

EMERGENCY OPERATION YEMEN 200306

Emergency Food and Nutritional Support to Conflict-affected Populations in Yemen	
Number of beneficiaries	550,800
Duration of project	January – December 2012
WFP food tonnage	118,344
Cost (United States dollars)	
WFP food cost	69,888,482
WFP cash/voucher cost	-
Total cost to WFP	111,594,880

EXECUTIVE SUMMARY

The Republic of Yemen is in an increasingly complex humanitarian crisis, with conflict in the north, secessionist movements in the south and Al Qaeda and other Salafist-led movements in various parts of the country. In addition, in 2011 there were very high levels of civil unrest, inspired by the “Arab Spring” revolutions in the region. The lack of strong central governance as well as the direct impact of conflict has exacerbated Yemen’s already severe poverty and malnutrition: 32 percent of the population are suffering food insecurity.

This project expands on the previous emergency operation (EMOP) “Food Assistance to Conflict-Affected Persons in Northern Yemen” that targeted 420,000 internally displaced people (IDPs) and conflict-affected persons in northern Yemen. Protracted displacement has led many IDPs to exhaust their coping mechanisms, thereby increasing their food insecurity, vulnerability, and reliance upon humanitarian assistance. This situation is compounded by rising food and fuel costs, and decreasing central government control in those areas not directly affected by the conflict.

Since June 2011, conflicts have affected other parts of the country. Fierce fighting in the southern governorate of Abyan between government forces and alleged affiliates of Al-Qaeda has prompted the displacement of almost 170,000 people into the surrounding governorates of Aden, Lahj and Shabwa. Of these, 80,000 internally displaced persons (IDPs) have been assisted under WFP’s protracted relief and recovery operation (PRRO) 200038 (“Emergency Food Security and Nutrition Support for Vulnerable Populations in Yemen”). In 2012, WFP will combine its support to IDPs in Yemen under this EMOP.

This EMOP will reach a total of 550,800 persons, saving lives and protecting livelihoods of IDPs, returnees and conflict-affected persons in both north and south Yemen. WFP will provide food and nutritional assistance to affected populations, aligned with WFP’s Strategic Objective 1 – Save lives and protect livelihoods in emergencies. The operation will also contribute towards achieving Millennium Development Goals 1 – Eradicate extreme poverty and hunger,



4 - Reduce child mortality, and 5 – Improve maternal health.

WFP support will be provided through four different activities:

- General food distribution for IDPs, returnees and conflict-affected persons.
- Blanket supplementary feeding for children 6-59 months.
- Targeted supplementary feeding for pregnant and lactating women.
- Food-for-work (FFW) and food-for-training (FFT) schemes for returnee-hosting communities.

The EMOP will be implemented in close cooperation with the Government’s Executive Unit for IDPs, and the Al-Houthi Executive Council on Humanitarian Affairs in the Houthi-controlled areas, in collaboration with humanitarian cluster members.

SITUATION ANALYSIS AND SCENARIO

The Overall Context of Food Security

1. The Republic of Yemen is classified as a least-developed country and a low-income food-deficit country. The 2011 United Nations Development Programme’s Human Development Index ranked Yemen 154th out of 182 countries, and as the 11th most food-insecure country in the world.
2. The International Food Policy Research Institute (IFPRI) indicates Yemen’s poverty incidence has increased by eight percentage points between 2005 and 2010 (i.e. a relative increase of some 25 percent).
3. Yemen imports most of its food, including 90 percent of its wheat and 100 percent of its rice, and has been severely affected by the global food, financial and fuel crisis. Since January 2011, civil unrest that has become part of the “Arab Spring” and increasing violence has further increased fuel and food prices, linked to fuel shortages and increased transportation costs.
4. In the first half of 2011,¹ food prices increased by an average of 46 percent in two of the most food-insecure governorates (Amran and Hajja). Prices were 7 percent higher in rural compared to urban areas. Increases in rice (67 percent), wheat flour (38 percent), vegetable oil (33 percent), sugar (22 percent), and bread (over 50 percent) were recorded. Many food-insecure families spend 30-35 percent of total income on bread alone, thus price rises have been deeply crippling. An OXFAM report in July 2011 indicates even higher increases.
5. Yemen has one of the highest rates of malnutrition in the world, with 13 percent of children 6-59 months old wasted and 56 percent stunted.² For these indicators, Yemen ranks as third-worst for underweight-for-age (behind India and Bangladesh), and second-worst for childhood stunting (behind Afghanistan).

¹ WFP food price monitoring from January- May 2011.

² Household Budget Survey 2005/2006.



6. The 2010 WFP comprehensive food security survey (CFSS)³ conducted in 19 out of Yemen's 21 governorates⁴ classified 32 percent of the population of 23 million as food-insecure,⁵ with 12 percent severely food-insecure.

TABLE 1: PERCENT OF FOOD-INSECURE HOUSEHOLDS IN IDP-HOSTING GOVERNORATES (CFSS 2010)

Governorate	Poor (%)	Borderline (%)	Acceptable (%)
Average*	11.8	19.7	68.5
Abyan	8.4	25.3	66.3
Aden	1.5	10.6	87.9
Amran	21.1	21.7	57.2
Hajja	17.1	29.1	53.8
Lahj	12.9	22.5	64.6
Sana'a	3.1	12.6	84.3
Shabwa	9.8	16.9	73.3

* Excludes Sa'ada and Al-Jawf governorates

The Overall Context of Internal Conflicts:

Northern conflicts:

7. Conflict in the northern governorate of Sa'ada erupted in 2004 when the group *Al-Shabaab Al-Momen* ("The Faithful Youth") rallied behind Hussien Al-Houthi and clashed with government forces. Intense fighting in the spring of 2007 displaced thousands of persons to Sa'adah city and into scattered settlements.
8. This conflict spread to tribal elements in Al-Jawf and Amran governorates, leading to increased insecurity and restricted access to some parts of the region. The sixth and most recent round of fighting witnessed particularly high levels of violence, destruction of infrastructure and increased displacement, which ended with a ceasefire agreement in February 2010.
9. However, as large anti-government protests began spreading across Yemen in 2011, the Government re-deployed troops stationed in the north to the restive cities, leaving behind a power vacuum in Sa'adah. In April 2011, the Houthi rebel forces took complete control of Sa'ada governorate, resulting in new displacements of people.
10. At the end of 2011, 325,000⁶ registered internally displaced people (IDPs) are spread across the governorates of Al-Jawf, Amran, Hajja, Sa'ada, and Sana'a. While some are living in established camps, most (approximately 75 percent) are living in spontaneous settlements or with host families. Longer-term IDPs are reluctant to return because of continued instability and insecurity in Sa'ada governorate, the threat of renewed conflict, landmines, damaged infrastructure, lack of reconstruction, and absence of social services.

³ Training and data collection took place October–December 2009, report released in 2010.

⁴ The northern governorates of Sa'ada and Al-Jawf were excluded due to insecurity.

⁵ WFP- Comprehensive Food Security Survey (CFSS) 2010: "severely food-insecure" relates to "poor" food consumption score; "food-insecure" is the total of both a "poor" and a "borderline" food consumption score.

⁶ Office of the United Nations High Commissioner for Refugees (UNHCR)/ EU data base.



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11. WFP's emergency operation (EMOP) 200039 from August 2010 to December 2011 assisted the IDPs in the northern governorates. During this time, negotiations with the new Houthi interlocutors secured WFP's access to rural districts of Sa'ada governorate, allowing an increase in the EMOP's targeted beneficiaries from 300,000 to almost 420,000 IDPs and conflict-affected persons in northern Yemen.

Southern conflicts:

12. Conflict in the southern governorate of Abyan began in June 2011 when alleged affiliates of Al-Qaeda seized Zinjibar, the governorate capital. Fierce fighting resulted in government forces re-taking the city in September 2011. However, violence had already begun to spread beyond the city into surrounding rural areas. The fighting in Zinjibar prompted large displacements of people (some 170,000 IDPs as of September 2011) into the governorates of Aden, Shabwa and Lahj. High-intensity clashes are continuing.
13. Under the protracted relief and recovery operation (PRRO) 200038 ("Emergency Food Security and Nutrition Support for Vulnerable Populations in Yemen"), WFP provided immediate assistance to some 80,000⁷ IDPs fleeing Abyan to the southern port of Aden. Given continued military activities in Abyan, further displacements of people to Aden is foreseen in 2012. WFP intends to continue assistance to these IDPs in 2012 through this EMOP.

Food Security and Nutritional Status of Conflict-Affected Populations and IDPs

14. In the north, the WFP CFSS 2010 estimated that 21 percent of children 12-59 months in Hajja and 15 percent in Amran governorates were acutely malnourished.⁸
15. In mid-2011 a joint nutrition assessment by the Ministry of Public Health and Population, United Nations Children's Fund (UNICEF), and WFP of IDPs and host communities in Hajja found a prevalence of global acute malnutrition (GAM) of 31 percent, well above the World Health Organization (WHO) "critical" threshold of 15 percent, while stunting prevalence 44 percent is considered "very high". Micronutrient deficiencies are also pervasive, and more than one-third of women were anaemic (38 percent). Over half of the surveyed families were food-insecure and more than one-fifth were severely food-insecure, with higher food insecurity among IDPs. Stunting was higher among food-insecure households. Half of the families were forced to reduce meal size/number, one-third slept hungry, and 15 percent had an entire day without food. There was higher food inaccessibility among IDPs. Malnutrition was higher among pregnant women with poor access to food.
16. Three quarters of the surveyed families used one or more of the following strategies to cope with food gaps: buying food on credit, selling assets, and decreased expenditure on education and health. There was a significant correlation between using these coping strategies and GAM. The use of negative coping strategies to access food has been identified in other surveys. In May 2011, WFP food security monitoring found that the poorest households used the following coping strategies: fasting, reducing, or skipping daily meals (64 percent); borrowing money (29 percent); selling productive assets (13 percent); and selling non-essential assets/using savings (13 percent). The use of damaging coping strategies places IDPs, who are already food insecure, at even greater nutritional risk.

⁷ ICRC assisted the remaining IDP's, 70,000 and 21,000 IDPs in Abyan and Lahj respectively.

⁸ Mid-upper arm circumference (MUAC) of <12.5cm.



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17. In the south, a September 2011 rapid nutrition assessment by UNICEF of IDPs in Abyan found GAM at 19 percent among children 6–59 months, also above the WHO “critical” threshold. Approximately 90 percent of Aden-based IDPs depended upon food provided by the host community, and 40 percent of all IDPs stated food rations as their primary and most immediate need.

Scenario

18. This EMOP assumes continued vulnerability of IDPs and their reliance on food assistance due to: i) insecurity preventing their return in the north; ii) continued armed conflict in Abyan governorate in the south; iii) possible further displacement due to continued civil unrest and violence in several parts of the country; iv) lack of reliable income and a declining ability of host communities and family networks to support IDPs at a time of rising food prices; v) use of negative coping strategies to meet basic food needs; and vi) difficulties for returnees to re-start income-generating livelihood activities due to widespread damage to infrastructure and farms.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

The Government of Yemen

19. The Ministry of Planning and International Cooperation is WFP’s designated counterpart in Yemen, and with The Executive Unit for IDPs is WFP’s operational counterpart. Established in December 2009 under the supervision of the Council of Ministers and headed by the Minister for Parliamentary Affairs, the Executive Unit is responsible for advocating on behalf of IDPs, managing registration and verification processes in locations accessible to government workers, and liaising with all humanitarian actors providing assistance to IDP populations. In March 2010, a letter of understanding was signed between the Executive Unit and WFP, outlining standard operating procedures for registration and verification of IDPs, the preparation and reporting of monthly distribution lists of beneficiaries, and food distribution mechanisms for IDPs and returnees.
20. The Government recognizes the deteriorating nutritional status of IDP communities and their worsening vulnerability due to increased food prices. Where possible, the Government complements WFP’s food distributions with some food assistance packages, provided by public, private or bilateral international donors.
21. Through elected local councils, the Government is calling on IDPs from areas that are now designated as secure to return home, engage in their regular activities, and assist in reconstruction efforts.

Other Major Actors

22. In Sa’adah, the Houthi-led Executive Council has replaced the Executive Unit. This body oversees and coordinates all humanitarian activities for IDPs and conflict-affected populations in Sa’ada governorate. WFP has been the first United Nations agency to implement activities in the Al-Houthi controlled areas. Continued advocacy by WFP and partners will make the Executive Council more aware of United Nations’ procedures and mandate, thereby easing WFP food assistance and other humanitarian activities in the area.



23. The United Nations Country Team (UNCT) and the Yemen humanitarian country team promote a harmonized response. This has been reflected in the Consolidated Appeals Process and the 2011/2012 inter-agency Sa'ada humanitarian response plan that guides all humanitarian interventions in the governorate.
24. The Office of the United Nations High Commissioner for Refugees (UNHCR) supports camp management and protection activities, distributes shelter and non-food items (NFIs) to IDPs across Yemen, and provides technical assistance to the Executive Unit for ongoing registration of IDPs. Frequent updates and verification of registration lists are undertaken in collaboration with WFP, cooperating partners, and local authorities.
25. UNICEF works in the education and nutrition sectors for IDPs and host populations, and chairs the nutrition cluster in which WFP participates.
26. *Médecins sans frontières* (MSF) Spain operates a therapeutic feeding centre in the Al-Mazrak camps (in the north), providing primary healthcare to IDPs living inside and outside of the camps. Islamic Relief Yemen (IRY) works with camp management, social support and NFIs, and is WFP's main implementing partner in the north and south. Other actors, including WHO, MSF-France, OXFAM-Great Britain and Save the Children, manage mobile health clinics across northern Yemen and/or provide water, sanitation and hygiene to IDPs. The Agency for Technical Cooperation and Development and *Action Contre la Faim* are in the process of setting-up operations in Yemen.
27. The International Committee of the Red Cross (ICRC) in cooperation with the Yemeni Red Crescent Society provides a comprehensive package—including water, shelter, medical aid and basic food packages—to various IDP and conflict-affected communities across the country, including in areas not accessible by United Nations agencies.

Coordination

28. The Office of the Resident Coordinator/Humanitarian Coordinator hosts regular meetings with the UNCT, donors, government ministries and representatives of the diplomatic corps to coordinate actions related to IDPs and conflict-affected persons.
29. The humanitarian cluster coordination system is active in Yemen. WFP is the lead agency for the Food Security and Agriculture Cluster and the Logistics Cluster, and participates in the Nutrition Cluster. Through the Food Security and Agriculture Cluster, WFP coordinates food assistance by international and local organizations to IDPs throughout Yemen, and liaises with the private sector supporting IDPs in Aden.
30. WFP coordinates closely with ICRC, which delivers assistance to three districts in Sa'ada, to IDPs in Abyan inaccessible to WFP under the United Nations security regulations, and to Lahj. ICRC will distribute WFP nutritional food to IDP children in Abyan and Lahj governorate.
31. As head of the Logistics Cluster, WFP organizes chartered air services to Sa'ada governorate for other humanitarian actors.



OBJECTIVES OF WFP ASSISTANCE

32. This EMOP is aligned with WFP Strategic Objective 1 - Save lives and protect livelihoods in emergencies. It will provide food assistance to registered persons displaced or otherwise affected by conflict in eight governorates of Yemen: Amran, Hajja, Sa'ada and Sana'a in the north; Abyan, Aden, Lahj and Shabwa in the south. The EMOP also contributes toward achieving Millennium Development Goals 1 - Eradicate extreme poverty and hunger, 4 - Reduce child mortality and 5 - Improve maternal health..
33. The immediate objectives of the EMOP are to: i) improve food consumption; and ii) ensure an adequate and balanced food intake for beneficiaries, preventing an increase in the incidence of acute malnutrition amongst the affected population.
34. Sufficient and appropriate food will be provided through general food distribution (GFD), blanket supplementary feeding for children 6-59 months, targeted supplementary feeding for pregnant/lactating women, and small-scale food-for-work (FFW) and/or food-for-training (FFT). Food assistance is expected to contribute to reducing negative coping strategies of IDP and conflict-affected communities.
35. This EMOP complements ongoing PRRO 200038. Whilst both operations provide GFD, blanket and targeted supplementary feeding (BSF/TSF) and FFW/FFT, the EMOP activities are targeted to IDPs and conflict-affected people in eight governorates, and the PRRO focuses on vulnerable and food-insecure persons in 17 governorates.
36. The two operations converge in six of the governorates (Amran, Hajja, Sa'ada in the north, and Abyan, Lahj, and Shabwa in the south) where IDPs and other conflict-affected people will be assisted under the EMOP and other vulnerable and food-insecure persons (i.e. local residents) will be assisted under the PRRO.

BENEFICIARIES AND TARGETING

37. The Government and UNHCR estimate 325,000 registered and accessible IDPs in six governorates who are: i) residing in established camps; ii) hosted by relatives or communities; or iii) living in spontaneous settlements or camping in public buildings.
38. The Al-Houthi *de facto* authority in Sa'adah estimates the number of conflict-affected population in Sa'ada governorate at 175,000.⁹
39. A further 91,000 IDPs in inaccessible conflict areas (70,000 in Abyan and 21,000 in Lahj) in the south are being assisted by ICRC.
40. Food assistance through GFD will be provided to 500,000 IDPs and returnees (see table 2 below). WFP has planned a new registration exercise for all locations, in collaboration with UNHCR and the Executive Unit, subject to accessibility and adequate security conditions. The Executive Unit's registration figures show 50.4 percent of IDPs are females.

⁹ The number of the food-insecure conflict affected populations is being reviewed under the ongoing CFSS.



**TABLE 2: REGISTERED IDP'S AND BENEFICIARIES,
BY CATEGORY AND BY LOCATION**

	IDPs Residing in established camps	IDPs living outside camps		Food-insecure and conflict affected (not displaced)
		Hosted by relatives or communities	Spontaneous settlement or public buildings	
Aden	-	48,150	28,000	-
Amran	-	49,000	-	-
Hajja	16,800	109,200	-	-
Sa'ada	-	28,000	-	175,000
Sana'a	-	42,000	-	-
Shabwa	-	3,850	-	-
Total	16,800	280,200	28,000	175,000
Grand Total	500,000			

41. In six governorates where rising rates of acute malnutrition are pressing concern, WFP will provide blanket supplementary feeding (BSF) to all IDP and conflict-affected children 6-59 months (approximately 109,100 children), in addition to the family's general food ration. The last population census indicated an average of two children under 5 per household, thus WFP will provide two BSF rations to each family. An additional 20,000 IDP children in Abyan and Lahj governorates whose families receive GFD from ICRC will also be targeted with WFP BSF rations, to be distributed by ICRC.
42. Targeted supplementary feeding (TSF) will be provided to all IDP, returnee and conflict-affected malnourished pregnant or lactating women (approximately 9,700 women) in Sa'ada governorate, in addition to the family GFD. The planning figures have been calculated from the UNICEF June 2011 nutrition survey, and assuming one woman of child-bearing age per family, of which 71 percent are pregnant or lactating.¹⁰ In other IDP-hosting governorates, malnourished pregnant and lactating women (PLW) will be referred to and receive treatment at WFP-supported health centres under PRRO 200038.
43. At the request of the Government and the Al-Houthi Executive Council, in the event of a durable peace settlement, and in areas where there is regular access, and strong cooperating partners, WFP will begin early recovery activities in 2012 in conflict-affected communities receiving and hosting a large number of returnees in Sa'ada governorate. This includes small-scale FFW for reconstruction of community infrastructure, and FFT on vocational skills. These activities are aimed at supporting immediate access to food whilst reducing negative coping strategies and hardship in these areas.

¹⁰ UNICEF demographic monitoring, with PLW and GAM figures based on the Harad nutrition survey.



44. An estimated 4,400 FFW/FFT participants will be targeted in two six-month implementation cycles (2,200 participants per cycle), receiving a family ration for a total of 30,800 beneficiaries. Figures are based on WFP and local partner capacity to reach an estimated 200 to 250 FFW/FFT participants per target district. Feasibility assessments will be undertaken prior to starting FFW/FFT activities.

TABLE 3: BENEFICIARIES BY ACTIVITY TYPE AND GENDER

Activity	Beneficiaries		
	Male	Female	Total
General Food Distribution	248,000	252,000	500,000
Blanket Supplementary Feeding (BSF) for Children 6-59 months	64,034	65,066	129,100
Targeted Supplementary Feeding (TSF) for Pregnant and Lactating Women (PLW)	-	9,677	9,677
Food For Work Food For Training	15,276	15,524	30,800
Total	273,197	277,603	550,800*

* Total comprises of 500,000 GFD beneficiaries, 20,000 children under BSF in Abyan and Lahj governorates not receiving WFP GFD, and 30,800 FFW/FFT beneficiaries. The remaining children under BSF and PLW under TSF also receive GFD, so have not been included in the total to avoid double-counting of beneficiaries.

TABLE 4: BENEFICIARIES BY GOVERNORATE

	General Food Distribution (GFD)	Blanket Supplementary Feeding Children 6–59 months	Targeted Supplementary Feeding Pregnant and Lactating Women	FFW/FFT
IDPs				
Abyan and Lahj		20,000	-	-
Aden	76,150	-	-	-
Amran	49,000	14,000	-	-
Hajja	126,000	36,000	-	-
Sa'ada	28,000	8,000	1,335	-
Sana'a	42,000	-	-	-
Shabwa	3,850	1,100	-	-
Total IDPs to be assisted by WFP*	325,000	79,100	1,335	-
Conflict-affected beneficiaries				
Sa'ada	175,000	50,000	8,342	30,800
Total to be assisted by activity	500,000	129,100	9,677	30,800



NUTRITIONAL CONSIDERATIONS AND RATIONS

45. WFP has opted for in-kind food assistance given the lack of integrated markets, rising food costs, and beneficiary preferences. However, in urban areas where markets are fully operational despite the crisis, WFP will consider cash transfers early in the year once the cash pilot under PRRO 200038 is completed, and the results of a comparative evaluation by IFPRI are available in early 2012.
46. WFP monitoring found many IDP families used the BSF rations for children 6-59 months as a supplement to the household GFD, even though there were sensitization campaigns in the previous EMOP. The BSF approach will be refined under this EMOP, with further sensitization and the addition of wheat-soya blend (WSB) Supercereal Plus.
47. The GFD food basket takes into account local dietary preferences and the prolonged displacement of people. The monthly household food ration, based on seven persons per household, consists of 100 kg wheat flour (fortified), 10 kg pulses, 5 kg vegetable oil (fortified), 5 kg sugar and 1 kg iodized salt. Anticipated in-kind donations will provide 5-10 kg of dates to IDP families during Ramadan and would be included under this EMOP through a budget revision on confirmation of contributions.
48. High-energy biscuits (HEBs) for 50,000 persons for 10 days are included under the GFD for a rapid response to any new influx of IDPs.
49. The BSF ration of WSB Supercereal, vegetable oil and sugar will remain unchanged for the first three months of the operation. From April, WFP will provide WSB Supercereal Plus.¹¹ This will allow the necessary time to procure and deliver the new WSB Supercereal Plus.
50. The TSF ration for IDPs, returnees and conflict-affected malnourished pregnant or lactating women will be a take-home basket of WSB Supercereal, vegetable oil, and sugar.
51. FFW/FFT participants will receive a take-home ration of wheat flour (fortified), vegetable oil (fortified) and pulses. For FFW activities, the value of the daily ration will be equivalent to 70-90 percent of the local labour wage.
52. IDPs and conflict-affected households use traditional and local fuel stoves, or kerosene stoves provided by the humanitarian community. Once received, WFP commodities will be stored by the household where they reside.

¹¹ WSB Supercereal Plus is a new fortified blended food. Wheat-soya blend is prepared from heat-treated wheat and de-hulled soya beans, sugar, dried skim milk, refined soya bean oil, vitamins and minerals. This product is preferred for young children aged 6-23 months as a complement to breastfeeding. The product is not a breast-milk replacer.



TABLE 5: DAILY FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)

	GFD	Emergency Food Rations	BSF Children 6-59 months (3 months)	BSF Children 6-59 months (9 months)	TSF PLW	FFW/FFT (for household of 7 people)
Wheat flour	476	-	-	-	-	5,000
Pulses	48	-	-	-	-	1,500
Vegetable oil	24	-	20	-	27	500
Sugar	24	-	20	-	20	-
Iodized salt	5	-	-	-	-	-
WSB Supercereal	-	-	200	-	220	-
WSB Supercereal Plus	-	-	-	200	-	-
HEB	-	200	-	-	-	-
TOTAL	577	200	240	200	267	7,000
Total kcal/day	2,142	900	997	840	1,130	-
% Kcal from protein	12.5%	10.7%	40%	15.2%	44%	-
% Kcal from fat	13.3%	30.0%	32%	19.3%	39.9%	-
Number of feeding days per year or per month (as applicable)	30 days per month	10 days per year	30 days per month	30 days per month	30 days per month	120 days per year

TABLE 6: FOOD REQUIREMENTS BY ACTIVITY (mt)

	GFD	Emergency Food Rations	BSF Children 6-59 months (3 months duration)	BSF Children 6-59 months (9 months duration)	TSF PLW	FFW/FFT	Total
Wheat flour	85,680					2,639	88,319
Pulses	8,640					791	9,431
Vegetable oil	4,320		232		93	263	4,908
Sugar	4,321		232		70		4,623
Iodized salt	900						900
WSB Supercereal			2,325		766		3,091
WSB Supercereal Plus				6,972			6,972
HEB		100					100
TOTAL	103,861	100	2,789	6,972	929	3,693	118,344

IMPLEMENTATION ARRANGEMENTS

53. Lessons learned from the implementation of EMOP 200039, consultations with government, *de facto* authorities, humanitarian actors, cooperating partners, and IDP representatives have been taken into account in formulating this EMOP.
54. