Emergency Operation (Yemen - 200890)

Title: Emergency Food Assistance to the Food Insecure and Conflict- Affected People in Yemen.			
Number of beneficiaries	4,000,000		
Duration of project (starting date – end date)	6 months (1 October 2015 - 31 March 2016)		
Gender Marker Code	2A		
WFP food tonnage	214,431		

Cost (United States dollar	ars)
Food and Related Costs	175,481,867
Cash and Vouchers and Related Costs	97,710,600
Capacity Development & Augmentation	
DSC	26,288,734
ISC	20,963,684
Total cost to WFP	320,444,885

EXECUTIVE SUMMARY

- Escalated armed conflict starting in March 2015 has had a devastating effect on Yemen, already one of the world's most food insecure counties, with the over 1.3 million people displaced as of July 2015. This Emergency Operation (EMOP 200890), Emergency Food Assistance to the Food Insecure and Conflict-Affected People in Yemen, will address the emergency food and nutrition needs of food insecure women, men, boys, and girls (1,964,000 women/girls, 2,036,000 men/boys) displaced or affected by the current crisis.
- Yemen faced a precarious nutrition situation prior to the conflict with chronic malnutrition in children under five years at critical levels of 47 percent in 2014 and a national global acute malnutrition rate of 12.7 percent in the same group. The gender inequality index ranks amongst the worst in the world¹, and maternal mortality rate is 200 per 100,000 live births.
- Further deterioration is likely unless a political solution is reached in the near term. The June 2015 Yemen Integrated Phase Classification (IPC) analysis indicated that at least six million people are in need of life-saving emergency food assistance, with 10 of the 22 governorates under the IPC Phase 4 (emergency). Severe fuel shortages disrupted trade channels, where WFP market monitoring has shown the price of the

¹ 2014 UNDP Report states that Yemen gender inequality index ranks 152 over 187 countries.

- main staple food, wheat, has increased by up to 119 percent in Aden; most Yemenis are unable to cope with the increased cost of basic food items.
- To respond to the increased food and nutrition needs, WFP plans to assist up to four million affected people by March 2016 through general food assistance in the locations most affected by the crisis, especially in areas classified as Phase 4 and 3 by the IPC, through direct food transfers and through an innovative approach using food vouchers in coordination with the private sector supply chain network. In addition, WFP will provide specialized nutritional products to treat acute malnutrition in children under five and in pregnant and lactating women, as well as to prevent malnutrition in children 6-23 months. Through an emergency school feeding intervention, WFP will provide daily snacks to primary school children to encourage continuation of education during the crisis.
- ➤ The EMOP is in line with the plans outlined Yemen Humanitarian Response Plan (YHRP 2014-2015), which was revised in June 2015 based on the updated needs, and developed in consultation with the Food Security and Agriculture cluster and the Nutrition cluster.
- The emergency response in Yemen aims to achieve WFP's Strategic Objective one, to save lives and protect livelihoods in emergencies.

SITUATION ANALYSIS

- 1. An extremely serious humanitarian situation is unfolding in Yemen. Since March 2015, intensified fighting caused displacement of over 1.3 million people and resulted in the deaths of an estimated 1,900 civilians. The commercial and social service sectors are at the point of collapse: disruption to markets caused by insecurity and destruction of civilian infrastructure has resulted in the severe decline of imports, including for medicines and staple foods. A combination of severe food insecurity, compromised livelihoods, poor water and sanitation, and limited access to health and education services represents an immediate threat to the nutritional status of children and women.
- 2. In 2014, Yemen ranked 154 out of 187 countries in UNDP's human development index. Yemen has a population of 26.7 million, with a life expectancy of 66 years and a population growth rate of 3 percent; its total population is expected to double in 25 years. Poverty rates increased to an estimated 55 percent by 2012.

Political and Security Context

- 3. Prior to the current conflict, which escalated in March 2015, Yemen was already one of the poorest countries in the world, ranking tenth in terms of food-deficit. The political crisis that began in 2011 has had a major impact on the economy and livelihoods increasing vulnerability and an estimated 80 percent of the population now requires some form of humanitarian assistance.¹
- 4. While the impact of the conflict has been the most severe in the southern governorates, in particular Aden, and the northern governorate of Sa'ada, it has directly affected a total of 20 out of the 22 governorates. At present, the situation remains fluid requiring WFP's emergency intervention to remain flexible and agile to adapt as the situation changes. Continued conflict could lead to larger-scale displacements, having a direct impact on the capacities of government institutions and humanitarian organizations.

¹ OCHA Yemen Humanitarian Response 2015

- 5. The conflict has devastated civilian infrastructure, such as schools, hospitals, bridges, mills and water pumping facilities in major population centers. Challenges in importing commodities and the reduction of port capacity have led to price inflation resulting from shortages in food, fuel and other essential commodities. The impact of fuel shortages on transport networks, as well as constraints caused by pervasive insecurity and numerous checkpoints and roadblocks, has further aggravated food scarcity in local markets across the country.
- 6. These constraints have also had a direct impact on the ability of humanitarian actors to deliver emergency relief to affected populations. Access to affected populations and insecurity continue to be a significant challenge in providing food assistance. The ongoing conflict has hindered the free movement of humanitarian items and workers by either delaying or blocking delivery. Humanitarian access is severely limited by the presence of armed groups, including militias.

Economy and Livelihoods

- 7. The Yemeni economy had not yet recovered from the impact of the 2011 political crisis. The production and export of petroleum, which represented the primary source of government revenue and foreign currency prior to the conflict, has declined to minimal levels¹. The impact of declining revenues from oil production will have significant impacts on the prospect for macroeconomic stabilization and recovery.
- 8. The gap in domestic fuel demand between March and the first three weeks of June 2015 was an estimated 1.8 million mt. Yemen was only able to import 23 percent of its monthly fuel requirement in March 2015, one percent in April and 18 percent in May. The level of power supply fell from about 1,300 megawatts in February to about 150 megawatts in June 2015.² The decline in fuel imports has brought a range of essential economic activities to a halt. Many parts of the country have less than one hour of electricity per day, with direct impacts on the provision of health care and other essential services.
- 9. Approximately half of households in Yemen are employed in the agriculture sector, although the country is highly dependent on cereal imports to meet national food requirements. Agriculture production has been directly affected by fuel shortages on irrigation, transportation and marketing. The value chain of the livestock trade has been similarly interrupted.³ With approximately one in four Yemeni households dependent on government salaries, austerity measures reducing government salaries by an estimated 30 percent has affected purchasing power and food consumption of this group. The social welfare funds are frozen, with no payments made since the beginning of the year, affecting 35 percent of the population.
- 10. A compounding factor in the current crisis is water scarcity. Yemen is one of the most arid countries in the world, lacking dependable rainfall and readily available surface water. High population growth exacerbates the chronic imbalance between water needs and availability.

