

Yemen Pilot Program for Climate Resilience:

Climate Information System and PPCR Coordination Project (P132116)

Joint Response of the Government of Yemen and the World Bank

Response Matrix

PPCR Sub-Committee Members comments received from: Germany/Spain and UK

The Government of Yemen (GOY) and the Task Team (TT) would like to thank the PPCR Sub-Committee for the approval of this project and the development community for providing continuous support and guidance throughout the preparation phase. In addition, the donors represented in Yemen have been directly and involved throughout the stages of the preparation of this project, which benefitted from the comments/support and guidance received – which allowed for further strengthening and finalization of the Project Appraisal Document. This cooperation is noted with appreciation and we look forward to a continued active cooperation.

Comments	Response
Germany/Spain	
Summary	
<p>Yemen faces significant development challenges that are compounded by the impacts of climate change. Against this background, the proposed project is highly relevant to the country and well aligned with its key strategies, touches upon the key issues in the field of hydro-meteorological and climate services, and offers plausible solutions. The proposal also makes explicit reference to the recommendations on adaptation activities put forth by Yemen’s National Adaptation Program of Action (NAPA), and aims to address some of the key risks identified therein. We appreciate the project’s objective to improve the quality of hydro-meteorological and climate services provided to end-users through enhanced observing networks, new technologies and access to higher resolution global weather and climate products, all of which is accompanied by institutional strengthening, capacity building and knowledge sharing. This will help to improve climate-sensitive decision-making and to cope with the effects of climate change.</p> <p>We do however have some observations and concerns regarding the long-term sustainability of the hydro-meteorological and climate services introduced by the project and their continuation after the end of the PPCR funding, the assessment of information needs and user requirements, and the results</p>	<p>Thank you. The GoY and the TT appreciates the positive feedback the approval, comments and support. The comments received were also discussed during the Appraisal Mission that took place in late March 2013 and we will incorporate the comments during project implementation.</p>

Comments	Response
Germany/Spain	
<p>framework and the inclusion of gender aspects therein.</p> <p>We have no major objections to the implementation of the project. But we would like to see our recommendations (see bold highlights below) incorporated during project implementation.</p>	
Individual Comments on the Proposed Project	
<p>We appreciate that the proposal mentions the risks regarding the sustainability of hydro-meteorological projects in developing countries. It states that the additional Operation & Maintenance (O&M) costs for the new systems will be around US\$ 1-2 million annually and that it is expected that <i>“the Government will commit to allocating (and supporting thereafter) sufficient regular budget to cover all operational and maintenance needs...”</i> It also suggests that <i>“if necessary, corrections to the project design can be made to reduce O&M costs”</i>. We are concerned regarding the quality of the O&M in case the government does not allocate enough budget. Given Yemen’s precarious economic and volatile political situation it cannot be assumed that the Government will commit to allocating US\$ 1-2 million annually to O&M of the project. We therefore recommend clarifying in greater detail how the long-term sustainability of the systems in terms of funding and quality of outputs will be secured after the end of the PPCR project.</p>	<p>Thank you for this helpful comment. It is understood by the GOY that additional O&M support will be required to sustain the observing networks and information systems beyond the lifetime of this project. This was discussed again in detail during the appraisal mission at a meeting of the Inter-Ministerial Committee on Change chaired by the Minister of Planning and International Cooperation and which entails the Ministers of all line-Ministries. It was reiterated by all line ministries involved in the project that a combined approach is needed to address this requirement with the Ministry of Finance. A meeting with Ministry of Finance staff also concurred with this assessment. It has been generally accepted that the O&M requirements are in the range of \$1.5-2 million. Both the Ministry of Finance and the Ministry of Planning and International Cooperation have taken up the matter. The WB team was pleased at the level of concern and desire to solve this issue by the GOY. And it was discussed that O&M will be provided depending on the request of the implementing entities during/beyond project implementation for inclusion in the respective annual budgets of the entities. Only during implementation and in support of the Integrator the entities will be able to develop detailed information as this will also highly depend on the actual installed system and the resulting O&M needs.</p>
<p>The proposal mentions, in various places, the identification of user requirements, which is indeed very important from our point of view, and key to the success of the project in reaching the end user. In the results framework, however, this important aspect features only in a footnote. (The results framework also refers to a “needs assessment” in connection with the to-be-established website. However this would appear to refer only to the website itself and to how the website present information, but not to user requirements regarding type and intended use of information.) We therefore recommend including an indicator or indicators tracking the identification of user requirements – beyond the mere questions pertaining to the design of a website – in the results framework.</p> <p>Related to our preceding comment, we very much welcome the intention to employ public user surveys designed and delivered according to WMO</p>	<p>Thank you. The User Satisfaction Index is an important metric that is intended to capture this information – including how end users actually utilize the information. The design of the instrument will, in part, be based on user requirements and will therefore measure how well the project is responding to specific needs. It will also include specific questions on whether the information met specific needs and how it can be further improved. This will all be captured in intermediate results indicators (IRI.C3 and IRI.C1), which will inform project development objective indicator – PDOI.3. Existing tools used elsewhere already achieve this. Differentiation, based on gender, age, etc. is part of the instrument.</p>

