



Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 14-Nov-2021 | Report No: PIDA32546



BASIC INFORMATION

A. Basic Project Data

Country Yemen, Republic of	Project ID P177053	Project Name Emergency Lifeline Connectivity Project	Parent Project ID (if any)
Region MIDDLE EAST AND NORTH AFRICA	Estimated Appraisal Date 22-Nov-2021	Estimated Board Date 16-Dec-2021	Practice Area (Lead) Transport
Financing Instrument Investment Project Financing	Borrower(s) UNOPS	Implementing Agency United Nations Office for Project Services (UNOPS)	

Proposed Development Objective(s)

To to provide climate resilient road access, employment and entrepreneurship opportunities to food insecure rural population of Yemen

Components

- Component 1: Rural and Village Access Roads Improvement and Maintenance
- Component 2: Strengthening Management Capacity of Transport Sector Public Institutions
- Component 3: Project Implementation and Monitoring Support, Studies and Preparatory Activities
- Component 4: Contingent Emergency Response

The processing of this project is applying the policy requirements exceptions for situations of urgent need of assistance or capacity constraints that are outlined in OP 10.00, paragraph 12.

Yes

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	50.00
Total Financing	50.00
of which IBRD/IDA	50.00
Financing Gap	0.00

DETAILS

World Bank Group Financing



International Development Association (IDA)	50.00
IDA Grant	50.00

Environmental and Social Risk Classification

High

Decision

The review did not authorize the team to appraise and negotiate

Other Decision (as needed)



B. Introduction and Context

Country Context

- 1. The ongoing conflict in Yemen continues to exacerbate the humanitarian crisis.** Since March 2015, Yemen has descended into a full-fledged military conflict focused on its major population centers where half of the country's 29.8 million people reside, resulting in significant loss of life, internal displacement, infrastructure destruction, and disruptions in service delivery throughout key sectors. The conflict caused an estimated 233,000 deaths, of which 131,000 from indirect causes such as lack of food, health services and infrastructure¹. By 2020, more than 3.6 million civilians have been displaced due to the conflict, including at least 158,000 in 2020 when the fighting intensified.
- 2. COVID-19 pandemic aggravates the existing precarious health care.** Five years of war has shattered the country's health system, leaving it incapable of coping with a pandemic. The actual number of coronavirus cases is unknown. However, there have been about 10,000 infections and roughly 2,000 coronavirus-related deaths reported in the country since the pandemic began. By now, Yemen has administered COVID vaccine doses enough to have vaccinated about 1% of the country's population. At that current rate of about 4,500 doses administered each day, it will take a further 3.5 years to administer enough doses for another 10% of the population.
- 3. Across all economic indicators, Yemen is characterized by high levels of poverty and inequality.** Yemen's economy has contracted by more than 40% since 2015. Interruption of economic activities has left 40% Yemenis households without a regular source of income. Severe shortages of food and fuel combined with the loss of value of Riyal to USD and high commodity prices left many poor unprotected. The Conflict deprived millions of people of their livelihoods and drove poverty levels to above 80%. Conflict-induced damage to critical lifeline infrastructure including Hodeida port and Sanaa international airport, hindered the flow of food aid and basic needs.

Sectoral and Institutional Context

- 4. Provision of emergency road access to basic needs is critical in the fight against the looming famine.** More than 16 million people², mostly women and children are food insecure, of which about 15 million are suffering from acute hunger³. Low food availability is caused by a combination of high dependency on food imports, high food prices, and considerably reduced household income. Damaged/deteriorated main roads and lack of all-weather rural links limit the ability to deploy humanitarian aid to those who need it most, constrain the flow of basic supplies, limit access to income opportunities. Only 47%⁴ of Yemen's rural households are fortunate enough to live within 2 km of all-weather roads and enjoy these benefits, a far lower indicator even by the regional standard, 68%⁵ on the average. Compounded by low purchasing power of households to buy daily food needs, people's lack of access pushes millions mostly women and children into famine⁶.
- 5. Rural regions with limited or no access to all-weather roads are experiencing higher food and essential commodities prices than urban areas.** Food price hikes are also in part caused by high transport costs domestically and increase in international shipping and insurance costs. High domestic transport cost was fueled by: (i) the absence of all-weather road access in rural areas, and (ii) the continuous deterioration of key lifeline road corridors such as Hodeida-Sanaa, Aden-Sanaa, Aden-Taiz and Marib-Safar. According to FAO's data, as of September 2021, the average price of the Minimum Food Basket Prices MFB in IRG controlled regions is YER85,919 in the northern governates

¹ <https://gho.unocha.org/yemen>

² <https://www.wfp.org/countries/yemen>

³ <https://www.wfp.org/countries/yemen>

⁴ <https://www.sum4all.org/gra-tool/country-performance/country/yem> (accessed on 8/26/2021)

⁵ Sustainable Mobility for All (SUM4ALL)

⁶ <https://www.wfp.org/countries/yemen>



YER47,575 and the national MFB price is YER 66,807⁷. Past studies in Yemen following rehabilitation of rural roads indicate decreased price of basic commodities in the connected villages by up to 20 percent, decreased passenger transport costs to economic and social centers by up to 33 percent and decreased travel time 65-70 percent.