¹ Government revenues from oil exports declined from USD 322.3 million in April-May 2014 to USD 0.1 million during the same period of

Yemen Socio-Economic Update, MOPIC, No. 5, July 2015.

³ The average price of live animals has declined by an average of 30-50 percent since March 2015.

Gender and Protection Concerns

- 11. The situation of women is of particular concern in Yemen. The gender gap in Yemen is consistently ranked among the highest in the world, with a Gender Inequality Index of 0.733 in 2014. Maternal mortality is 200 per 100,000 live births. Women face greater challenges than men in accessing humanitarian assistance due to culture constraints exacerbated by the ongoing conflict. An estimated 20 to 30 percent of the IDP population reside in female-headed households.
- 12. The post distribution monitoring household survey in January 2015 found that WFP food assistance is collected by men in half of the female-headed households, while it is collected by men in over 90 percent of the male-headed households. Given that the sex of the person who collects WFP food assistance affects the decision-making dynamic in the households, ensuring women's access to distribution sites is crucial. This issue will be addressed by WFP and its partners through, for example, including more women in food distribution committees.
- 13. A large number of internally displaced persons (IDPs) currently live in public buildings, temporary structures, or without access to shelter. Congested living spaces and inadequate access to water and sanitation increase the risk of exposure to disease and gender-based violence. Limited access for many IDPs to humanitarian support and essential public services, including for food, water and shelter, increases the likelihood that vulnerable populations will resort to negative coping strategies in order to meet their basic needs. Women and unaccompanied minors face a heightened risk of violence and exploitation.

The Food Security and Nutrition Situation

- 14. Food insecurity has increased in both scale and severity. Yemen ranked as the 8th most food-insecure country in the world by the 2014 Global Hunger Index, with one in four Yemenis suffering from acute hunger prior to this current conflict. Food insecurity is traditionally more pronounced in rural areas, with over 55 percent of the rural population categorized as food insecure compared with 30 percent in urban areas. The conflict has led to major increases in urban food insecurity, which are now among the most food insecure areas in the country.
- 15. The results of the June 2015 Yemen Integrated Phase Classification (IPC) analysis indicated that at least six million people are in need of life-saving emergency food assistance. The analysis further revealed that 10 out of the 22 governorates are classified under the IPC emergency phase 4, considered highest risk of famine without emergency food assistance. Without improvement in humanitarian access and market conditions, a considerable number of Yemenis are likely to face the risk of increased morbidity and mortality over the coming months.
- 16. Yemen imports 90 percent of wheat and 100 percent of its rice requirements, the country's two main staples, normally importing an average of 350,000 mt of wheat per month. Approximately 96 percent of the population in Yemen depends on the

² IFPRI Global Hunger Index, 2014.

¹ UNDP HDR, 2014.

³ Yemen IPC, June 2015. The IPC analysis was based on information as at end of May 2015. The IPC is based on estimates gathered from a range of sources, including the 2014 Comprehensive Food Security Survey and complemented by WFP market monitoring data, SMART surveys, and the OCHA-led Multi-Cluster Initial Rapid Assessment.
⁴ WFP Market Study, 2010.

market for access to essential food commodities, making the population highly vulnerable to price increases.¹

- 17. According to WFP market information in July 2015, Yemen has experienced unprecedented increases in the retail prices of wheat flour and other food commodities. Compared with February baselines, the most significant increases in the prices of wheat flour were: 119 percent in Aden, 105 percent in Lahj. Similarly, the retail price of cooking gas has risen by 277 percent in Al Dhale'e, 264 percent in Lahj, 246 percent in Ibb, 232 percent in Aden, 208 percent in Taiz and 186 percent in Sa'ada.
- 18. With high food prices affecting nine out of ten people and purchasing power in rapid decline, many Yemenis are forced to resort to negative coping strategies. An estimated 25 percent of food is now purchased on credit. These increasing debt levels are not sustainable and contribute to greater levels of vulnerability over the near term.
- 19. The high degree of underlying vulnerability in the country has further resulted in deterioration in the nutrition situation. The prevalence of both stunting (chronic malnutrition) and wasting (acute malnutrition) has been of great concern in Yemen. Wasting prevalence has not shown any significant decline over the past 10 years². The 2014 Yemen Comprehensive Food Security Survey showed a global acute malnutrition (GAM) rate of 12.7 percent for children 6-59 months, just below the 15 percent critical emergency level, with 2.5 percent severely wasted.³ A national survey from 2013 measured MUAC (mid upper arm circumference) in pregnant and lactating women (PLW), as an indicator of wasting. The survey found that 12 percent of PLW have severe acute malnutrition and 20 percent are moderately malnourished⁴.
- 20. The prevalence of stunting at 41.3 percent in 2014 is at critical levels and amongst the highest in the world.⁵ Care and feeding practices, especially breastfeeding rates, are suboptimal (10 percent) and are acknowledged as contributing to stunting nationally. Only 12.4 percent of children 6- 24 months meet the WHO recommended minimum standards for dietary diversity.

Policies, Capacities and Actions of the Government and Others

The Government of Yemen

21. The Government of Yemen developed a draft food security and nutrition policy in 2014 in collaboration with UN partners. In addition, two national safety nets funds were established: the Social Welfare Fund (SWF), providing unconditional cash transfers for the poorest households, and the Social Fund for Development, providing conditional cash transfers to support the repair and construction of community assets. However, the World Bank withdrew its support for the SWF in March 2015 following the relocation of the Government of Yemen to Saudi Arabia. Significant reductions in government revenues and capacity due to the conflict have resulted in the suspension of both programmes. The Ministry of Planning and International Cooperation (MoPIC) continues to be WFP's primary government counterpart.

