

Emergency Operation (EMOP) Yemen 200039
Food Assistance to Conflict-Affected Persons in Northern Yemen

YEMEN EMOP 200039	
Number of beneficiaries	300,000
Duration of project	12 Months (01 August 2010 – 31 July 2011)
Food tonnage	66,586 mt
Cost (US\$)	
WFP food cost	29,201,505
Total cost to WFP	47,927,438

EXECUTIVE SUMMARY

The ongoing conflict between the Government of Yemen and the Houthi rebels in northern Yemen, particularly in Sa’ada governorate, has erupted sporadically since 2004, resulting in six rounds of heavy fighting and displacement of more than 340,000 persons across northern Yemen. The sixth round of conflict ended with a ceasefire agreement on 11 February 2010, with both parties agreeing to abide by a six-point ‘peace plan’. However, progress towards peace remains limited, whilst low-level clashes between both parties and their tribal supporters have led to increased insecurity in areas of northern Yemen, difficulties in reaching the affected populations, and an increased likelihood of a seventh round of fighting.

Most internally displaced persons (IDPs) are reluctant to return to their place of origin because of the ongoing insecurity, presence of landmines, damaged infrastructure, homes and farms, lack of reconstruction and social services in areas devastated by fighting, coupled with the threat of further conflict. The affected population is scattered across the northern governorates of Sa’ada, Hajjah, Amran and Al-Jawf, and in the capital city of Sana’a. Some IDPs are living in established camps but most IDPs (approximately 75 percent) are scattered in spontaneous settlements or are living with host communities. WFP assessments have found that the protracted nature of the displacement has led many IDPs to exhaust their coping mechanisms, increasing their vulnerability, food insecurity and reliance on humanitarian assistance.

During the previous EMOP “Humanitarian Assistance to IDPs in Sa’ada Governorate” (Yemen EMOP 106840), which ended on 31 July 2010, the beneficiary planning figures were increased from 100,000 to 285,000 IDPs in response to fresh outbreaks of fighting, while the scope of the operation was broadened from a geographic focus on Sa’ada to other northern governorates. The number of beneficiaries is expected to continue to gradually increase in view of continuing instability.

Under this new EMOP, “Food Assistance to Conflict-Affected Persons in Northern Yemen”, WFP will continue to save lives and protect the livelihoods of internally displaced people (WFP Strategic Objective 1) by providing appropriate food and nutritional assistance to the most affected population groups. The EMOP supports Millennium Development Goals (MDG) 1 and 4.

The EMOP will cover an initial caseload of 285,000 IDPs, gradually expanding to approximately 315,000 IDPs and returnees by July 2011. The average number of beneficiaries is expected to be 300,000 persons.

Through this EMOP, WFP will provide food and nutritional assistance to accessible and registered IDPs and returnees through the following components:

- General food distribution for all IDPs.
- Blanket supplementary feeding for IDP children aged 6-59 months (6-24 months in selected governorates) where targeted treatment for moderate acute malnourished is available.
- Food for work to support the rehabilitation of community infrastructure, to be implemented once the displaced are able to return.

By introducing food-for-work activities, the EMOP envisages a gradual shift from life-saving emergency assistance to more robust early recovery in northern Yemen. However a full phase-out of the EMOP will be dependent on the return of displaced persons or their integration/resettlement within local communities and restoration of their self-reliance.

The EMOP will be implemented in close cooperation with the Government's newly-established Executive Unit for Internally Displaced Persons, and in partnership with cooperating partners Islamic Relief Yemen and the Adventist Development and Relief Agency. In Sa'ada governorate, food-for-work schemes will be coordinated with the Government's Sa'ada Reconstruction and Development Fund which is mandated to oversee the reconstruction of infrastructure and buildings damaged or destroyed by conflict.

SITUATION ANALYSIS AND SCENARIO

Overall context

1. Yemen is classified as both a least developed country (LDC) and a low-income, food-deficit country (LIFDC) and is ranked 140 of 182 countries in the United Nations Development Programme's 2009 Human Development Index (HDI). With an average per capita annual income of US\$930 (UNDP 2007), nearly half of Yemen's 23 million people live on less than two dollars per day. Yemen is ranked as the 11th most food-insecure country in the most recent Global Hunger Index.¹
2. Yemen imports the majority of its food, including 90 percent of its wheat and 100 percent of its rice requirements, which form the country's main staples; thus Yemen is highly vulnerable to volatility of prices on international markets.
3. As a consequence of falling oil production, which was 90 percent of total exports over the past decade, economic growth has declined from 4.6 percent in 2005 to 2.3 percent in 2008.
4. Yemen has been severely affected by the triple food, fuel, and financial crisis. According to the International Food Policy Research Institute (IFPRI), Yemen's poverty incidence has increased by eight percentage points between 2005 and 2010 (a relative increase of some 25 percent). Almost 43 percent of the population no longer has the resources to access sufficient quantities of nutritious food.
5. Yemen has one of the highest rates of malnutrition in the world, with a wasting rate of 13.2 percent and a stunting rate of 55.7 percent among children 6-59 months.² Yemen ranks as the third-worst for underweight-for-age (after India and Bangladesh), and second-worst for childhood stunting (after Afghanistan).
6. Between October and December 2009, WFP conducted a Comprehensive Food Security Survey (CFSS) in 19 out of 21 governorates (excluding Sa'ada and Al-Jawf). The survey found that 31.5 percent of the population was food-insecure, and a further 11.8 percent, or 2.7 million persons, were severely food insecure. The actual figures of food insecurity are believed to be higher given that Al-Jawf and Sa'ada governorates were excluded from the national survey for security reasons.

Table 1: Food Security in IDP-hosting Governorates as per Comprehensive Food Security Survey results (CFSS (October/November 2009))³

	POOR	BORDERLINE	ACCEPTABLE
Nationwide: (excluding Sa'ada and Al-Jawf)	12.5	20.7	66.8
IDP-hosting governorates:			
Amran	21.1	21.7	57.2
Hajjah	17.1	29.1	53.8
Sana'a	3.1	12.6	84.3

¹ Global Hunger Index. International Food Policy Research Institute (IFPRI). October 2009.

