity limitations, including limited funding, lack of sufficient staff, resources and knowledge. The evaluation recommended that future support from WFP provides a range of technical support services to foster government and communities' ownership of sustainable school feeding, including support to formulate a national school feeding policy that would provide a framework to establish a national school feeding programme, aligned with international quality standards for school feeding.

## **STRATEGIC FOCUS OF THE DEVELOPMENT PROJECT**

12. The project is aligned to WFP Strategic Objectives 4 and 5, and will contribute to meeting Millennium Development Goals 1, 2 and 3.<sup>9</sup> The project was developed on the basis of extensive consultations among the Government, WFP, partners and donors. The overall objective is to support the national Government to achieve universal basic education by 2015 by providing school meals to ensure that food insecurity does not impede children's development.
13. The specific objectives of the project are to: i) increase access to education for all children in targeted rural pre-, primary and middle schools in line with Strategic Objective 4 ("Reduce chronic hunger and undernutrition"); and ii) enhance the capacity of the Government to formulate a national school feeding policy and establish a sustainable national school feeding programme that is integrated into Djibouti's wider education sector policy in line with Strategic Objective 5 ("Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase").
14. The main expected outcomes are:
- increased access to formal basic education for all children in rural areas and human capital development in assisted schools; and

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<sup>9</sup> MDG 1: Eradicate extreme poverty and hunger; MDG 2: Achieve universal primary education; MDG 3: Promote gender equality and empower women.

- progress made towards a nationally-owned school feeding programme.

15. WFP technical assistance to the Government will focus on:

- Assisting with the formulation of a national school feeding policy and the development of a national school feeding programme. This will include: defining objectives, scope, methods of implementation and financing mechanisms; helping set up a legal and institutional framework; defining information flows and links between the National School Meals unit and its line ministry at the decentralized levels; and identifying a budget line to ensure effective management of school feeding programmes;
- Promoting information sharing and knowledge dissemination by facilitating study visits from and to other countries to study their legal and institutional frameworks;
- Establishing a common monitoring and evaluation (M&E) system for all partners implementing school feeding activities. This participatory results-based system will facilitate coordination of interventions and progress towards expected results while enhancing effectiveness; and
- Training government staff at decentralized levels and enhancing the capacity of members of school management committees to fully participate in the implementation of the project.

16. In line with the new national education structure and the recommendations of the 2012 evaluation, WFP will provide school meals to children attending preschool, primary school and middle school in rural areas that have the lowest levels of access to basic education and school attendance and the highest rates of severe food insecurity.<sup>10</sup> All rural public schools will be targeted for support, totaling 85 schools in five regions: Arta, Ali-Sabieh, Dikhil, Obock and Tadjourah, and in the suburban area of Djibouti-City. The project is expected to assist 16,700 schoolchildren (26 percent of all children enrolled in grades 1-9).

17. A morning snack and a hot lunch will be provided to all schoolchildren. Take-home rations (THR) will initially be provided to the families of girls in grades 3 to 5 on the basis of at least 80 percent attendance. This support will progressively shift to grades 6 to 9 as the cohort of students progresses through the formal basic education cycle.<sup>11</sup> Girls' enrolment and attendance at the lower primary level will be carefully monitored and the project design adjusted as required. Food will also be provided as an incentive for 205 cooks who are not paid by the Government.

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<sup>10</sup> An EFSA planned for 2013 will be able to verify whether the situation in certain regions has deteriorated following recent shocks and the continuing rise in food prices since 2008. The new education statistical yearbook will be used to update information on the educational situation.

<sup>11</sup> A yearly shifting scheme will ensure those girls targeted in grade 3-5 continue to receive support as they progress into grades 6-9.

TABLE 1: BENEFICIARIES BY ACTIVITY*						
Activity	Preschool		Primary/Middle school		Cook households	Total
	Boys	Girls	Boys	Girls		
On-site school meals	300	200	8,380	7,820		16,700
Girls' THR				4,800		4,800
Incentives to cooks**					1,205	1,205
<b>Total***</b>	<b>300</b>	<b>200</b>	<b>8,380</b>	<b>7,820</b>	<b>1,205</b>	<b>17,905</b>

\*Maximum reached by the end of the project.