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¹ IFPRI, 2010.

² Analysis of CFSS and DHS data over the past 10 years

³ Yemen Comprehensive Food Security Survey 2014 WFP

⁴ Yemen National Health and Demographic Survey 2013 (report July 2015)

⁵ Yemen Comprehensive Food Security Survey 2014 WFP

Policies, Capacities and Actions of Other Major Actors

- 22. The humanitarian community revised the YHRP 2014-2015 in June 2015 to reflect the increasing humanitarian crisis. The revised YHRP identified 21.1 million people in need of humanitarian assistance, at a total cost of US\$ 1.6 billion. The Food Security and Agriculture Cluster requires the largest share of total requirements at US\$ 805.9 million.
- 23. WFP and UNICEF signed a Letter of Agreement to ensure effective collaboration in treating severe acute malnutrition and moderate acute malnutrition (MAM). WFP and UNICEF also collaborate to support community-based nutrition programmes and enhance health and nutrition awareness among men and women through joint campaigns at WFP distribution sites.
- 24. WFP, UNHCR and the Executive Unit of the Government of Yemen co-chair weekly IDP Task Force meetings. Under this arrangement, the Executive Unit provides a list of IDPs that is verified by UNHCR prior to the delivery of food assistance by WFP. WFP regularly coordinates resilience and cash transfer activities with a number of NGOs, such as Oxfam, CARE, the Norwegian Refugee Council and Danish Refugee Council. WFP works with the International Committee of the Red Cross to avoid duplication of targeting food assistance.

Coordination

- 25. The United Nations Country Team is led by the Resident Coordinator and oversees development assistance in Yemen, while the Humanitarian Coordinator oversees humanitarian assistance in the country through the cluster system. As the conflict escalated and the need for regional coordination grew, a regional Humanitarian Coordinator was appointed to coordinate activities between Yemen, Saudi Arabia, Djibouti, and the Gulf Cooperation Council countries.
- 26. The cluster system has been activated and strengthened. WFP leads the Logistics Cluster, Emergency Telecommunications Cluster, and co-leads the Food Security and Agriculture Cluster with the Food and Agriculture Organization (FAO). WFP participates in the UNICEF-led nutrition cluster. WFP also participates in the Early-Recovery Cluster and leads the working group to develop the humanitarian country team's resilience strategy.

OBJECTIVES OF WFP ASSISTANCE

- 27. The objectives of the EMOP are in line with WFP's Strategic Objective one: save lives and protect livelihoods in emergencies, specifically: 1) increase food consumption through the scale-up of life-saving emergency food assistance, particularly in areas under IPC Emergency Phase 4 classification; and 2) expand coverage of nutrition interventions to prevent and treat moderate acute malnutrition (MAM).
- 28. The WFP approach to the crisis in Yemen recognizes that humanitarian food assistance cannot replace the commercial sector's capacity to import and distribute the amount of food required to meet the consumption needs of the entire population. As outlined in the YHRP, humanitarian assistance can play a critical role in meeting the needs of the most vulnerable populations, while simultaneously trying to play a

bridging role within the commercial markets which are interrupted due to both reduced demand and supply.

Emergency Food Assistance

- 29. The EMOP supersedes the Yemen PRRO 200636 'Safeguarding Lives, Improving Food Security and Nutrition, and Building Resilience.' The PRRO will be suspended pending stabilization of the situation.
- 30. The EMOP, initially for six months from October 2015 through March 2016 has been designed to respond to the evolving situation in Yemen by providing an adaptable and flexible response mechanism that builds upon existing market capacity, where and when possible. It will seek to leverage a combination of food assistance through direct food distribution, private sector supply chain networks, and possible cash transfers to scale up assistance to 4 million people within this framework. The most appropriate transfer modality will be selected based on a thorough review of local context, including market conditions and access by WFP and its partners. Priority will be given to reaching populations in the governorates categorized under the IPC Emergency Phase 4 classification.
- 31. The system of transfers through the importer-wholesaler-retailer network will handle both in-kind and cash/voucher modalities; and allow for seamless moving across four sub-modalities (in-kind, commodity voucher, cash value voucher, and unconditional cash).
 - In-Kind Food Assistance: In locations where there are no sufficient retail networks to reach beneficiaries through a cash or voucher modality, WFP, with its traditional humanitarian partners, will provide for in-kind food assistance and deliver commodities using contracted commercial transporters and/or WFP's transport fleet. WFP will remain with sufficient in-kind food delivery capacity to be able to step in where commercial networks fail to provide assistance. Part of this in-kind distribution will move through the private sector supply chain network allowing for seamless move across the entire modality spectrum. As voucher modalities expand, WFP will continue to maintain an in-kind food pipeline capable of meeting the needs of one million beneficiaries for contingency purposes.
 - ➤ Private Sector Supply Chain Network: WFP will use the existing market, transport and logistics infrastructure to deliver food assistance to beneficiaries. WFP will work with a network of private sector traders to increase deliveries through agreements between large-scale importers and local retailers. Deliveries will be made through large importers linked to a network of 1,500 large distributors/wholesalers to 10,000 retail outlets. They will be provided with point of sales and itemized reporting capabilities. Large importers continue to maintain stocks at the national level, but distribution to local retailers has been limited by major reductions in the purchasing power of consumers in the most severely affected areas. A combination of community-based organizations, traditional leaders, and mobile phone-based distribution monitoring will be used to ensure the integrity of the transfers.
- 32. WFP will seek to deploy the most practical means possible to meet the food and nutrition needs of affected populations and build on the capacity of local markets.

WFP will use all delivery modalities, and a combination, as per the optimum circumstances. As it is crucial for the success of the programme that the food wholesale and retail network remains intact, WFP will initially support and stimulate the supply networks through commodity vouchers. In recognition of the cash benefits, WFP will couple the vouchers with top-up cash as the circumstances allow. In a later stage, a gradual transition can be made to value vouchers or cash transfers when markets remain strong and able to respond to demands and stimulus. WFP delivered food assistance through cash transfers under the PRRO, and was preparing for the implementation of Multi-Purpose Payment Platform that could be used both for cash and vouchers transfers. While WFP does not plan to implement cash transfers at present, it will remain flexible to use this modality if necessary.