² Household Budget Survey 2005/2006

³ In the CFSS: "severely food-insecure" relates to a poor food consumption score (FCS); "food insecure" is the total of both a poor and/or a borderline FCS.

7. Yemen has been struck by a series of complex crises, including ongoing political challenges, civil war and massive internal displacement in the north, a growing and increasingly violent secessionist movement in the south, a continuing influx of refugees from the Horn of Africa, alarming levels of food insecurity and malnutrition, in addition to recurring natural disasters (floods and droughts).

Conflict in Sa'ada Governorate

8. The conflict in the Sa'ada Governorate of northern Yemen erupted in 2004, when a group called Al-Shabab Al-Momen (*The Faithful Youth*) rallied behind Hussein Al-Houthi, and clashed with government forces. A round of intense fighting in the spring of 2007 displaced more than 77,000 persons to the main town of Sa'ada, and thousands more to scattered settlements. The affected population is scattered across the northern governorates of Sa'ada, Hajjah, Amran and Al-Jawf, and in the capital city of Sana'a. Some IDPs are living in established camps. However, most (approximately 75 percent) are scattered outside in spontaneous settlements or with host communities. In the absence of a comprehensive ceasefire or negotiated peace settlement, low-level clashes and sustained periods of conflict have subsequently resulted in six rounds of fighting of varying intensity and increasing numbers of internally displaced persons.
9. While the fighting was originally between the Government and the Houthi rebel group, it has now expanded to encompass tribal elements in Amran and Al-Jawf governorates. This has also led to increased insecurity for humanitarian actors, kidnappings, road blocks and inaccessibility to some parts of the country.
10. The latest round of fighting ended with a ceasefire agreement on 11th February 2010 and was characterized by higher levels of violence, a larger scale of destruction of villages and infrastructure, and increased displacement outside of Sa'ada to neighbouring governorates.
11. Due to the protracted nature of the current displacement, the IDPs' coping mechanisms are exhausted and they have little or no access to work or other income-generating opportunities as the local economy is already depressed. The possibility of renewed conflict and the lack of progress in reconstructing Sa'ada have undermined prospects for a large-scale return, while exacerbating the hardships faced by IDPs and increasing their reliance on humanitarian assistance.
12. WFP's emergency operation (EMOP) "Humanitarian Assistance to IDPs in Sa'ada Governorate" 106840 ran from 1 September 2007 to 31 July 2010. During this time, in response to fresh outbreaks of fighting, the Sa'ada EMOP's planning figures have increased from 100,000 IDPs and war-affected to 285,000, with an expansion of geographic coverage to all parts of northern Yemen affected by the conflict.
13. In spite of the ceasefire, beneficiary interviews show that many IDPs are reluctant to return to their places of origin due to insecurity, lack of basic social services, the continued presence of landmines, and the destruction of infrastructure and homes. The ceasefire has allowed some IDPs who were previously trapped behind the frontlines to move to safer locations and access humanitarian assistance.
14. Access to some parts of Sa'ada, Amran and Al-Jawf governorates that host displaced populations continues to be either denied or severely limited for humanitarian workers,

with an estimated 15,000-20,000 IDPs not having received food rations for over two consecutive months in 2010.

15. The ceasefire has provided an opportunity to verify the number of IDPs. Joint efforts by the Executive Unit for Internally Displaced Persons,⁴ the Office of United Nations High Commissioner for Refugees (UNHCR) and WFP in April/May 2010 resulted in the verification of IDPs in accessible areas and an updating of registration data. A central database has been established at the Executive Unit. Registration and verification exercises have been conducted in all areas of displacement, apart from Sa'ada governorate itself where continued insecurity has restricted the presence of United Nations agencies.
16. In response to the sixth round of fighting in Sa'ada, the humanitarian community in Yemen launched a four-month Flash Appeal in September 2009, requesting US\$23.7 million for the Sa'ada emergency. The Flash Appeal was well-funded at 88 percent, including 92 percent of WFP requirements of US\$5.2 million.
17. In December 2009, the United Nations and international non-governmental organizations (INGOs) launched the first Yemen Humanitarian Response Plan (YHRP) with total requirements of US\$177 million. While the YHRP covers all life-saving activities across Yemen, a substantial focus of the appeal is the Sa'ada emergency. As of end-May 2010, the YHRP was only funded at a level of at 28 percent. A mid-term review of the YHRP was held at the beginning of June 2010.

The food security and nutritional status of IDPs

18. In May 2009, shortly before the most recent round of fighting, WFP assistance was found to be the main source of food for 88 percent of beneficiaries in Sa'ada town, and 78 percent of beneficiaries in the IDP camps surrounding the town.
19. Post-distribution monitoring (PDM) in Hajjah and Amran governorates in November 2009 and April 2010 (monitoring visits could not be conducted in Al Jawf and Sa'ada governorates for security reasons) showed the high dependence of households on food assistance to meet their consumption needs. When WFP assistance was removed from the analysis, beneficiary households with poor food consumption increased on average by 45 percent. Between the two rounds of PDM, the WFP beneficiaries with poor food security increased and those with acceptable food consumption decreased. This is believed to be linked to: (i) commodity pipeline breaks which caused reduced rations, even though food distributions were regular; and (ii) the protracted nature of the displacement that has led to the gradual exhaustion of food security coping mechanisms.

⁴ The Executive Unit for Internally Displaced Persons is henceforth referred to as the "Executive Unit".

Table 2: Food Security in IDP-hosting Governorates from post-distribution monitoring (based on food consumption score for IDPs)

	POOR	BORDERLINE	ACCEPTABLE
SA'ADA (July 2009)			
With food assistance	0.0	1.4	98.6
Without food assistance	11.7	27.9	60.4
HAJJAH (November 2009)			
With food assistance	0.0	3.7	96.3
Without food assistance	50.0	27.5	22.5
HAJJAH (April 2010)			
With food assistance	12.5	19.1	68.4
Without food assistance	36.0	16.7	47.3
AMRAN (November 2009)			
With food assistance	0.0	2.0	98.0
Without food assistance	44.1	25.5	30.4
AMRAN (April 2010)			
With food assistance	3.9	29.5	66.6
Without food assistance	64.5	17.6	17.9

20. In addition to high levels of food insecurity, the CFSS found that 12 percent of children in both Hajjah and Amran were malnourished, almost double the national average.⁵ These malnutrition figures were obtained using mid-upper arm circumference (MUAC) measurements, conducted alongside the CFSS. Results showed that children 12-59 months had high rates of moderate acute malnutrition (MUAC <12.5cm), with 21 percent in Hajjah and 15 percent in Amran.

Table 3: WFP-MUAC assessments: IDP children under-5

IDP LOCATIONS	Mid-Upper Arm Circumference (children <5)		
	SAM (<11.5cm)	MAM (11.5-12.5cm)	GAM (SAM+MAM)
AMRAN (APRIL 10)	5.8	9.2	15.0
HAJJAH (APRIL 10)	5.1	16.1	21.2
SAADA (PDM: APRIL- JUNE 09)			
• CITY	12.6	27.0	39.6
• CAMPS	4.5	12.9	17.4

MAM: Moderate acute malnutrition; SAM: severe acute malnutrition.

21. The full picture of the nutritional situation of IDPs remains difficult to ascertain, partly due to security conditions. A nationwide nutrition survey led by United Nations Children's Fund (UNICEF) in collaboration with the Ministry of Public Health and Population (MoPHP) is to go ahead, although a joint UNICEF/Save the Children nutrition assessment for IDPs in Amran governorate has been postponed indefinitely due to the security situation.

⁵ This figure was based on MUAC measurements for children 12-59 months.

Scenario

22. Given the recurring clashes and unfulfilled peace conditions, the situation in Sa'ada in mid-2010 is remarkably similar to that immediately preceding the sixth round of fighting. A new round of fighting could therefore take place in coming months. Based on its experience during the sixth round of fighting, WFP has developed contingency plans to ensure that life-saving food assistance continues to reach persons trapped by conflict, even if temporary relocation or evacuation of WFP staff from the conflict zones becomes necessary.
23. EMOP 200039 is based on an assumption of continuing vulnerability and increased dependency of IDPs on food assistance, due to: i) a lack of income for IDPs; ii) delays in engagement in income-generating activities by returnees due to the extent of damage to farms and infrastructure; iii) the adoption of negative coping strategies by IDPs to meet their basic food needs through loans, purchase of food on credit, begging, opting for less preferable/nutritious food items or reduced food consumption.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

(a) Government

24. The Government of Yemen recognises the gravity of the situation in Sa'ada, the increasing vulnerability of the displaced population and the negative consequences on the food security and nutritional status of IDPs. Where possible, the Government has complemented WFP's food distributions with limited food assistance packages provided by either public or private donors.
25. The Ministry of Planning and International Cooperation (MoPIC) is WFP's designated counterpart in Yemen.
26. On 27 December 2009, the Executive Unit for Internally Displaced People was established under the Council of Ministers' supervision and headed by a member of the Supreme Committee, the Minister for Parliamentary Affairs. The Executive Unit is responsible for advocating for IDPs, managing the registration and verification processes in locations accessible to government workers, as well as liaising and coordinating with all humanitarian actors providing assistance to the general IDP population. In this capacity, the Executive Unit has become the day-to-day operational counterpart for WFP.
27. The Government, through elected local councils, is calling on IDPs who originally came from areas currently designated as secure to return home, engage in their regular activities and assist in the reconstruction efforts.
28. The Government has expressed its readiness to finance reconstruction and development activities in all affected areas. An allocation of 20 billion YER⁶ will be channelled through the Sa'ada Reconstruction and Development Fund (SRDF) for reconstruction work. Following the fifth round of the conflict, the SRDF surveyed and recorded the extent of destruction to buildings (private and public) and infrastructure in the 15 districts in Sa'ada governorate most affected by the fighting and similar assessments are being conducted for the latest conflict.

⁶ US\$1 = Yemeni Rials (YER) 225

29. A letter of understanding (LOU) between the Government of Yemen (specifically the Executive Unit) and WFP was signed on 31 March 2010. The LOU outlines Standard Operating Procedures (SOP) for the registration/verification of IDPs, preparation and reporting of monthly distribution lists, and mechanisms for food distribution to IDPs and returnees.

(b) Other major actors

30. Key actors for the Sa'ada EMOP include the United Nations Country Team (UNCT) and the Yemen Humanitarian Country Team (HCT), which promote a harmonized approach to address the Sa'ada crisis.
31. Other actors providing food assistance to IDPs include the International Committee for the Red Cross (ICRC) which, in cooperation with the Yemeni Red Crescent Society (YCRS), provides a comprehensive package (provisioning of water, shelter, medical aid and other essential items, as well as basic food packages) to IDPs and war-affected populations in and around Sa'ada city, Al-Mandaba (northern Sa'ada) and Wadi Khaiwan (northern Amran). WFP and ICRC coordinate closely to ensure there is no duplication of food assistance.
32. The United Arab Emirates' Red Crescent Society is independently operating Al Mazrak Camp II in Hajjah governorate, providing shelter, non-food items (NFIs) and water as well as three cooked meals daily to the IDPs living in the camp. WFP assistance is not provided to Al Mazrak Camp.
33. UNHCR supports camp management and protection activities, and also distributes shelter and NFIs to IDPs. In addition, UNHCR provides technical assistance to the Executive Unit for the ongoing registration of IDPs. Frequent updates and verification of registration lists are undertaken in collaboration with WFP, its cooperating partners and local authorities.
34. Médecins sans Frontières (MSF) - Spain is operating a therapeutic feeding centre (TFC) in the Al-Mazrak camps, and provides primary healthcare to IDPs living inside and outside the camps.
35. Other actors - such as the World Health Organization (WHO), MSF-France and OXFAM-GB - manage mobile health clinics across northern Yemen or provide water, sanitation and health services to IDPs.