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Germany/Spain	
<p>recommendations to measure the satisfaction of the end-users with the public weather service (see Intermediate Results Indicator IRI.C1) and the services of the Civil Aviation Meteorological Authority / Yemen Meteorological Service (CAMA/YMS, see IRI.C3). We would however recommend going somewhat beyond measuring satisfaction and counting the numbers of information recipients only, and tracking actual <u>use</u> of information in addition. For instance, the Project Development Objective Indicator 3 (“Direct project beneficiaries (number) of which female (percent)”), states as its end target that there would be 3,000,000 direct project beneficiaries, 50 per cent of which would be female – which to us appears to be a simple headcount of the numbers of people receiving information, which does not actually measure achievement of the objective it is supposed to measure (“End-users <u>using</u> improved tools, information and instruments to cope with the effects of climate change”). We would therefore recommend, in addition, tracking how the end-users (project beneficiaries), differentiated into male and female users, actually <u>use</u> the improved tools, information and instruments <u>to cope with the effects of climate change</u>, rather than simply tracking the number of people receiving information. This could usefully be combined with determining whether the information provided to end-users is actually being correctly interpreted and whether any key information is still perceived to be needed and missing.</p>	
Comments on Cross-Cutting Issues – Gender	
<p>Women have been identified as particularly vulnerable to the adverse impacts of climate change in Yemen. We therefore very much welcome that the project aims to promote “<i>gender equity by actively responding to the particular information needs of women, and adapting information to their specific circumstances</i>”, and that indicators have been devised to measure the satisfaction with public weather services that also aim at disaggregating “where possible for gender and vulnerable groups”. However, in order to track how the project actually succeeds in responding to the particular information needs of women, we strongly recommend removing the qualifier “where possible” from these indicators (IRI.C1 and IRI.C3).</p>	<p>Thank you for this good suggestion – we agree.</p>
Synergies with other donors – in particular German – Climate Change Related Engagement in the Country / Region	
<p>We welcome that the PPCR project has a strong focus on national partners and aligns well with national priorities. There is a close linkage between the project and activities in irrigation and water resources management – particularly</p>	<p>Thank you – this is also a direct result to the close cooperation with the donor community represented in Yemen throughout all stages of preparation – which allowed exploring from the onset synergies and means of cooperation. We will</p>

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Germany/Spain	
<p>regarding the production of more reliable hydro-meteorological monitoring data, which could be useful to other national actors and their activities implemented with both multi- and bilateral support.</p> <p>We appreciate that the German supported project “<i>Institutional Development of the Water Sector</i>” is already being mentioned in the proposal as one of the relevant on-going projects. Also, Germany has resumed supporting implementation of the project “<i>Protection and Sustainable Use of Biodiversity</i>”. We highly recommend cooperating with both projects during the implementation of the PPCR project.</p>	<p>also explore to cooperate with the Biodiversity project.</p>