Nutrition

- 33. The nutrition component of the EMOP will prioritize the prevention of acute malnutrition among children under 2 years, treatment of MAM among children under 5 years and rehabilitation of PLW, including adolescent mothers, suffering from acute malnutrition. Support will be provided through facility-based nutrition services, health campaigns and/or community mobilization. Support to PLW will be linked, where possible, to programmes for enhanced uptake of maternal and neonatal health services.
- 34. The programme will reach 97,965 children 6-59 months with MAM. Support to 106,170 acutely malnourished PLW will support healthy birth outcomes and play an important role to address underlying vulnerabilities for both acute and chronic child malnutrition. WFP will apply internationally recognized treatment protocols and measurements of weight-for-height and MUAC. WFP will focus on improving coverage and quality of nutrition services, and strengthening of systems for supply and information management, thus pursuing greater integration with routine health services.
- 35. The number of beneficiaries under nutrition will increase from the PRRO in line with the nutrition cluster scale up plan and to overlap with the UNICEF targeted sites. A SMART survey is being planned and will provide further information on targeting of treatment and prevention efforts within the cluster.

Emergency School Feeding

- 36. Before the current crisis, WFP implemented a school feeding programme in collaboration with Ministry of Education. WFP provided Take Home Rations (THRs) to girls enrolled in grade 4 and above who attended school regularly. Schoolchildren received a cereal/fruit bar to improve cognitive capacity, meet daily micronutrient requirements, and act as an incentive for attendance. The programme was designed with the aim to improve schoolchildren's nutritional intake in areas with high rates of food insecurity and chronic malnutrition and support the commitment of the Government to increase school enrolment to 80 percent and improve retention rates.
- 37. Under the EMOP, THR will be suspended as households will be receiving a full ration through the general food distribution (GFD). The aim of emergency school feeding is to provide incentive for children to attend school and provide a sense of normality. The support will be prioritized in the areas with highest food insecurity and chronic malnutrition. The programme will provide daily snacks to 500,000 school-age children. In addition to providing essential calories and micronutrients, the emergency school feeding programme will help to ensure that children have access to a structured environment and maintain the ability to acquire basic numeracy and literacy.

BENEFICIARIES AND TARGETING

- 38. The highly unstable security situation, including the presence of various armed groups, and the dynamic political environment in Yemen represents a significant constraint for humanitarian access. It also limits the ability of humanitarian actors to rapidly scale up assistance to meet the needs of the conflict-affected populations. A number of structural considerations place further limits on the capacity to achieve scale, including administrative delays in processing clearances for international staff and convoys, port damage and congestion, and lack of fuel and transport capacity.
- 39. The EMOP will undertake all possible measures to accelerate and increase food security and nutrition assistance to vulnerable populations. Despite the escalation of the conflict, WFP has reached an estimated 2.1 million people in 13 Governorates since mid-April, including an estimated 900,000 people living in the 10 governorates categorized as Phase 4 by the IPC.
- 40. WFP plans to scale up to four million food insecure people over a period of six months in the most severely affected governorates classified by IPC as 4¹ and 3, while adhering to humanitarian principles of neutrality and impartiality.
- 41. District level targeting will follow WFP VAM analysis. This analysis combines most recent food security information including impact of conflict and price levels of basic food commodities. Targeted sub-districts will be identified in coordination with local authorities and partners on the ground and, where appropriate, will also use local community structures. Sub-districts with a high concentration of IDPs and those with high levels of pre-existing food insecurity will be prioritized.
- 42. Beneficiary selection will be based on community-level consultations undertaken by WFP and partners. The household food security status will be the primary criteria for assistance. The following criteria will provide the basis for beneficiary selection at the household level:
 - ➤ IDP status;
 - Female-headed households;
 - ➤ Vulnerable households headed by widowed, divorced or separated women; the elderly, or disabled;
 - ➤ Households who previously depended on the Social Welfare Fund or community-based charities as their main source of income;
 - ➤ Households from socially and economically marginalized communities, i.e. al muhamasheen.
- 43. To refine targeting and ensure up-to-date analysis of the food security situation across the country, WFP will implement the mVAM remote food security monitoring system. mVAM uses mobile technologies to collect food security data from households through short phone surveys, using live calls, text message and interactive voice response. This allows for rapid, safe, and cost-effective data collection ideal for tracking trends in vulnerability in areas where conflict constrains access for data collection purposes. The monthly mVAM survey, together with information from the regular market monitoring, will inform programmatic decisions. When/where possible, food security assessments/monitoring will be conducted as required to complement the information collected through remote monitoring.

¹ IPC 4: Aden, Lahj, Abyan, Taiz, Al Dhale'e, Al Baida, Shabwa, Sa'ada, Al Hodaida, and Hajja, Phase 3: Amran, Dhamar, Sana'a, Sana'a city, Ibb, Mareb, Rayma, Al Mahweet, and Al Jawf