(c) Coordination

36. The Office of the Resident Coordinator/Humanitarian Coordinator (RC/HC) hosts regular meetings with the UNCT, donors and representatives of the diplomatic corps, as well as with key government ministries to coordinate action.
37. The cluster coordination system has been activated in general for Yemen, and more specifically for the Sa'ada crisis. WFP is the lead agency for both the Food and Agriculture Cluster and the Logistics Cluster, and actively participates in the Nutrition Cluster. As head of the Logistics Cluster, WFP has taken the lead to provide a Humanitarian Air Service (HAS) to Sa'ada to support the efforts of other humanitarian actors.
38. An inter-agency assessment was conducted in Sa'ada city at the end of June 2010 to assess the needs of IDPs, returnees and war-affected persons. A second rapid assessment was conducted in Al-Malaheet district in western Sa'ada. Following the 11 February

2010 ceasefire, the HCT prepared an operational plan for a more comprehensive assessment across the entire Sa'ada governorate. However, areas outside the two accessible districts are still not open to humanitarian actors.

OBJECTIVES OF WFP ASSISTANCE

39. This EMOP addresses WFP Strategic Objective 1 – “save lives and protect livelihoods in emergencies” by providing food assistance to registered persons displaced by the Sa'ada conflict.
40. The immediate objectives are to: i) improve food consumption over the period of assistance; and ii) ensure an adequate and balanced food intake for beneficiaries, thereby preventing an increase in the prevalence of acute malnutrition among the affected population. Sufficient and appropriate food will be provided through GFD, BSF to children under 5, and FFW. It is expected that food assistance will contribute to the reduction in negative coping strategies, as well stabilize conditions in Sa'ada.
41. The EMOP will also contribute towards the Millennium Development Goals (MDG) 1- “eradicate extreme poverty and hunger”, and MDG 4 – “reduce child mortality”.
42. The EMOP will be implemented in line with WFP's current gender policy, specifically through the following actions:
 - Facilitating equal participation of women in registration and verification committees and allowing for sex-segregated verification and distribution in the IDP camps.
 - Promoting women as food entitlement holders of ration cards.
 - Establishment of “women's only” distribution centres, run by women, for women (currently one in Hajjah, with plans for similar centres in Sa'ada town and Amran City).
 - Ensuring that women and teenage girls equally benefit from the FFW pilot scheme.

HANDOVER STRATEGY

43. The Government of Yemen, as represented by MoPIC and the Executive Unit, is a major partner for WFP assistance. Close collaboration between WFP and its government counterparts ensures support from local authorities.
44. The knowledge that beneficiaries will continue to receive food assistance throughout the initial period of their return ensures that WFP's assistance acts as pull factor for the return of IDPs and that previously displaced persons receive adequate assistance as they embark on their regular livelihoods. FFW activities will further consolidate the return of communities and resumption of their normal lives.
45. A complete phase out of the EMOP can be envisaged when most of the displaced persons have either i) returned home, ii) have been integrated by host communities in their current locations, or iii) continued assistance can be taken over by local authorities.
46. Any withdrawal, or scaling-down of WFP assistance, will be subject to a comprehensive assessment indicating that the self-reliance mechanisms of formerly displaced persons have been adequately restored.

BENEFICIARIES AND TARGETING

47. Food assistance will be provided to registered (and accessible) IDPs who are: i) residing in established camps; ii) living outside camps and hosted by relatives or communities; iii) living outside camps and are not hosted by relatives or communities (scattered); and iv) those returning to their places of origin. Blanket supplementary feeding will be targeted at children under 2 in the governorates where WFP-supported health centres can provide targeted treatment for children under 5 suffering from moderate acute malnutrition (MAM); in the governorates where targeted treatment for children under 5 is not available, the blanket supplementary feeding programme (BSFP) will target all children under 5.
48. Whilst prospects for a large-scale return of IDPs to their homes is not expected in the remainder of 2010, this EMOP plans to move towards assisting returnees in their places of origin in early 2011. GFD will be provided to returnees until they are assessed as no longer requiring unconditional food assistance. In the event of a durable peace settlement, appropriate activities for early recovery (such as a small-scale FFW focusing on the reconstruction of community infrastructure) will be piloted in early 2011 for war-affected communities hosting a large number of returnees in Sa'ada governorate.
49. The Government of Yemen's estimates there are 342,000 IDPs and returnees, including IDPs registered by local authorities in areas inaccessible to humanitarian actors. The number of accessible IDPs at the start of this EMOP is approximately 285,000 people. This figure is based on the following information: UNHCR and the Executive Unit undertook IDP verification exercises in Hajjah governorate and southern Amran governorate in April/May 2010; the Adventist Development and Relief Agency (ADRA), at the request of the Executive Unit, conducted a verification exercise in Al-Jawf governorate in April 2010; WFP conducted a basic needs assessment/verification in Sana'a in April 2010; in Sa'ada governorate, the figures represent the most updated distribution figures. WFP has planned a new registration exercise for Sa'ada, in collaboration with cooperating partner Islamic Relief Yemen (IRY) and the Executive Unit, subject to adequate security conditions and accessibility.

Table 4: Planned beneficiary figures by governorate

Governorates	Individuals	Most recent update by:
Sa'ada	107,362	IRY/ICRC -March 2010
Hajja	109,723	Joint verification exercise, April/May 2010
Amran	48,368	
Sana'a	19,000	WFP basic needs assessment, April 2010
Al-Jawf	15,547	ADRA verification exercise, April 2010
Total	300,000	

50. WFP's regular access to beneficiaries is dependent upon the prevailing security situation. For example, although WFP, through its cooperating partners distributed food commodities to IDPs in Mandaba (northern Sa'ada) and Al Jawf during the November-March cycles, tribal clashes meant that IDPs in those areas were not accessible for subsequent distributions.
51. Interviews with IDPs on their intentions show that once a comprehensive peace treaty is implemented - including the removal of landmines, disarmament of Houthis and

cessation of attacks by both parties, - about a third of the current IDPs are expected to return to their places of origin. Another third of IDPs are expected to postpone their return until the rehabilitation of damaged community infrastructure is completed and humanitarian assistance is accessible in areas of return. The remaining third of IDPs has indicated that they previously supported or fought with government forces against the Houthis and will therefore not be able to return until the government has re-established full control through local councils, making it safe to return.