UK	
Political and security risks	
<p>The political and security risks to success of the project don’t appear to be adequately addressed in this document, which is lacking in specific measures to address these. It should outline how the project would maintain flexibility as the political and security context changes, as it is likely to do following the election. The broader context of the transitional government and upcoming elections will surely make the difficulty of coordination between different agencies in the hydromet chain even harder. We would like to see the risks better considered and plans in place to mitigate in implementation, and details to be shared with the sub-committee.</p>	<p>Thanking you. This issue was addressed directly with the participating ministries. While the current focus on the National Dialog might appear distracting to the ministries and ministers responsible for this project; however, the appraisal team was reassured by Inter-Ministerial Committee on Climate Change (IMCCC) chaired by the Minister of Planning and International Cooperation and the involved Ministers that the program is and maintains to be a very high priority for the country. Changes have occurred within ministries already and have not had a negative impact on commitments to the program, as has also been seen and re-proven throughout the preparation process of the SPCR. Since the onset of the PPCR in Yemen the country has undergone political changes none had any impact on the strong commitment and dedication of the GOY to the PPCR. All of which has demonstrated continued and throughout strong commitment by the GOY throughout the entire PPCR process to date, thus there is no indication of making cooperation even harder - on the contrary - as also the recently signed MOU is a good proof. In fact, there is continued interest in ensuring that programs have immediate and tangible benefit to the Yemeni society – something that is a priority of this project. The continued and strong commitment of the stakeholders is remarkable. Further, the IMCCC also stressed the importance of increased support to Yemen through the PPCR.</p>
Comments on project design (Could be merged in the section above “Individual comments for proposed project”)	
<p>How will the hydromet services be designed to ensure they are in a useful format for end-users? Quite a difficult thing to do and not clear how this will happen or what mechanisms are for stakeholder consultation to do this, such as</p>	<p>Thank you. This is a specific function of the component (Component D) that is led by the EPA. EPA will be responsible for ensuring that information is in a publically accessible format. This will also be measured through direct surveys</p>

<p>participatory downscaling.</p>	<p>of users at the village and community level.</p> <p>Formal user engagement will occur through such activities as joint workshops with users (Component A) and Sector specific working groups (a mechanism successfully used in other countries to engage users and providers). The latter will be done through Component C as a part of the establishment of the National Climate Services.</p>
<p>The original SPCR document states that weather forecasts will be published in national newspapers; aired on radio and television. In the project proposal there is no mention of how and whether the forecasts will be distributed to the media. It would be useful to know who would own the weather forecast data, whether it would be supplied to the media by the Government, and if this is a commercial arrangement (and who benefits from this).</p>	<p>Forecasts are already aired on television and radio. The communication channels exist. Although the technology is already in place, it will be substantially improved by the project. Forecasts are for the public and made available at no cost at point of use, as is common practice in most countries. The Data are owned by GOY and shared according to the MOU signed by all involved ministries and by international agreement (Reference is made to “WMO Resolution 40”).</p>
<p>Linkage with private sector</p>	
<p>There seem to be opportunities for linking with the private sector not maximised in this project design, domestic and international business would surely find climate information useful for planning investments – most significantly in the agricultural and fisheries sectors - and insurers and financial institutions for calculating risk.</p>	<p>Thank you. Mechanisms are being developed as part of the preparation of the project to improve cooperation, coordination and participation of ministries. CAMA/YMS benefits from revenue generated by from airline and airport operations, but this is not applicable to water and agriculture. Most agriculture is at a subsistence level and the project has intentionally focused on helping women farmers. At this stage, broader engagement with the private sector would be a distraction that would take energy away from getting better cooperation between government ministries and between these ministries and the Yemeni public and may also have an implication on the overall revenue stream.</p>
<p>Indicators</p>	
<p>On monitoring and evaluation some of the indicators could be improved. Most are process indicators and are not easily quantifiable, baselines and targets are lacking as are details on how they will be monitored. It is good that institutionally responsibilities and budget have been allocated to M and E, more details would be appreciated on when and how the Results Framework will be improved for these points. Specific feedback on some of the indicators:</p> <ul style="list-style-type: none"> • Result indicator e: the original SPCR document specifies that there would be early warning systems in three at risk regions. This has now been scaled back to two. Why is this? It would also be useful to know where these regions are and the rationale for choosing them • The indicators on integration of climate change into development planning (f, h and i) could be improved as they are all process and don't seem measure this outcome, given the importance of this aspect 	<p>In detailed discussion and consultation throughout the preparation process with all stakeholders, it became clear during project development that attempting to create three end-to-end early warning systems was too ambitious. The regions will be decided during the initial implementation phase in cooperation with the Integrator to allow for a detailed planning approach which is part of the implementation phase. The priority regions will be decided based on previous experience with natural hazards in the country – mostly flood related. In regards to the indicators, the RF has been discussed with M&E Specialists, and the integration of climate change into development planning, measuring climate resilience is certainly a challenge. However, indicators around the use of the information could be measured – which is reflected in the provided RF. The impact of improved forecasts and warning on end-users will be assessed utilizing survey tools based on WMO guidelines, which is both quantitative</p>