- 44. For greatest efficiency and effectiveness, priority areas for addressing acute and chronic malnutrition are selected on the basis of prevalence and absolute number of affected children using 2014 Comprehensive Food Security Survey (CFSS) and 2014 SMART (UNICEF) survey findings. While the programme continues to focus on the coastal governorates, the intervention area is expanding following inclusion of stunting hotspots and newly emerging vulnerable areas; the programme aims to achieve 50 percent coverage in 141 districts, in 14 governorates, which represent 72 percent of the national acute malnutrition burden.
- 45. While WFP aims to enhance nutrition services delivery, programme implementation requires a minimum of adequate health and/or social services infrastructure and staff capacity, and the presence of cooperating partners. WFP will address acute malnutrition in 14 governorates, covering a total of 141 districts, where absolute numbers of acutely malnourished are high.
- 46. WFP assistance will be based solely on need and will aim to reach those most in need regardless of geographical location, political affiliation, ethnicity or gender. Efforts will be made to minimize the exclusion of most vulnerable geographic areas and households. The EMOP implementation of the EMOP will seek to ensure equity in access to food assistance and promote meaningful participation in decision-making of women related to the response.
- 47. Given the extremely vulnerable state of women and children, WFP will coordinate with the protection cluster to ensure that protection concerns are addressed in the implementation of the emergency response, including distribution arrangements; partnership/collaboration; gender analysis; and accountability to affected populations. Data collection and analysis will be disaggregated by sex and age at the most appropriate level possible, i.e. district, sub-district, household.
- 48. The operation in Yemen faces several complex access related challenges. A strategy to address these immediate and pressing access dilemmas needs to be developed at local, national and regional level. The strategy will also help define WFP's long-term approach to maintain and expand safe, secure and unhindered access and programmes throughout Yemen, to maximize WFP's ability to capitalize on opportunities and avoid risks as well as improve accountability for operational decision-making.
- 49. When and if security circumstances do not allow easy access of WFP staff, its partners and vendors, commercial networks will be used as much as possible to provide beneficiaries with food assistance through the most optimal delivery modality or a combination thereof. As such it is essential for WFP to support and facilitate as much as possible the efficient and effective running of supply networks of food importers, wholesalers, distributors as well as retailers. Similarly, monitoring of provision of food assistance and impact on beneficiaries will be done by using commercial vendors together with mVAM protocols.

Table 1: BENEFICIARIES BY ACTIVITY				
Activity	Boys/Men	Girls/Women	Total	
General Food Assistance (food and voucher)	2,036,000	1,964,000	4,000,000	
BSF for children 6-23 months	69,960	67,215	137,175	
TSF for children 6-59 months	49,965	48,000	97,965	

TSF for pregnant and lactating women	ı	106,170	106,170
Onsite school feeding**	257,000	243,000	500,000
Total	2,036,000	1,964,000	4,000,000*

^{*}Note that those in nutrition and school feeding activities will also receive GFD making total beneficiaries 4 million avoiding double counting. The male/female breakdown is based on population data of 51 percent men, 49 percent women; actual data disaggregated by sex and age will be collected.

NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH / VOUCHER TRANSFERS

Ration Size and Composition

- 50. The GFD will provide about 2,100 kcal/person/day in accordance with WFP guidelines. Supercereal is included in the GFD ration to provide micronutrients and proteins needed in prevention of malnutrition. Plumpy'Doz, introduced in Yemen in 2012, will continue to be provided for the prevention of acute and chronic malnutrition among children aged 6-23 months. Plumpy'Sup will facilitate the recovery from MAM among children aged 6-59 months during a rehabilitation period of approximately three months, as per national protocols. Supercereal (WSB+) will be provided to PLW for curative nutritional support. In the school feeding programme, WFP will provide high energy biscuits (HEB) or cereal/fruit bars.
- 51. The voucher value of USD 16.5 per person per month corresponds to the average cost of the GFD food basket. WFP market monitoring will make any recommended adjustments based on market increases or decreases.

DAILY FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)					
Commodities	GFD	Prevention	Treat	ment	Education
	Food	BSF 6-23 Months	TSF 6-59 Months	TSF PLW*	Onsite School meals
Cereals	400	-	-	-	
Pulses	50	-	-	-	
Vegetable oil	30	-	-	-	
Salt	5	-	-	-	
Plumpy'Doz	-	46	-	-	
Plumpy Supp.	-	-	92	-	
WSB+ Super Cereal	45	-	-	333	
Sugar	25				
HEBs					100
Cash/Voucher (USD/person/day)	\$0.55				
Total	555	46	92	333	100

^{**}More boys than girls are estimated in school feeding as per the current enrolment rates

Total kcal/day	2,158	247	500	1335	450
% kcal from protein	11.2%	10%	10%	16%	
% kcal from fat	15.5%	55%	55%	19%	
Number of feeding days per year or per month	30 days/month	30 days/month	30 days/month		22 day/month

^{*}Vegetable oil is not provided as per previous PLW interventions

Table 3: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)						
	GFD	Prevention	Treatment		Education	
0		BSF	TSF	TSF	Onsite	Tatal
Commodities	Food	6-23	6-59	PLW	School	Total
		Months	Months		meals	
Cereals	144,459	-	-	-	-	144,459
Pulses	18,099	-	-	-	-	18,099
Vegetable oil	10,859	-	-	-	-	10,859
Salt	1,800	-	-	-	-	1,800
WSB+	16,200	-	-	-	-	16,200
Sugar	9,000	-	-	-	-	9,000
Plumpy'Doz	-	1,022	-	-	-	1,022
Plumpy Sup	-	-	1,490	-	-	1,490
WSB+ Super Cereal	-	-	-	6,002	-	6,002
HEBs	-	-	-	-	5,500	5,500
Total (mt)	200,417	1,022	1,490	6,002	5,500	214,431

^{*}Total mt requirements factor in 6,000 mt transformation losses expected during milling.

IMPLEMENTATION ARRANGEMENTS

Partnerships

- 52. Partnerships will be essential for augmenting implementation capacity and seizing opportunities to capitalize on the respective strengths and comparative advantage of organizations with a presence on the ground. While the operational environment remains complex and volatile, many innovative initiatives are emerging that offer opportunities for collaboration to overcome access and other constraints.
- 53. Partnerships are managed through WFP field-level agreements, which are regularly monitored. Partners are responsible for adhering to WFP's implementation schedule and reporting guidelines, including performance indicators.
- 54. Partners in emergency food assistance include both international (ACTED, Islamic Relief Yemen, CARE, Danish Refugee Council, Action Contre le Faim, PU-AMI, Norwegian Refugee Council) and national NGOs (CSSW, SHS) as well as government entities (Ministry of Education, Executive Unit for IDPs). Strong cooperation will be maintained with UNICEF and the Ministry of Public Health and Population on nutrition activities.