\*\*Cooks receive a household ration based on five household members.

\*\*\*The total has been adjusted to avoid double-counting beneficiaries receiving both on-site meals and THR.

18. In line with WFP guidelines, the national school calendar and the school meal composition agreed with the Government, schoolchildren will receive a mid-morning snack of wheat Super Cereal and sugar and a mid-day meal of cereals, pulses and vegetable oil. Iodized salt will be provided for preparing the mid-morning meal.
19. Meals will be prepared by women from the community. THR consisting of cereals, pulses, vegetable oil and sugar will be provided as an incentive for women providing assistance in the preparation of daily meals. The salary of at least one cook in each school is paid by the Government. WFP will encourage the Government to employ additional cooks, especially for larger schools, so that each cook serves a maximum of 50 students.
20. The families of girls eligible for THR will receive 11.25 kg of vegetable oil per quarter. The take-home oil ration will serve as an incentive for parents to send their girls to school and maintain their enrolment through the 9<sup>th</sup> grade.

TABLE 2: FOOD RATION BY ACTIVITY (g/person/day)				
Commodities	Onsite meals		THR	Incentive
	preschools	Primary/middle schools	Girls	cooks - family size ration
Rice	50	75		400
Fortified wheat flour	50	75		
Pulses	20	30		125
Veg. oil	15	15	25	25
Sugar	10	15		20
Wheat Super Cereal	50	60		
Iodized salt	3	3		
<b>Total</b>	<b>198</b>	<b>273</b>	<b>25</b>	<b>570</b>
<b>Total kcal/day</b>	<b>780</b>	<b>1,054</b>	<b>219</b>	<b>2,148</b>
Number of feeding days per year	189			

21. In view of Djibouti's reliance on food imports to meet 90 percent of food requirements, the limited availability of markets in rural areas<sup>12</sup> and beneficiary preference, in-kind food assistance will be provided. WFP will initiate a feasibility study to explore introducing cash or voucher transfers for the THR during the course of the project.

TABLE 3: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)							
Activity	Cereals	Pulses	Veg oil	Sugar	Blended food	Iodized salt	Total
School meals - preschools	48	9	7	5	24	1	94
School meals - primary	1,943	389	194	194	777	39	3,536
School meals – middle schools	260	52	27	26	104	5	474
THR			549				549
Incentives to cooks	387	116	24	20			547
<b>Total</b>	<b>2,638</b>	<b>566</b>	<b>801</b>	<b>245</b>	<b>905</b>	<b>45</b>	<b>5,200</b>

22. Members of the school management committees are elected by the parent-teacher associations and consist of school and community representatives, with women making up at least 50 percent of the committee. WFP will strongly encourage the participation of women in leadership positions on school committees. WFP and the National School Meals unit will jointly develop and distribute school feeding programme management guidelines adapted to the context of Djibouti. Resources permitting, this manual will be translated into national languages.
23. All schools are already equipped with fuel-efficient stoves. School vegetable gardens were started in twenty-five schools in 2003 to diversify and supplement the food basket with fruits and vegetables and enable pupils to develop agricultural knowledge and skills. With the support of FAO, school gardens will be extended to other schools with accessible water points. WFP will also facilitate the distribution of deworming capsules and support the building of water and sanitation infrastructure, together with other United Nations agencies and Project AIDE/USAID.
24. In partnership with the Ministry of Education and Vocational Training, UNICEF and other members of the multi-stakeholder working group for Education (*Le groupe des partenaires de l'Education - GPE*), an education programme on water quality and hygiene, health, nutrition, and HIV prevention will be offered as part of the Essential Learning Package. The project will also increase household awareness on education, environment and food security.
25. The development of a national school feeding policy as part of the wider education sector policy will serve as an entry point for a progressive handing over of school feeding activities to the Government. By the end of the second year of the project, manuals and operational documents on the school feeding programme and a specific budget line should

<sup>12</sup> *Rapport sur les marches urbains*, Djibouti, February 2011.

be approved by the Government. It is expected that during the fourth year of the project, the policy should be finalized and approved. The Government is expected to progressively assume increased managerial responsibilities for the school feeding activities. Although the Government may not be in the position at the moment to commit to increasing financial or in-kind contributions, WFP, in collaboration with its main partners, will prepare a financing strategy for gradual hand-over of resources to a national programme.

## **PROGRAMME MANAGEMENT, MONITORING AND EVALUATION**

26. The Ministry of Education and Vocational Training is responsible for the overall implementation of the project, supported by parents and community members at decentralized levels. The Government has established a National School Meals unit at central level and a school feeding coordinator in each regional directorate of education who will work closely with WFP staff. School directors and school management committees will manage project implementation on a daily basis at the school level.
27. National coordination arrangements include regular monthly meetings with the GPE, which includes representatives from the Government, donors and United Nations agencies. Coordination and monitoring of field activities will be overseen by WFP and the National School Meals unit, with educational monitoring overseen by the Ministry of Education and Vocational Training.
28. A WFP staff member will be based at the Ministry of Education and Vocational Training to support institutional strengthening. Technical experts will respond to specific capacity needs as required. An initial capacity assessment, carried out through consultations with government counterparts and partners in the education sector, and using the national capacity index (NCI) will serve as a baseline; yearly NCI measurements will enable tracking of progress over time. An external evaluation is also planned at the end of the project to inform further required support.
29. The enhanced M&E system will incorporate both results-based management and risk management. Information on output and outcome indicators will be collected monthly and integrated into the national Education Management Information System that brings together information from a variety of sources on educational planning and management. An M&E working group of officials of the National School Meals unit and its partners will be established to oversee the validation of tools to be used.
30. School directors will report on education-related performance indicators such as enrolment, attendance and drop out, as well as on stock movements and the school management committees' participation in school activities. WFP technical assistants and food aid monitors will oversee data control and verification processes. Data will be entered into a programme database in both the WFP country office and the National School Meals unit, and used to prepare regular reports to monitor progress and take corrective measures as required. Lessons learned will help to improve project implementation. Gender-disaggregated data will be collected, analyzed and used for further planning, implementation, review, and evaluation purposes.



31. A stakeholders' workshop will be organized each year with the technical assistance of WFP. The workshops will use the international System Assessment and Benchmarking for Education Results<sup>13</sup> approach to ascertain progress on the main performance indicators.
32. Food will be delivered to all schools each quarter, transported by private transport companies. As Djibouti is a low-income country, WFP will cover all internal transport, storage and handling (ITSH) costs to facilitate timely food delivery - from the port to the final delivery points, including extended delivery point management. The Government contributes US\$5 per mt for port charges. WFP will track food delivery and distribution through the Commodity Movement Processing and Analysis System.
33. The management committees, school principals, teachers responsible for daily management of food commodities, and cooks will receive basic training in school feeding programme management to ensure an effective implementation of the project.

## **RISK MANAGEMENT**

34. The main *contextual risks* to this development project are related to the socio-economic situation and weather-related shocks. The rise of food prices and a deterioration of the economy may contribute to social instability. Recurrent droughts may increase migration of rural population to urban areas.
35. The main *programmatic risks* to this project are: (i) the limited resources of the government counterpart, and (ii) the capacity of the Government and development actors to provide complementary assistance, which could hamper the design and implementation of the programme activities. Close coordination with partners will be maintained.
36. The main *institutional risk* associated with this project is insufficient funding. WFP will continue its resource mobilization efforts, keeping donors aware of requirements and developments.

## **Security Risk Management**

37. Djibouti is classified as Security Level 2 (low), except for the Mabla Mountain region and the northern part of Obock district, which are under Level 3 (moderate). There are no security concerns regarding WFP operations except in the northern part of the country. WFP country office is over 90 percent compliant with minimum operating security standards. WFP closely monitors field missions in liaison with the United Nations Department of Safety and Security and United Nations radio room.

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<sup>13</sup> A World Bank-led initiative that helps countries systematically examine and strengthen the performance of their education systems to achieve learning for all.

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**RECOMMENDATION**

The Deputy Executive Director is requested to approve the proposed development project Djibouti 200498.

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**APPROVAL**

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Date:.....