52. In areas of return, it is expected that community-based rehabilitation and the creation of infrastructure will be coordinated by the SRDF. The SRDF will support the cost of materials and skilled labour, among other inputs. WFP plans to support the reconstruction through a pilot FFW scheme which will target casual labour from within the affected communities.

Table 5: Planned Beneficiaries

	IDP	Returnees	FFW Beneficiaries*	Total
August 2010	285,000	0	0	285,000
September	285,000	0	0	285,000
October	285,000	0	0	285,000
November	285,000	0	0	285,000
December	275,000	25,000	0	300,000
January 2011	275,000	25,000	0	300,000
February	250,000	50,000	0	300,000
March	235,000	65,000	0	300,000
April	220,000	80,000	15,000	300,000**
May	200,000	100,000	15,000	300,000**
June	175,000	125,000	15,000	300,000**
July	175,000	125,000	15,000	300,000**

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

**FFW not included in total to avoid double-counting.

Table 6: Beneficiaries by Sex and Age

Governorates	Children under 24 months/ under 59 months, depending on the governorate.			Total beneficiaries (all ages)		
	Male	Female	Total	Male	Female	Total
Sa'ada (children 6-59 months)	10,330	10,502	20,832	53,252	54,110	107,362
Hajjah (children 6-24 months)	4,450	4,706	9,156	54,423	55,300	109,723
Amran (children 6-24 months)	1,587	1,679	3,266	23,990	24,378	48,368
Sana'a (children 6-59 months)	1,870	1,900	3,770	9,424	9,576	19,000
Al-Jawf (children 6-59 months)	1,473	1,503	2,976	7,711	7,836	15,547
Total	19,710	20,290	40,000	148,800	151,200	300,000

53. According to Executive Unit registration figures, women IDPs make up 50.4 percent of the beneficiary caseload. Female-headed families hold their own registration cards and receive food and non-food support.

NUTRITIONAL CONSIDERATIONS AND RATIONS:

54. Under the previous EMOP Yemen 106840, the general food ration provided a nutritional value of about 2,100 kcal per person per day; the BSF ration for children under 5 provided 1,057 kcal. Despite sensitization campaigns, WFP monitoring has found that many IDP families used the BSF ration to supplement the GFD rations for the whole family rather than the targeted members of the family, thus reducing the nutritional efficacy of the supplementary ration. This two-tier approach will therefore be further refined under the new EMOP.
55. The GFD food basket is designed to consider prolonged displacement while meeting the daily nutritional requirements of the beneficiaries through a monthly household food ration based on seven persons per household. The monthly household ration will consist of 100kg wheat flour (fortified), 10kg pulses, 5kg vegetable oil, 5kg sugar and 1kg iodized salt. The ration will provide 2,142 kcal per person per day. In addition, in-kind donations from the Kingdom of Saudi Arabia and Qatar will provide distributions of 5-10 kg of dates to all IDP families during festive seasons such as the Ramadan period.

Table 7: Daily and monthly General Food Distribution ration and total requirement

Commodity	Daily Ration: g/IDP/day	Energy: kcal/p/day	Monthly household ration (kg)	Total Requirement (mt)
Wheat flour	477	1,670	100	50,658
Pulses	48	164	10	5,098
Vegetable oil	24	212	5	2,549
Sugar	24	96	5	2,549
Iodized salt	5	0	1	531
Total	578	2,142	121	61,385
Percentage of energy supplied by:	Protein	Fat		
	12.5	13.3		
This ration excludes dates, which may be received as an in-kind donation.				

56. For the BSFP, WFP is refining its targeting criteria: in governorates where WFP-supported health centres can provide targeted treatment to MAM children, the BSFP will specifically assist children under 2 (WFP-supported health centres operate in Hajjah and Amran governorates); in Al Jawf and Sa'ada governorates, the BSFP will target all IDP children under 5. Approximately 40,000 children across the four governorates will receive supplementary feeding assistance in addition to the family's general food ration. The BSFP ration of wheat-soya blend (WSB), vegetable oil and sugar will remain unchanged.

Table 8: Daily & monthly blanket supplementary feeding ration and total requirement

Commodity	Daily Ration: g/IDP/day	Energy: kcal/p/day	Monthly household ration (kg)	Total Requirement (mt)
Wheat-soya blend	200	800	6.0	2,880
Vegetable oil	20	177	0.6	288
Sugar	20	80	0.6	288
Total	240	1,057	7.2	3,456

57. The monthly distribution cycle is conducted over the last two weeks of each month with the first monthly distribution cycle taking place between 15-30 August 2010 and the last one at the end of July 2011.
58. The food-for-work (FFW) component will assist approximately 2,200 returnee and war-affected households during the EMOP duration. FFW activities, which will be self-targeting, would include removal of debris from damaged buildings, reconstruction of community properties and rehabilitation of agricultural infrastructure. FFW participants will receive a take-home ration consisting of wheat flour, pulses and vegetable oil.

Table 9: Food-for-work ration

Commodity	Daily Ration: g/person/day	Cost/ kg/ year	Value of daily ration/year*	Total requirement** (mt)
Wheat flour	5,000	100	500	1,100
Pulses	1,500	250	375	330
Vegetable oil	500	350	175	110
Total tonnage				1,540
Total value			1050	
* This represents 70 percent of the daily casual labour wage of 1,500 YER				
** Based on 2,200 participants working 25 days per month for four months				

Table 10: Total Food Requirement by Activity (mt)

Commodity	GFD	BSF	FFW	Total
Wheat Flour	50,657	0	1,100	51,757
Pulses	5,098	0	330	5,428
Vegetable oil	2,549	288	110	2,946
Sugar	2,549	288	0	2,837
Salt	531	0	0	531
Wheat-soya blend	0	2,880	0	2,880
Dates	205	0	0	205
Total	61,589	3,456	1,540	66,585

IMPLEMENTATION ARRANGEMENTS

59. The formulation of the EMOP has taken into consideration lessons learned throughout the implementation of EMOP 106840, as well as discussions with government counterparts, humanitarian actors, cooperating partners, and IDP representatives.
60. Food distribution is conducted in coordination with WFP's cooperating partners (CP), principally IRY and ADRA. According to the Memorandum of Understanding (MOU), WFP also coordinates with ICRC, as needed, for the provision of food assistance.

Registration and verification:

61. UNHCR and the Executive Unit are responsible for the updating and verification of IDP registration lists.⁷ The last verification exercises were conducted in April/May 2010 in all areas except Sa'ada governorate. There are plans for a joint WFP/UNHCR/Executive Unit registration to conduct verification in accessible areas in Sa'ada starting in mid-2010.
62. The Executive Unit maintains the master database at both a central level and decentralized field level. Any new influxes of IDPs are verified by the Executive Unit before inclusion in WFP's registration lists. IDPs arriving without an identification document are verified through the use of other documents or certification by their tribal sheikhs.
63. During distribution, IDP ration cards are checked against registration lists retained by WFP CPs before the provision of food rations. In cases where ration cards are lost or not properly recorded, IDPs will be referred to the Executive Unit for further investigation and/or reinstatement. If registered IDPs do not present themselves at distribution points for two consecutive cycles, their cases will be suspended and their status verified by UNHCR and the Executive Unit.
64. All stakeholders coordinate with the Executive Unit to monitor the movement or return of IDPs and to ensure that the IDP registration database reflects an IDP's new location to prevent incidents of double-counting.

General food distribution and blanket supplementary feeding programme

65. The monthly household ration is calculated based on the average family size of seven persons. According to the SOP with the Executive Unit, large IDP families of more than 10 persons will receive a double ration. WFP is discussing with its CPs the possibility to implement a similar approach for ration scale for smaller families (for example, families with three or fewer persons would receive a half ration).
66. The BSFP will complement the general food ration and will be provided with the general distribution to beneficiary families according to the number of children in the family aged 6-24 months or 6-59 months depending on the governorate.
67. Efforts will be made to ensure that returnees continue to receive their food rations from new distribution centres established closer to concentrated returnee areas. This will require that humanitarian actors be granted greater access to areas of Sa'ada and Amran governorate that were most affected by the previous rounds of fighting.
68. Measures have been taken to ensure that distribution mechanisms enhance the protection of IDPs, especially women. For example, in the IDP camps, WFP and CPs allow for

⁷ WFP took the lead in Sana'a. Due to the insecurity in Al-Jawf, UNHCR delegated this responsibility to ADRA, which is the only international NGO operating in the governorate.

sex-segregated verification and distribution. WFP has also established a women-only distribution centre in Haradh town (Hajjah) run by women for women, with similar centres planned to open in Sa'ada. WFP will continue to ensure that women actively participate in the planning, implementation and evaluation of the activity through their representation on food management committees at each distribution site, as well as by promoting women as food entitlement holders of ration cards. Distributions will be conducted during the day to reduce risks to women returning home after dark.

69. In Hajjah and Amran governorates, where WFP-supported MoPHP health centres provide targeted treatment for MAM children under 5, WFP will incorporate bi-monthly MUAC screenings for IDP children under 5 and pregnant or lactating women (PLW) into the general food distributions. Targeted treatment of moderately acute malnourished children or malnourished PLW will be referred to existing health centres.
70. The country office will arrange for support through a nutrition consultant: firstly, to sensitize partners to the revised BSFP criteria and treatment, as well as to the system of referral for MAM IDP children and PLW; secondly, to focus on steps for treating malnutrition in IDP children.

Food for work

71. FFW activities will be carried out in partnership with the SRDF to rehabilitate community infrastructure in conflict-affected areas. Project work norms and technical supervision will be the responsibility of the Fund's engineers. Joint monitoring and food distribution will be by WFP and its CPs. WFP will provide take-home food rations to roughly 2,200 monthly participants who will receive a food ration with a monetary value of 1,500 YER per day. It is expected that the participants will work, on average, 25 days per month over the four-month period of the scheme.

WFP office and cooperating partners

72. In addition to the country office in Sana'a, WFP operates through its sub-offices in Sa'ada town, Haradh (Hajjah) and Amran City. WFP sub-offices are in charge of: preparing distribution plans; facilitating distributions; liaising with local government, security authorities and humanitarian actors operating in the governorate; updating the IDP beneficiaries; and conducting regular monitoring activities.
73. Food distribution is currently carried out by IRY in Sa'ada, Hajjah, Amran and Sana'a governorates and by ADRA in Al-Jawf governorate. WFP will benefit from the expertise and familiarity of the CP field staff when conducting joint post-distribution monitoring, food consumption score (FCS) assessments or MUAC screenings.
74. The selection of WFP CPs is based on their operational capacity, experience in food assistance and field presence in selected locations. Field-level agreements (FLAs) will be signed reflecting the expected number of IDPs, the quantities of food for each distribution cycle and the number of distribution centres per governorate. CPs will provide monthly reports on the number of IDPs who received food assistance during each distribution cycle, with a breakdown by age and gender. They will also be accountable for the quantities of food distributed, and any losses or damages during the food handling. CPs are required to staff each distribution centre with at least two female field staff to reassure female IDPs and ensure that female IDPs are active as food-entitlement holders.

Procurement and logistics

75. The WFP Yemen Logistics Unit is responsible for local food procurement, monitoring the food pipeline, liaising with WFP headquarters on international food procurement, obtaining customs clearance, and dispatch of primary land transport from ports of entry⁸ to the extended delivery point (EDP) in Sana'a. WFP currently has six warehouses dedicated to the Sa'ada EMOP, and is supporting ADRA in the rehabilitation of warehouse capacity in Al-Jawf.
76. WFP will handle all dispatch operations or secondary transportation from EDP warehouses to final delivery points (FDPs) in the five governorates. Currently there are ten FDPs serving 40 distribution centres in the five governorates. The number of FDPs and distribution centres is expected to rise following increased access of humanitarian actors to new districts, and returnees. Transport will be by private sector transporters, which will be selected according to WFP's tendering procedures. Food commodity dispatches are to be monitored through the Commodity Movement, Processing and Analysis System (COMPAS).