- 55. The mobilisation of significant tonnages in Yemen will require extraordinary measures and coordination between all supply chain actors. Advance financing and forward purchase facility mechanisms will be utilized to increase the availability of commodities in the pipeline. WFP established a logistics staging area in Djibouti and may include Berbera and Salalah that will serve both WFP and the Logistics Cluster with air assets and chartered vessels. Overland corridors via Saudi Arabia and Oman will also be considered, depending on security. WFP will seek to rapidly establish logistics capacity at key entry points to the country, starting with Hodeidah Port, Sana'a airport as well as Saleef, Mokha and Aden ports. Dedicated leased fleet agreements with commercial truckers will be established to help coordinate in-country deliveries along with commercial trucks.
- 56. WFP will increasingly adopt a fall-forward concept whereby food commodities are pushed up-country to forward hubs, or procure food at locations close to them, to benefit from 'security-windows' that allows for secondary transport, delivery and distributions to take place when possible. Currently, WFP is using three main hubs (Hodeida, Sanaa, and Aden) from where food is dispatched over long distances to food distribution points (FDPs). Due to security constraints, forward hub management will be outsourced as much as possible to commercial logistics service providers. While possibly more expensive, this fall-forward or 'hubs and spokes' concept will allow for a more optimal reaction time for delivery of relief commodities to partners at FDPs and provide for maximum flexibility to dispatch commodities at the right time. In addition to the main entry points, WFP will establish, using commercial logistics service providers, forward hubs in Taiz and Sada'a. Forward hubs in Abyan, Al Baidha and Shabwa will be considered while Hadramount will be serviced from Mukhalla. Before the conflict, WFP Yemen used to procure locally more than 60 percent of the total procurement requirements. After a brief suspension of local procurement, WFP has resumed local purchases as it allows for shorter lead times and at the same time provides a stimulus to local traders keeping them in business. Local procurement is done in Taiz, Hodeidah, and Saleef, and includes swapping or milling of wheat grain into wheat flour or direct purchases. Regional purchases might be considered to stimulate cross-border commercial traffic with neighbouring countries. As outlined in the procurement strategy for the Yemen Humanitarian Response Plan, local purchases will be complemented by regional and international procurement to meet potential deficits and ensure the viability of a humanitarian food pipeline under WFP management. WFP will establish Food Supply Agreements with major Yemeni food importers and millers for the purchase of an estimated 67,000 metric tonnes per month (an estimated 25 percent of total monthly EMOP requirements).
- 57. International purchases and a share of in-kind donations of wheat grain will require milling. WFP will utilize operational milling capacity in Yemen, which currently stands at 5,000 mt of wheat flour per day in Al Hodeidah and Saleef ports. Arrangements to maintain access to the fuel required to maintain transport capacity are also being negotiated.
- 58. WFP will provide anthropometric equipment, patient cards and registration books and other materials for scaling up nutrition interventions.

Information Technology (IT)

- 59. As the Yemen operation is considered unique in the nature and magnitude of the response, additional IT measures needs to be planned to ensure the safety and security of the staff operating in such a complex setup. Various pipelines for IT and telecoms equipment are being piloted to empower the capacity to deploy End-User Services and Infrastructure Services to staff in various operational areas in Yemen. Satellite (VSAT) Communications are being provided for secure and seamless data exchange for WFP staff and operations. Satellite handhelds are being used to provide a portable backup solution if mobile services are further affected.
- 60. GPS solutions for personnel and WFP assets are being explored to be able to track staff and commercial trucks as a short term solution until the possibility to deploy a full digital Radio Infrastructure with locations services.
- 61. Mobile data collection platforms need to be rolled out to gather M&E data from partners. Assessment for the ICT capacity in the country would be required to ensure technology driven solutions are supported and not hampered if the local infrastructure is being targeted.
- 62. The SCOPE beneficiary information management platform will support WFP in scaling up the operation while considering targeting and potential beneficiaries if the crises continues. This will enable WFP to rollout biometrics technologies to support the access issues and build on the local retail capacity. This requires a communications campaign with beneficiaries, electricity, and training to use the technology.
- 63. SCOPE will enable WFP to work on a cash based intervention utilizing the local private network capacity of the financial service providers as well as the possibility to rollout a full WFP solution with a registration module and possible POS capability in areas not reached by the private service providers. Both options would be supported with a technology driven reporting platform to ensure adequate information are shared with partners and also reported back to WFP.
- 64. Emergency Telecommunications Cluster (ETC) is coordinating with various agencies including UNDSS and OCHA. The Data Connectivity services, Security Telecoms Services and Voice services are planned to be delivered in six Inter-Agency operational areas.
- 65. The importation of IT and Telecoms equipment remain a main challenge for WFP and the humanitarian community. Emergency stock of equipment are pre-positioned in Dubai and Djibouti pending local approvals to import into Yemen. A preparedness kit was deployed to Sanaa prior to the escalation of the conflict which is still pending import clearance.
- 66. WFP IT teams are working to ensure services are provided to all WFP operational areas and for the humanitarian community as part of ETC to ensure the responders are able to support the programme needs in a safe and secure environment using technology services as per the Country Specific Minimum Operating Security Standards. Data Engineers, Telecoms Engineers and Radio Trainers are identified and ready to go into the country as soon as equipment and access challenges are mitigated.

PERFORMANCE MONITORING

- 67. The operation is aligned to the WFP Strategic Results Framework 2014-17. The existing Yemen Monitoring and Evaluation Strategy will be updated taking into account the increasingly challenging context and humanitarian access constraints. In areas inaccessible to UN staff, WFP will engage in third-party and remote monitoring arrangements.
- 68. For the general food/voucher assistance, a pre-assistance baseline has been conducted in June 2015. Outcomes and process indicators will be monitored and reported on a quarterly basis through household-level post-distribution monitoring. On-site monitoring during distribution will be conducted to oversee distributions and act upon any irregularities and beneficiaries' concerns. For the voucher modality, shop monitoring will be conducted to ensure that retailer shops meet WFP's requirements and to measure the impact of the vouchers in the local economy. In-depth training of WFP, partner staff and third party monitors will ensure quality of data collected on all activities including GFD, nutrition and emergency school feeding. WFP will continue its efforts to ensure sufficient female food assistance monitors to be in contact with female beneficiaries. ¹
- 69. Remote programme monitoring will be facilitated through technological innovations, including the establishment of beneficiary feedback mechanisms. Output data will be received and verified on a daily basis and will be consolidated on a monthly basis in the Country Office Monitoring and Evaluation Tool (COMET). Depending on the prevailing security situation, a review or evaluation of the operation is planned to take place within a year.
- 70. From M&E data collection to reporting, there will be a special focus on gender, protection and accountability towards affected populations. Monitoring results will be regularly reported to internal and external stakeholders and WFP will meet with partners at central and sub-national level to discuss M&E findings and follow-up actions.