6. **Yemen fares low on road safety performance:** Data from 2013 indicates mortality caused by road traffic injury (per 100,000 people) is 21.5⁸, about 70% road traffic injuries are people less than 30 years old⁹. Although no recent reliable data is available, the situation is expected to worsen since the conflict broke in 2015 as road condition deteriorated, governance compromised (weak enforcement of traffic rules and vehicles safety inspections), vehicle conditions degraded mirroring the overall economic situations and a dysfunctional post trauma management system.

7. **Women's mobility is greatly constrained in Yemen's rural areas.** Data collected for a 2011 study on rural transport in Yemen indicated that men and women move differently: they move as much but while women remain mainly in the confines of the village, men tend to go further and use motorized means of transport more. Walking is the main transport mode in rural Yemen for both men and women. Motorized means of transport are used by men for transport outside the village to the market or the district center. Women use them on exceptional basis, and mainly to reach health care facilities or in case of health emergencies. Pick-up trucks are the preferred, most used, most available, and most convenient means of motorized transport in rural Yemen. However, this means is not socially acceptable for women, who prefer to use passenger cars. Transport tariffs are similar for men and women. However, transport costs are 50% higher for women who usually need special seating conditions and are accompanied by a mehram¹⁰. However, because women do not have control over the household resources, their ability to pay for transport is also lower¹¹.

8. **Climate change poses a significant threat to Yemen's development overall and across the transport sector in particular.** Yemen is the 22nd most vulnerable country and the 14th least ready country to adapt in the ND-GAIN index¹² (2019), indicating extreme vulnerability and low readiness to adapt to climate change. Recurrent flooding events such as the one during April through August 2020, extensively damaged roads and bridges rendering movement of people and goods virtually impossible in several governorates. As a result, essential commodities prices increased further due to shortage of supplies. In addition to moderate to high exposure to natural hazards and climate change impacts, a range of socio-economic and institutional factors hamper Yemen's ability to respond to current and projected changes in climate. Adaptation measures such as embankment and side slope protection including through bioengineering, provision for subsurface and cross and lateral drains, paving shoulders wherever necessary, revising the design specification for pavements, bridges, and drainage structures should be considered during the design and implementation of road projects. Yemen road agencies should also build capacities including provision of temporary mobile (baily bridges) and installing them after bridges collapse due to floods and other natural disasters.

i. Institutional context

9. **The sectoral institutions have strengthened in the past decades.** The road network is developed and managed by the Ministry of Public Works and Highways (MPWH) and its agencies including the General Corporation of Roads and Bridges (GCRB), the Rural Access Program (RAP) and the Road Maintenance Fund (RMF). Pre-conflict, the MPWH had taken firm control of the sector and the strategies and expenditure programs necessary for sector development. Institutions and agencies in the public sector had evolved as well, pragmatically adjusting to changing demands and

⁷ FAO-Food Security and Nutrition Information and EWS-Yemen. MARKET INFORMATION SYTEM. September 30, 2021.

⁸ SUM4ALL

⁹ Pattern of road traffic injuries in Yemen: a hospital-based study

(<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6057599/>) accessed on 08/27/2021

¹⁰ An adult, male family member considered safe for a woman or a girl to be accompanied by

¹¹ Gender and Transport in the Middle East and North Africa Region: Case studies from the West Bank and Yemen. 2011. Transport and Energy Unit. Middle East and North Africa Region. World Bank.

¹² ND-Gain <https://gain.nd.edu/our-work/country-index/rankings/>



situations. However, long-lasting conflict has taken a heavy toll on the human resources capacity to effectively manage the road network and projects' implementation, as well as losing pace with modern management trends.

10. **Private sector capacity in transport needs to be increased:** The growth of the **private** sector had been in a healthy trajectory during the period up to 2015. A diverse set of private road construction and maintenance contractors and engineering firms have emerged with a cadre of qualified road specialists with good understanding of the special physical and human constraints of Yemen, despite the need for more qualified and well-trained engineers in the transport sector. However, the private sector has not matured to a level enough to mobilizing finance to the road sector, nor has there been a conducive legal and regulatory environment enough to attract private capital in the sector. It is imperative to explore avenues through which private capital could be mobilized to rural transport services, rural transport logistics, etc. while supporting government to set up/strengthen the regulatory and legal frameworks.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

The proposed project development objectives are to provide climate resilient road access, employment and entrepreneurship opportunities to food insecure rural population of Yemen.

Key Results

- (i) Number of rural populations with **all-weather access** (number- female/male);
- (ii) Reduced number of days of climate-induced travel interruptions along project roads per year (number)
- (iii) Reduced **travel time** to the nearest center for humanitarian food aid center, social services including education, health and community centers (Percent)
- (iv) Number of **labor-days** generated through direct employment by the Project (number- female/male/ female headed household);

D. Project Description

The project will be implemented through 4 components:

Component 1: Rural and Village Access Roads Improvement and Maintenance

11. **Component 1.A: Rehabilitation of Lifeline Rural Access Roads.** The component would finance the following: (i) rural access road upgrading (150 km) and spot improvement along selected road sections, (ii) construction of market stalls for potential roadside vendors and (iii) studies, designs, production of tender documents and independent supervision of the civil works.

12. **Component 1.B: Employment-Intensive Road Maintenance.** This component would support (i) creation/strengthening of microenterprises (ME), (ii) training MEs, and (iii) labor-intensive maintenance of rural and village access roads through MEs (about 60 km village access roads (VAR) and 150 km rural roads and), (iv) consultancy services for studies, preparation of training modules, designs, production of tender documents and independent supervision linked to the civil works.

13. **Component 2: Strengthening Management Capacity of Transport Sector Public Institutions.** This component would finance: (i) strengthening project management capacities of the RMF and RAP, (ii) support for RAP to revive its



Management Informant System (MIS), (iii) Support RMF to reactivate its Road Asset Management System (RAMS) and tools.

14. **Component 3: Project Implementation and Monitoring Support, Studies and Preparatory Activities.** This component would support project management, monitoring and evaluation (M&E) to ensure that the Project is successfully and efficiently implemented and various studies and analytical works that will inform and underpin future sector investments.

15. **Component 4: Contingent Emergency Response (US\$0 million; to be capitalized in case of emergency).** The objective of this component is to improve the country’s response capacity in the event of a new emergency, following the procedures governed by paragraph 12 of the World Bank Policy on Investment Policy Financing (Rapid Response to Crises and Emergencies).

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

Summary of Assessment of Environmental and Social Risks and Impacts

E. Implementation

Institutional and Implementation Arrangements

16. The proposed project is an emergency operation processed under Bank Policy for “Development Cooperation and Fragility, Conflict and Violence” and Paragraph 12 “Preparation of Investment Project Financing – Situations of Urgent Need of Assistance or Capacity Constraints “. United Nations Office for Project Services (UNOPS) will be engaged as a grant recipient of the Bank’s fund and implementing agency in partnership with Rural Access Program (RAP) - a national institution responsible for the development of secondary and tertiary rural roads. The project provides capacity building support to RAP and the Road Fund Management (RMF) to build their implementation capacity to prepare them to directly implement projects in post-crisis Yemen.

17. UNOPS will: (a) take responsibility for project implementation; (b) monitor the project targets and results in coordination with the local partners; (c) handle relevant procurement, financial management, Monitoring and Evaluation, and disbursement management including the preparation of withdrawal applications under the project; (d) enter contractual arrangements with service providers and third-party monitors (TPM); and (e) ensure that all reporting requirements for the Bank are met per the Project Financing Agreement. UNOPS will decide on the appropriate procedures for selecting grantees/contractors/implementation partners in accordance with its own operational guidelines. During project implementation, UNOPS may engage additional parties, if deemed necessary.

18. The World Bank task team, in close coordination with the Yemen Country Management Unit, will conduct scheduled implementation support missions through UNOPS in Amman. The World Bank team will closely coordinate with UNOPS on a regular basis for the implementation and overall oversight of the Project and will: (a) review



implementation progress and achievement of the PDO and intermediate indicators; (b) provide technical support related to implementation, achievement of results, and capacity building; (c) closely coordinate with UNOPS to ensure that adequate oversight mechanisms are in place; (d) discuss relevant risks and mitigation measures; and, (e) monitor the overall project performance through progress reports, financial reports, and “reverse” implementation support mission with UNOPS Amman and its local partners.

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APPROVAL

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