Procurement plans

77. Subject to availability of resources in general and cash donations in particular, WFP will make all necessary arrangements for food procurement through the local market, particularly for fortified wheat flour and iodised salt if prices are competitive compared to regional and international markets. Pulses will at times be procured regionally (ex-Ethiopia), whilst sugar, vegetable oil and WSB will be procured internationally.
78. Under the EMOP 106840, in-kind food contributions represented approximately 30 percent of commodities received, whilst local purchases accounted for 47 percent. For this EMOP (200039), it is expected that more than 50 percent of food commodities will be sourced locally.

PERFORMANCE MONITORING

79. The EMOP's progress will be monitored using WFP standard monitoring and evaluation guidelines: measurable and achievable outcomes, outputs and processes indicators will be collected and analyzed by the country office in accordance with the logical framework (see Annex II) developed around WFP Strategic Objectives.
80. Each CP involved will provide monthly distribution reports. Where possible, WFP sub-office staff will monitor food distributions. Monitoring takes place before, during and after all distributions, with monitoring reports being shared monthly between all partners. Additional data will be obtained from PDM and stock reports. Outsourcing of monitoring activities to CPs, already begun under the current EMOP, will be strengthened.
81. Monitoring will be based on household interviews at distribution centres selected from a statistically-representative sample of the targeted communities (if the security situation allows). Market observations and random price surveys will be carried out at the field level during and following distribution cycles to determine whether changes in food prices are a result of GFD and to what extent (if any) beneficiaries may be selling or bartering their food ration.

⁸ External food shipments are received through either Aden or Hodeida. The logistics unit will assign an agent to clear all WFP food and to avoid unnecessary delays or demurrage.

82. To support the increased monitoring and evaluation (M&E) activity, the country office will create an international M&E officer position to guide and supervise monitoring activities at the country office and sub-office level.

RISK ASSESSMENT

83. Security factors that could disrupt the EMOP have been outlined in the scenarios. Deterioration of the security situation - from low-level armed clashes to renewed conflict between government and Houthi forces - would limit WFP access to project sites and may require the relocation of sub-office staff.
84. Operational shortfalls also present a major risk. As IDPs rely almost exclusively on WFP rations, reduced or delayed distributions will have a negative impact on the IDPs' nutritional and health status.

SECURITY CONSIDERATIONS

85. Yemen is in United Nations' security phase three for the entire country. Food delivery and distribution in some areas are only accessible through the use of security escorts.
86. All WFP field staff members have undergone basic security awareness and advanced security training in the field, as well as radio communication training. In areas where movement requires military escort for WFP staff or WFP food deliveries, arrangements are made by either the country office in Sana'a for military escorts through the Ministry of Foreign Affairs and the Ministry of the Interior, or by the heads of sub-offices with the local authorities.
87. The WFP country office in Sana'a is fully compliant with Minimum Operating Security Standards (MOSS) and Minimum Security Telecommunication Standards (MISTS). All United Nations partners working on this EMOP are MOSS- and MISTS-compliant.
88. Sub-offices require additional communication equipment and other items to be MOSS and MISTS-compliant. During this EMOP, gaps will be addressed and the sub-offices will be upgraded as required.

RECOMMENDATION

The Executive Director and Director-General of FAO are requested to approve the proposed Emergency Operation Yemen 200039 "Food Assistance to Conflict-Affected Persons in Northern Yemen".

Approval

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Josette Sheeran
Executive Director

Date:

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Jacques Diouf
Director-General of FAO

Date:.....

ANNEX IA

WFP PROJECT COST BREAKDOWN

	Quantity (mt)	Average cost (US\$) per mt	Value (US \$)
COSTS			
A. Direct operational costs			
Cereals	51,758	368	19,046,944
Pulses	5,428	546	2,963,750
Oil and Fats	2,947	1,183	3,486,561
Mixed and Blended Food	2,880	445	1,281,600
Other	3,573	678	2,422,650
Total commodities	66,586	439	29,201,505
External transport			5,020,992
Landside transport			5,433,418
Other direct operational costs			1,667,583
Total direct operational costs			41,323,498
B. Direct support costs (see table below for details)			3,468,500
C. Indirect support costs (7 percent of total direct costs)			3,135,440
TOTAL WFP COSTS			47,927,438