HAND-OVER STRATEGY

71. The conflict in Yemen is complex and will require a political settlement between a number of actors within Yemen and at the regional level. The prospects for an end to violence in Yemen, as called for by UN Security Council Resolution 2216, remain limited in the near term. As government revenues and institutional capacities are likely to be compromised over the medium-term, a comprehensive hand-over of the EMOP activities to the government is unlikely in the near future.

72. Should a political settlement be reached between parities to the conflict and security established in portions of the country during the duration of the EMOP, WFP stands ready to re-activate PRRO 200636 and transition to recovery and rehabilitation in relevant parts of the country.

¹ During the post distribution monitoring households survey in January 2015, 61 percent of the enumerators were female.

RISK MANAGEMENT

- 73. Contextual risks: Intensified conflict between armed groups and the imminent threat of airstrikes in various parts of the country, combined with concerns related to the activities of non-state actors present direct and ambient threats to conduct humanitarian operations in Yemen. The absence of safe and secure access for humanitarian workers and assistance remains a serious challenge and concern. The fluid nature of the political environment provides an additional element of risk.
- 74. Programmatic risks: The conflict has had a significant and negative impact on WFP's ability to provide timely and regular assistance to affected populations. Transport convoys regularly experience administrative delays and political interference, including commandeering of vehicles. To address these constraints, WFP has established a dedicated transport fleet with clear visibility to mitigate against accidental targeting by armed groups, including by airstrikes. WFP continually engages with political representatives and relevant groups to negotiate humanitarian access. WFP will deliver assistance in areas with high levels of insecurity and limited presence of formal partner organizations. The use of innovative transfer modalities through the private sector will support reducing this risk. Mobile phone technologies, third party monitoring, the establishment of new partnerships with local organizations, and the development of additional mechanisms for ensuring accountability to affected populations will be employed to manage these risks.
- 75. Institutional risks: Significant delays in processing visas for international staff represent a major constraint on WFP's ability to scale up assistance to reach populations in need. Staff ceilings are also a challenge. Limited availability of fuel, intermittent electric supply, and degraded communications infrastructure also limit the ability of the WFP to rapidly scale up operations. Further risks include perceptions that the delivery of humanitarian assistance will arrest or compensate for the collapse of the Yemeni economy potential or that market-based interventions contribute to price inflation. WFP will use regular market monitoring, mVAM analysis, and regular dialogue with government officials and communities to mitigate against these risks.

Security Risk Management

- 76. The majority of Yemen's 22 governorates fall under United Nations security level 4 or 5. WFP continues to operate in most areas by adopting risk-mitigation measures, such as the use of security escorts. The United Nations Security Management Team follows United Nations Department of Safety and Security recommendations on staff security. The presence of international Field Security Officers (FSOs) is limited to the capital of Sana'a. There are currently plans to deploy additional FSOs to Aden, Taiz and Hodeidah depending on the security situation. WFP complies with Minimum Operating Security Standards and Minimum Security Telecommunications Standards under the current rapidly evolving situation.
- 77. WFP has taken measures to reinforce security mitigation measures for staff. Currently all international staff are obliged to reside in the Diplomatic Transition Facility in Sana'a. United Nations staff are required to travel in armoured vehicles throughout Yemen to minimize the risk of insecurity.

RECOMMENDATION

78. The Executive Director and Director-General of FAO are requested to approve the proposed Yemen EMOP 200890.

APPROVAL	
Ertharin Cousin	José Graziano da Silva
Executive Director	Director-General of FAO
Date:	Date:

PRO	OJECT COST BREAKD	OWN	
	Quantity (mt)	Value (US\$)	Value (US\$)
Food Transfers	1		
Cereals	144,458	46,371,445	
Pulses	18,099	11,090,428	
Oil and fats	10,859	8,826,088	
Mixed and blended food	30,215	23,298,189	
Others	10,800	3,900,600	
Total Food Transfers	214,431	93,486,750	
External Transport		13,070,433	
LTSH		49,665,946	
ODOC Food		19,258,738	
Food and Related Costs 1			175,481,867
C&V Transfers		94,875,000	
C&V Related costs		2,835,600	
Cash and Vouchers and Related Costs			97,710,600
Capacity Development & Augmentation			-
Direct Operational Costs			273,192,467
Direct support costs (see Annex I-B)			26,288,734
Total Direct Project Costs			299,481,201
Indirect support costs (7.0 percent) ²			20,963,684
TOTAL WFP COSTS			320,444,885

¹ This is a notional food basket for budgeting and approval. The contents may vary.

² The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)		
WFP Staff and Staff-Related		
Professional staff *	8,549,789	
General service staff **	2,873,388	
Danger pay and local allowances	2,583,072	
Subtotal	14,006,249	
Recurring and Other	1,672,011	
Capital Equipment	3,747,412	
Security	2,707,799	
Travel and transportation	3,335,263	
Assessments, Evaluations and Monitoring ¹	820,000	
TOTAL DIRECT SUPPORT COSTS	26,288,734	

^{*} Costs to be included in this line are under the following cost elements: International Professional Staff (P1 to D2), Local Staff - National Officer, International Consultants, Local Consultants, UNV

^{**} Costs to be included in this line are under the following cost elements: International GS Staff, Local Staff - General Service, Local Staff - Temporary Assist. (SC, SSA, Other), Overtime

¹ Reflects estimated costs when these activities are performed by third parties. If WFP Country Office staff perform these activities, the costs are included in Staff and Staff Related and Travel and Transportation.