Amir Abdulla  
Deputy Executive Director and Chief Operating Officer  
United Nations World Food Programme

## ANNEX I-A

PROJECT COST BREAKDOWN			
Food <sup>14</sup>	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	2,638	1,047,822	
Pulses	566	271,827	
Oil and fats	801	840,940	
Mixed and blended food	905	556,494	
Others	290	155,939	
<b>Total food</b>	<b>5 200</b>	<b>2,873,023</b>	
Cash transfers		-	
Total food, cash and voucher transfers			2,873,023
External transport			389,214
Landside transport, storage and handling			669,743
Other direct operational costs			347,957
Direct support costs (see Annex I-B)			613,056
Total WFP direct costs			<b>4,892,993</b>
Indirect support costs (7.0 percent) <sup>15</sup>			342,510
<b>TOTAL WFP COSTS</b>			<b>5,235,503</b>

<sup>14</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>15</sup> The indirect support cost rate may be amended by the Board during the project.

**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff and staff-related costs</b>	
Local staff - national officers	360,000
Local staff - general service	168,000
Local staff - temporary assistance	48,000
International consultants	5,056
Staff duty travel	22,000
<b>Subtotal</b>	<b>603,056</b>
<b>Equipment and capital costs</b>	
Communications equipment	10,000
<b>Subtotal</b>	<b>10,000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>613,056</b>

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance Indicators	Assumptions
<b>UNDAF Outcome:</b> Boys and girls in both urban and rural areas have equitable access to a quality education	Human Development Index net rate of access to social services: education	Stable political and security conditions in Djibouti
<b>Strategic Objective 4: Reduce chronic hunger and malnutrition in developing countries</b>		
<b>Outcome 1</b> Increased access to education for all children in targeted pre- and primary schools, and human capital development in assisted schools <sup>16</sup>	<ul style="list-style-type: none"> <li>➤ Reduced dropout rates among girls and boys in WFP assisted schools.</li> <li>➤ Increased attendance rate: Percentages of boys and girls attending classes in WFP-assisted primary schools as % of school days</li> <li>➤ Enrolment: average annual rate of change in number of girls and boys enrolled</li> <li>➤ Pass rate for girls and boys</li> <li>➤ Gender ratio: ratio of girls to boys enrolled</li> </ul>	Quality of education and of school infrastructure is adequate. Timely and adequate funding is available. Complementary interventions are available on a timely basis.
<b>Output 1.1</b> Timely provision of food provided in form of wet feeding and THR to children in WFP assisted schools.	<ul style="list-style-type: none"> <li>➤ Number of women, men, girls and boys receiving food by category, activity, and as % of planned,</li> <li>➤ Tonnage of food distributed, by type, as % of planned distribution,</li> <li>➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned distribution,</li> <li>➤ Quantity of non-food items distributed, by type, as % of planned distribution</li> <li>➤ Number of schools assisted.</li> </ul>	

<sup>16</sup> A baseline survey will be conducted during the first two months of the project, making it possible to quantify the targets.

<b>Strategic Objective 5: Strengthen the capacities of countries to combat hunger through hand-over strategies and local purchase</b>		
<b>Outcome 2</b> Progress made towards nationally owned school feeding programme	➤ National Capacity Index for school feeding the programme	Foreign and domestic resources are allocated towards strengthening emergency response capabilities
<b>Output 2.1</b> Capacity and awareness developed through WFP led activities.	➤ Documents and manuals produced and validated Target: 3 documents (policy, programme, manual) ➤ Number of training workshops organized Target: as per the work plan Result-based participatory M&E system established at the National School Meals unit	Required technical capacity support is provided in a timely manner.

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### ANNEX III - ACRONYMS USED IN THE DOCUMENT

AIDE	<i>Assistance Internationale pour le Développement de l'Education</i> (International Assistance for Development of Education)
EFSA	emergency food security assessment
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
GPE	<i>Le groupe des partenaires de l'Education</i> (Group of Partners in Education)
HIV	human immunodeficiency virus
INDS	<i>l'Initiative Nationale pour le Développement social</i> (National Initiative for Social Development)
ITSH	internal transport, storage and handling
M&E	monitoring and evaluation
NCI	national capacity index
THR	take-home ration
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WHO	World Health Organization

## ANNEX IV - MAP

