

BUDGET INCREASE TO YEMEN EMERGENCY OPERATION 200039

Food Assistance to Conflict-Affected Persons in Northern Yemen

	Cost (United States dollars)		
	Current budget	Increase	Revised budget
Food cost	29,201,505	33,057,002	62,258,507
External transport	5,020,992	3,794,174	8,815,166
LTSH	5,433,418	5,285,875	10,719,293
ODOC	1,667,583	1,188,242	2,855,825
DSC	3,468,500	3,121,265	6,589,765
ISC (7.0 percent)	3,135,440	3,251,259	6,386,699
Total cost to WFP	47,927,438	49,697,817	97,625,254

NATURE OF THE INCREASE

1. A budget increase and extension-in-time is proposed to emergency operation (EMOP) to enable WFP to provide urgently needed food assistance to 416,800 people affected by the conflict in northern Yemen. The current end-date of the EMOP is 31 July 2011.
2. The additional food requirement of 47,936 mt, valued at US\$33 million, is the result of:
 - An extension-in-time of the current assistance to 300,000 internally displaced persons (IDPs) until December 2011.
 - The inclusion of an additional 116,800 war-affected people (non-IDPs) in Sa'adah governorate who will be assisted for the same period.
 - Given the very high acute malnutrition rates, an increase of 79,100 children to be assisted until the end of the year with blanket supplementary feeding, to include war-affected children (as well as children among the IDPs).
 - Increase in the 2011 food costs to reflect the local and international price trends.
3. The increase in external transport costs is in line with the increased food tonnage.
4. The increase in the landside transport, storage and handling (LTSH) costs reflects the costs related to the additional tonnage as well as the revised LTSH matrix of US\$108.32/mt.
5. The increase in other direct operational costs (ODOC) is to cover the costs of field-level agreements of implementing partners.
6. The increase in direct support costs (DSC) is related to new staffing requirements for implementation of the EMOP following the expansion of the activities and extension in time.

JUSTIFICATION FOR EXTENSION-IN-TIME AND BUDGET INCREASE

Summary of Existing Project Activities

Background:

1. Six major rounds of conflict have taken place in Sa'adah in northern Yemen since 2004 between Al-Houthi insurgents and the Government. These have displaced around 300,000 people, who are now scattered across the five governorates of northern Yemen. The recent political unrest across the country resulted in a short but violent conflict for the control of the northern governorate of Sa'adah. Al-Houthi gained control of Sa'adah and maintain *de facto* authority.
2. This latest round of violence is likely to increase the reluctance of current IDPs to return to their place of origin. IDPs are further discouraged by the presence of landmines, damaged infrastructure, damaged homes and farms, and lack of reconstruction and social services in areas devastated by fighting.

WFP operations:

3. WFP has been providing emergency food assistance for the conflict-affected population in Sa'ada since June 2007. Since initially targeting 36,000 IDPs in 2007, WFP has revised its emergency operations to cope with the increasing number of beneficiaries needing food assistance, especially following the outbreak of the sixth Sa'ada conflict in August 2009. Currently, WFP is reaching 300,000 IDPs (see map in Annex IV).
4. Food and nutritional assistance are provided through the following activities:
 - General food distribution (GFD) for 300,000 targeted IDPs.
 - Blanket supplementary feeding for 40,000 IDP children aged 6-59 months (6-24 months in selected governorates).
 - Food-for-work activities to support the rehabilitation of community infrastructure (to be implemented once the IDP population is able to return to their communities).
5. The objectives of these activities are to save lives and reduce the levels of acute malnutrition for children under 5 caused by shocks resulting from the sixth Sa'ada conflict. The EMOP is in line with WFP's Strategic Goal "to save lives in emergencies and reduce malnutrition caused by shocks to below emergency levels".¹
6. The current EMOP (number 200039) began on 1 August 2010 for 12 months. In cooperation with WFP's partner, Islamic Relief of Yemen, an average of 250,000 IDPs (over 80 percent of the targeted beneficiaries) are reached every month.
7. In May 2010, WFP was forced to halve rations for IDPs due to a severe lack of funding. In October 2010, with increased funding support, WFP was able to increase rations to 75 percent for small families (six family members or less) and to 100 percent for large families (seven family members or more).

¹ Corresponding to WFP Strategic Objective 1 "To save lives and protect livelihoods in emergencies" WFP/EB.1/2009/5-C.

Conclusion and recommendations of reassessments

8. Operations to date have exclusively targeted IDPs, while the war-affected population that was not displaced and remained within Sa'adah governorate has not been accessible. Recent surveys have shown that the nutrition situation for these war-affected people is critical. WFP and other humanitarian agencies are negotiating access to this population and have prepared an action plan to address their needs.
9. WFP also conducted an assessment in September-October 2010 to better understand the impact of ration cuts in 2010 on the IDPs. The assessment used the previous Sa'adah study from July 2009 as a baseline and an assessment from May 2010 for comparison. A total of 740 households were interviewed (approximately 240 households per governorate) and 38 focus group discussions were conducted across Sa'adah, Amran and Haradh governorates. The household food consumption score was used as part of the analysis to determine the household food security status.
10. The assessment showed serious food insecurity in Sa'adah, Amran and Haradh governorates. In Sa'adah, the percentage of assisted IDPs who remain food-insecure increased dramatically, from 1.4 percent in July 2009, when the IDPs were receiving a full ration, to 37.5 percent by September 2010, the last month that IDPs received a half ration. For Amran, Haradh city and Haradh IDP camps, the assessments revealed food insecurity between 31 and 42 percent, and that in Amran and in the Haradh IDP camp the food security of the IDPs deteriorated between May and October 2010.² The findings underscored the continued reliance by the IDPs on food assistance to meet basic consumption needs in all locations.
11. In October 2010, UNICEF undertook nutrition assessment and a vaccination campaign in five western districts of Sa'adah governorate (Razeh, Munabih, Al-Thaheer, Ghammer and Shada) in October 2010. These areas had not previously received any assistance or assessment by the international community. Some 22,000 children aged 6-59 months were screened for malnutrition with a rapid mid-upper arm circumference (MUAC) assessment. This indicated that acute malnutrition measured by MUAC below 12.5 cm was 45 percent. These very high levels of malnutrition can be primarily attributed to long-standing insecurity, extremely high levels of poverty, geographical remoteness, a lack of food assistance and a lack of health and nutrition services over the past six years.
12. WFP was previously relying on a referral system for treatment of malnutrition among IDP children between 2-5 years in two of the four targeted governorates. Due to the minimal presence of government health staff and the absence of a referral system within the IDP population, only the children under-2 were being reached by WFP, under the blanket supplementary feeding programme (BSFP). In December 2010, WFP responded to the critical situation by expanding BSFP support to all children under-5 in the two targeted governorates. This increased the consumption of wheat-soya blend, sugar and vegetable oil that was originally planned for the EMOP. This budget revision includes additional quantities of the appropriate commodities to accommodate these additional children.
13. Due to extremely limited access to Sa'adah in recent years, there is minimal information available to determine the exact food security situation of the war-affected population within

² Data from May 2010 was used for comparison as there was no earlier baseline data on food consumption scores available for Amran, Haradh city and Haradh IDP camps before the ration cuts.

the governorate which has not been displaced. However, using the assessments described above, census data from 2004, and trends highlighted in WFP's 2010 Comprehensive Food Security Survey (CFSS), WFP estimates that 24 percent of the war-affected population are severely food insecure. The proposed expansion of coverage of this EMOP will target this group with GFD and BSFP, based on the major characteristics of the food-insecure households as detailed in the WFP Comprehensive Food Security Survey (CFSS) conducted in 2009.

14. WFP is hopeful for an opportunity to conduct food security assessments in Sa'adah as part of the follow-up on the nationwide CFSS planned for October 2011. This will allow comparison with the CFSS conducted in October 2009. Based on the findings of the future assessments, WFP will be able to adjust the requirements of the operation as needed.

Purpose of Extension and Budget Increase

15. WFP will continue to save lives and reduce malnutrition, protecting the livelihoods of internally displaced people by providing appropriate food and nutritional assistance to the most-affected population groups. Life-saving food assistance will be extended to the war-affected population in Sa'adah governorate who are not displaced and who have been identified as being the most severely affected (about 24 percent of the war-affected population of 24,000 households – see map in Annex IV).
16. WFP will support the gradual shift from life-saving emergency assistance to more robust early recovery in northern Yemen in general, and especially in Sa'adah governorate. This shift will be centred on food-for-work activities.
17. Under this budget revision, WFP will provide food and nutritional assistance through the following components:
 - General food distribution for all IDPs (300,000) and newly accessible war-affected people in Sa'adah Governorate (116,800 people).
 - Blanket supplementary feeding for IDP children aged 6-59 months (6-24 months in selected governorates) as a preventative measure against moderate acute malnutrition (40,000 in IDP locations and 79,100 in conflict areas).
 - Food-for-work activities to support the rehabilitation of community infrastructure, to be implemented once the displaced people are able to return and for the returnees not assisted through GFD (2,200 participants, 15,400 beneficiaries).
18. WFP will include 90 mt of high-energy biscuits (HEBs) to cover the needs of new beneficiaries and to alleviate any pipeline breaks for wheat-soya blend. HEBs are easily distributed as an interim nutritional commodity as new distribution points are opened and communities are introduced to the nutrition component's food basket (i.e. wheat soya blend, vegetable oil, and sugar). The proposed tonnage of HEBs is sufficient to cover the needs of the new beneficiaries in these interim periods.
19. Under the 2010 Consolidated Appeals Process (CAP) and Yemen Humanitarian Response Plan (YHRP), WFP received 51 percent of funding committed to Yemen, indicating strong donor support to address food insecurity. As of June 2011, WFP has received 36 percent of funds committed to Yemen under the 2011 CAP/YHRP. This proposed budget revision to this EMOP will be reflected in the CAP/YHRP mid-year review.

20. **Risk Assessment:** The main contextual risks to the EMOP are: (i) a further deterioration of the security in northern Yemen which could restrict access of WFP and partners for assessments, distributions and monitoring to either the IDPs or the war-affected population in Sa'adah; and (ii) insecurity in Sana'a that could restrict the presence of WFP and other United Nations staff their offices in the capital city. The main programmatic risk is whether WFP's cooperating partners can continue to have the capacity for food distributions and conduct sensitization campaigns for the BSFP. The main institutional risks are (i) the security of staff for WFP and its partners; and (ii) inadequate funding for the EMOP which may result in smaller rations per beneficiary (as occurred in 2010).

21. The revised beneficiaries for this EMOP following this budget revision are shown in table 1.

TABLE 1: BENEFICIARIES BY ACTIVITY				
Activity	Category of beneficiaries	Current	Increase	Revised
General food distribution	IDPs and food- insecure households in areas of conflict	300,000	116,800	416,800
Blanket supplementary feeding	Children 6-59 months	40,000	79,100	119,100
Food for work*	Conflict-affected households	15,400	-	15,400
TOTAL		300,000	116,800	416,800

*Considering 2,200 participants in FFW with an average family size of 7 persons

22. Table 2 describes changes in the ration scales following this budget revision.

TABLE 2: REVISED DAILY FOOD RATION BY ACTIVITY (g/person/day)				
	General Food Distribution	Contingency	Blanket Supplementary Feeding	Food For Work*
	Revised	Revised	Revised	Revised
Wheat flour	477		-	5,000
Pulses	48		-	1,500
Vegetable oil	24		20	500
Sugar	24		20	-
Iodized salt	5		-	-
Wheat-soya blend	-		200	-
High-energy biscuits	-	10	-	-
TOTAL	578	10	240	7,000
Total kcal/day	2,142	45	1,057	
% Kcal from protein	12.5	10.7%	-	
% Kcal from fat	13.3	30%	-	
No. of feeding days per year or per month (as applicable)	30 days per month	Contingency period	30 days per month	25 days per month

*ration for FFW is per household

FOOD REQUIREMENTS

23. The additional and total food quantity needed for achieving revised EMOP is provided below.

TABLE 3: FOOD REQUIREMENTS BY ACTIVITY				
Activity	Commodity type	Food requirements (mt)		
		Current	Increase	Revised total
General food distribution	Wheat flour	50,658	33,168	83,826
	Pulses	5,098	3,338	8,436
	Vegetable oil	2,550	1,669	4,219
	Sugar	2,550	1,669	4,219
	Salt	531	348	879
	Dates	205	301	506
	Contingency	HEB	-	90
Blanket supplementary feeding	Vegetable oil	287	453	740
	Sugar	287	453	740
	WSB	2,880	4,522	7,402
Food for work	Wheat flour	1,100	1,375	2,475
	Pulses	330	413	743
	Vegetable oil	110	137	247
TOTAL		66,586	47,936	114,522

RECOMMENDATION

This budget revision to “EMOP Yemen 200039 Food Assistance to Conflict-Affected Persons in Northern Yemen” for an increase of US\$49.7 million is recommended for approval by the Executive Director of WFP and the Director General of FAO.

Approved by:

 Josette Sheeran
 Executive Director
 United Nations World Food Programme

 Jacques Diouf
 Director-General
 Food and Agriculture Organization of
 the United Nations

Date:

Date:

ANNEX I-A

BUDGET INCREASE COST BREAKDOWN			
Food³	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	34,543	19,614,950	
Pulses	3,751	2,959,704	
Oil and fats	2,259	3,900,442	
Mixed and blended food	4,612	3,784,386	
Others	2,771	2,797,520	
Total food	47,936	33,057,002	
Cash transfers			
Voucher transfers			
Subtotal food and transfers			33,057,002
External transport			3,794,174
Landside transport, storage and handling			5,285,875
Other direct operational costs			1,188,242
Direct support costs ⁴ (see Annex I-B)			3,121,265
Total WFP direct costs			46,446,558
Indirect support costs (7.0 percent) ⁵			3,251,259
TOTAL WFP COSTS			49,697,817

³ This is a notional food basket for budgeting and approval. The contents may vary.

⁴ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

⁵ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	1,030,243
International general service staff	00 000
Local staff - national officers	210,926
Local staff - general service	489,137
Local staff - temporary assistance	24,650
Local staff - overtime	52,820
Hazard pay and hardship allowance	264,984
International consultants	00 000
Local consultants	28,000
United Nations volunteers	00 000
Commercial consultancy services	00 000
Staff duty travel	213,335
Subtotal	2,314,094
Recurring expenses	
Rental of facility	97,800
Utilities	5,950
Office supplies and other consumables	11,900
Communications services	36,400
Equipment repair and maintenance	7,500
Vehicle running costs and maintenance	19,600
Office set-up and repairs	5,750
United Nations organization services	86,429
Subtotal	271,329
Equipment and capital costs	
Vehicle leasing	35,700
Communications equipment	63,612
Local security costs	436,530
Subtotal	535,842
TOTAL DIRECT SUPPORT COSTS	3,121,265

ANNEX II Logical Framework

EMOP YEMEN 200039 FOOD ASSISTANCE TO CONFLICT-AFFECTED PERSONS IN NORTHERN YEMEN

RESULTS CHAIN (LOGIC MODEL)	PERFORMANCE INDICATORS	RISKS & ASSUMPTIONS
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
<p>OUTCOME 1.1: Reduced acute malnutrition in children under-5 in targeted emergency-affected populations.</p> <p>OUTCOME 1.2: Improved food consumption over assistance period for targeted households.</p> <p>OUTPUT 1.1: Food items distributed in sufficient quantity and quality to targeted households.</p>	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among IDP children under-5 (using MUAC); (Target: below 10 percent acute malnutrition for targeted beneficiaries during assistance period). ➤ Household food consumption score (Target: 80 percent above the "borderline" level during assistance period). ➤ Number of women, men, girls and boys receiving food items by category, as percent of planned figures. ➤ Types of food distributed by type, as percent of planned distribution. ➤ Quantity of fortified food and special nutritional products distributed by type as percent of planned distribution. ➤ Number of distribution cycles vs. planned (planned: 7). ➤ Quantity of actual food distribution per cycle (mt) as percent of planned. ➤ Percentage of distributions affected by pipeline breaks. ➤ Number of security incidents. 	<p>Security prevails in (i) IDP camps and districts with high IDP concentration, and (ii) for war-affected populations in Sa'adah allowing for timely access to beneficiaries.</p> <p>Cooperating partners continue to have the capacity to conduct food distributions and BSFP sensitization campaigns.</p> <p>Continued interest and acceptance by beneficiary of food basket.</p> <p>Timely availability of resources.</p>



ANNEX III - LIST OF ACRONYMS USED IN THE DOCUMENT

BSFP	blanket supplementary feeding programme
CFSS	Comprehensive Food Security Survey
HEB	high-energy biscuits
UNICEF	United Nations Children's Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
WFP	United Nations World Food Programme
WSB	wheat-soya blend

ANNEX IV – MAPS