<p>for investment criteria and as a core indicator. Could they pick up on some indicators from the recent Zambia PPCR Hydromet project that was measuring similar things?</p>	<p>and qualitative. Exact outcome indicators depend on the needs of end-users and need to be developed as a part of the project. This will be measured through the composite satisfaction index (CSI), which will address impacts as well as the technical indicators. Based on the results, the result framework including those indicators mentioned will be revisited at the Mid-term review.</p>
<p>Cost breakdown</p>	
<p>The project appears to have quite a high proportion of costs on supervision services (5% of the value of the programme cost), and within the programme budget on consultancy and training (\$7.5m out of a total budget of \$19m). Could a further breakdown of the costs be provided?</p>	<p>Thank you. Estimated PCU costs for Investment I are about USD 700K including equipment which is below 4%. High cost of consulting services is explained by the great need to improve capacity of all stakeholders (particularly MAI and NWRA; as also being asked for in the comment below), develop a range of innovative products and services (including National Framework of Climate Services, and develop detailed technical design of the future integrated system which requires highly specialized consultancy services and have been benchmarked using the experience of similar ongoing projects around the globe. The prime consultancy is for a consultant/systems integrator firm, which has skills in the design and integration of systems. This skill set is not normally found in government agencies and is outside of the capacity of the MAI, NWRA and CAMA/YMS. The primary function is to insure that all of the equipment procured and installed works in an integrated manner; ensuring data are acquired, processed and exchanged between ministries efficiently. Maintenance and operation of this system will be the responsibility of the implementing agencies. Sustainability of the project depends on well-trained staff. Weather, climate and hydrological training is conducted internationally through the regional training centers of the World Meteorological Organization. Senior staff in MAI, NWRA and CAMA/YMS all received this kind of training in the past (for example in case of CAMA/YMS Deputy Chairman at the UK Met Office training college) and it reflects in their high-level of knowledge and expertise. Transferring and updating these skills to newer staff personnel requires similar opportunities in international training, thereby leading to sustainability of the efforts.</p>
<p>Sustainability</p>	
<p>Little evidence of the sustainability of the PCU arrangements in the long term, will this really build national core civil service capacity? Does the PCU has sufficient financial management expertise to manage fiduciary risks associated with a large amount of infrastructure and procurement – especially given Financial Management controls are rated substantial in the risk annex.</p>	<p>The PCU will add appropriate, qualified staff, while the entities will also second female specialists for further training support to female colleagues. In terms of capacity building – extensive training and capacity building has been included in the components which will support to build core civil service capacity and is therefore also reflected in the overall budget to ensure that adequate training will be provided. The PCU is an integral part of the EPA which is also the Technical Secretariat to the IMCCC. FM capacity has been assessed and in adequate. Close supervision will occur through the WB office</p>

	in Sana'a and HQ as for all WB projects.
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