ANNEX IB

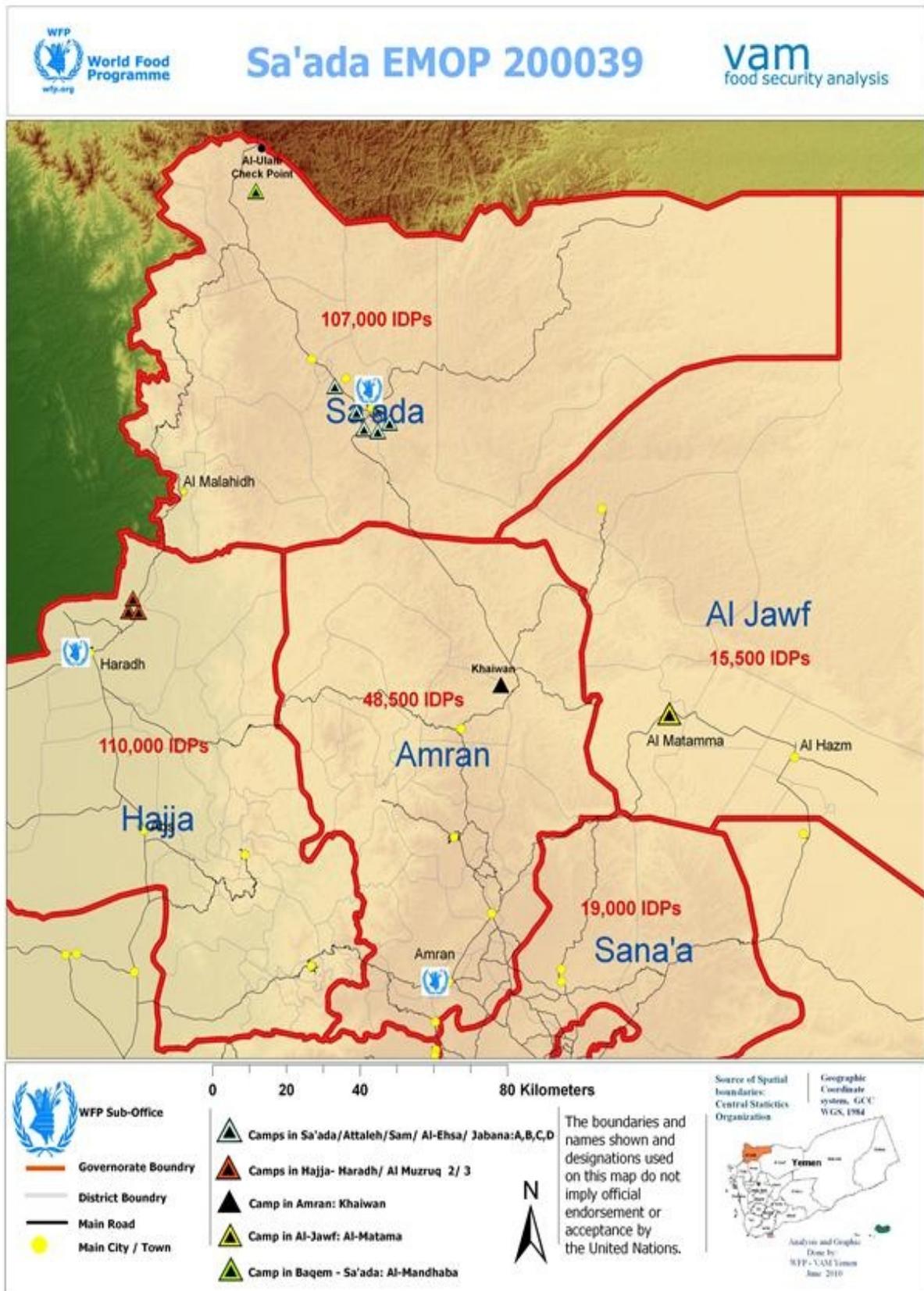
DIRECT SUPPORT REQUIREMENTS	
Staff and staff related costs	
International professional staff	1,637,635
National professional officers	132,000
National general service staff	446,400
Temporary assistance	5,520
Overtime	11,600
Hazard pay and hardship allowance	361,055
International consultants	128,470
Local consultants	0
UNV	0
Commercial consultancy services	12,000
Staff duty travel	301,520
Subtotal	3,036,200
Recurring expenses	
Rental of facility	51,200
Utilities (general)	3,600
Office supplies and other consumables	16,800
Communication and IT services	55,200
Equipment repair and maintenance	12,650
Vehicle maintenance and running cost	25,400
Office set-up and repairs	28,250
UN Organization Services	121,000
Subtotal	313,100
Equipment and other fixed costs	
Vehicle leasing	0
TC/IT equipment	44,800
Local security costs	74,400
Subtotal	119,200
TOTAL DIRECT SUPPORT COSTS	3,468,500

ANNEX II - LOGICAL FRAMEWORK

EMOP 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>	<p>1.1.1 Prevalence of acute malnutrition among IDP children under-5 (MUAC); (below 10% acute malnutrition for targeted beneficiaries during assistance period).</p> <p>1.3.1 Household Food Consumption Score (80% above borderline during assistance period).</p> <p>1.1.1 Number of women, men, girls and boys receiving food items by category, as % of planned figures (planned 285,000-315,000 per month).</p> <p>1.1.2 Types of food distributed by type, as % of planned distribution (planned 66,586mt).</p> <p>1.1.3 Quantity of fortified food and special nutritional products distributed by type as % of planned distribution.</p> <p>1.1.4 Number of distribution cycles vs. planned (planned 12).</p> <p>1.1.5 Quantity of actual food distribution per cycle (mt) as % of planned.</p> <p>1.1.6 Percentage of distributions affected by pipeline breaks.</p> <p>1.1.7 Number of security incidents.</p>	<p>Timely availability of resources.</p> <p>Continued interest and acceptance by beneficiary of food basket.</p> <p>Cooperating partners continue to have the capacity to conduct food distributions and BSFP sensitization campaigns</p> <p>Security prevails in IDP camps and districts with high IDP concentration, allowing for timely access to beneficiaries;</p>

ANNEX III
MAP



ANNEX VI

ADRA	Adventist Development and Relief Agency
BSFP	Blanket Supplementary Feeding Programme
CFSS	Comprehensive Food Security Survey
CO	Country Office
COMPAS	Commodity Movement, Process and Analysis System
CP	Cooperating Partner
EDP	Extended delivery point
EMOP	Emergency operation
FCS	Food consumption score
FDP	Final delivery point
FFW	Food for work
GFD	General food distribution
HAS	Humanitarian Air Service
HCT	Humanitarian Country Team
HDI	Human Development Index
HEB	High-energy biscuit
ICRC	International Committee for the Red Cross
IDPs	Internally displaced persons
IFPRI	International Food Policy Research Institute
IRY	Islamic Relief (NGO)
Kcal	Kilocalories
LDC	Least-developed country
LIFDC	Low-income food-deficit country
LOU	Letter of understanding
LTSH	Land transport, storage and handling
M&E	Monitoring and Evaluation
MAM	Moderate acute malnutrition
MDG	Millennium Development Goals
MISTS	Minimum Security Telecommunications Standards
MoPH	Ministry of Public Health and Population
MoPIC	Ministry of Planning and International Cooperation
MOSS	Minimum Operating Security Standards
MOU	Memorandum of Understanding
MSF	Médecins sans Frontières
MUAC	Mid-upper arm circumference
NFI	Non-food items
PDM	Post-distribution monitoring
PLW	Pregnant or Lactating Women
RUTF	Ready-to-Use Therapeutic Food
SAM	Severe acute malnutrition
SOP	Standard Operating Procedures
SRDF	Sa'ada Reconstruction and Development Fund
TFC	Therapeutic feeding centre
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation, Health
WFP	World Food Programme
WHO	World Health Organization
WSB	Wheat-soya blend
YER	Yemeni Rial
YHRP	Yemen Humanitarian Response Plan
YRCS	Yemeni Red Crescent Society