Annex II: Summary of Logical Framework of Yemen EMOP 200890

LOGICAL FRAMEWORK				
Results	Performance indicators	Assumptions		
Cross-cutting				
Cross-cutting result GENDER: Gender equality and empowerment	Proportion of households where females and males together make decisions over the use of cash, voucher or food	Project management committees are established for participatory activities.		
improved	Proportion of households where females make decisions over the use of cash, voucher or	The partners and WFP are able to adequately access most of the areas where food, cash and voucher		
	Proportion of women beneficiaries in leadership positions of project management	distributions to conduct training. WFP and its partners are able to		
	Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution	conduct some gender awareness interventions to overcome barriers against expanding women's role in households and in the society.		
Cross-cutting result PROTECTION AND ACCOUNTABILITY TO	Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)	WFP and its partners are able to adequately carry out protection and accountability awareness sessions.		
AFFECTED POPULATIONS: WFP assistance delivered and utilized in safe, accountable and dignified conditions	Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site	WFP and its partners are able to undertake the survey about protection and accountability knowledge level among the		
Cross-cutting result PARTNERSHIP: Food assistance interventions coordinated and partnerships developed and maintained	Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks) Number of partner organizations that provide complementary inputs and services	Strategic partnerships are successfully formed with WFP for food assistance programmes with various stakeholders (government, INGOs, CBOs, UN agencies and private sectors)		
	Proportion of project activities implemented with the engagement of complementary partners			
SO1: Save lives and protect livelihoods in emergencies				

Outcome SO1.1 Stabilized or improved food consurover assistance period for target households and/or individuals Printed on: 2015/07/16 13:27	Diet Diversity Score (male-headed households) Diet Diversity Score FCS: percentage of households with poor Food	WFP has access to targeted beneficiaries and able to distribute on a regular basis. Adequate resources and
GFA - Food and vouchers	Consumption Score (male-headed) FCS: percentage of households with poor Food Consumption Score FCS: percentage of households with borderline	Implementation capacity are available. Food supply through the commercial operators is not disrupted.
Outcome SO1.2 Stabilized or reduced undernutrit among children aged 6-59 months among children and lactating women Nutrition - Treatment and Prevent MAM	on d MAM treatment mortality rate (%) - Treatment MAM treatment default rate (%) - Treatment on of Proportion of eligible population who participate in programme (coverage) -	Partners with nutrition experience are able to operate in the conflict settings. Partners are able to access same children on a regular basis. Specialized and technical nutrition support to

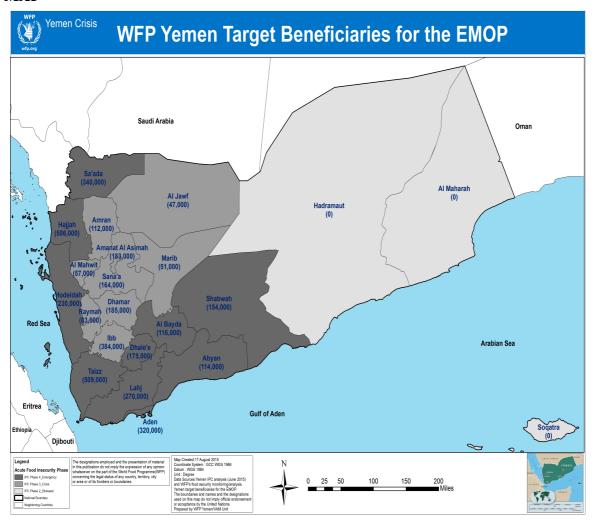
Outcome SO1.3 Restored or stabilized access to a services and/or community assets Emergency School Feeding	Retention rate (girls) in WFP-assisted Retention rate (boys) in WFP-assisted primary Retention rate in WFP-assisted primary Retention rate (girls) in WFP-assisted secondary schools Retention rate (boys) in WFP-assisted secondary schools Retention rate in WFP-assisted secondary	Schools remain operational and conflict does not affect children's ability to stay in school.
Output SO1.1 Food, nutritional products, non-foitems, cash transfers and vouchers distributed in sufficient quantity quality and in a timely manner to targeted beneficiaries GFA Indicators	non-food items, cash transfers and vouchers,	Capable partners are available. No significant pipeline breaks happens. The strategic role of procurement and capacity to ensure timely procurement of food, goods and services is established.
Printed on: 2015/07/16 13:27	Logframe status in COMET: DRAFT (2015-07-16) Project Status and Approval Date: APPROVED (2015-07-16) WINGS Modalities: Food, Cash & Voucher, Capacity Development & Augmentation	Page 2 of 3
Output SO1.2 Food, nutritional products, non-for items, cash transfers and vouchers distributed in sufficient quantity quality and in a timely manner to targeted beneficiaries Nutrition Treatment MAM	non-food items, cash transfers and vouchers.	

Output SO1.3 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries Nutrition Prevention MAM	Number of institutional sites assisted (e.g. schools, health centres), as % of planned Quantity of food assistance distributed, disaggregated by type, as % of planned Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers,	
Output SO1.4 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries Emergency SF	Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, Quantity of food assistance distributed, disaggregated by type, as % of planned Number of institutional sites assisted (e.g., schools, health centres), as % of planned	

Check consistency with strategic objectives and appropriateness of indicators (confirm with M&E unit if needed). $\underline{ \text{http://docustore.wfp.org/stellent/groups/public/documents/forms/wfp022350.doc}$

ANNEX III

MAP



ACRONYMS USED IN THE DOCUMENT

COMET Country Office Monitoring and Evaluation Tool

CFSS Comprehensive Food Security Survey

DSC Direct Support Cost EMOP Emergency Operation

ETC Emergency Telecommunications Cluster

FSO Field Security Officers

FAO Food and Agriculture Organization

GFD General Food Distribution HEB High Energy Biscuit

IDP Internally Displaced Person

IFPRI International Food Policy Research Institute

IT Information Technology IPC Integrated Phase Classification

ISC Indirect Support Cost

MAM Moderate Acute Malnutrition

MoPIC Ministry of Planning and International Cooperation

MUAC Mid Upper Arm Circumference

OCHA Office for the Coordination of Humanitarian Affairs

PLW Pregnant and Lactating Women

POS Point Of Sale

SWF Social Welfare Fund THR Take Home Rations

UNDSS United Nations Department for Safety and Security

UNCT United Nations Country Team

VAM Vulnerability Assessment and Mapping

WHO World Health Organization

YHRP Yemen Humanitarian Response Plan

ANNEX IV - LTSH-matrix

ANNEX V - Project Budget Plan

ANNEX VI - Project Statistics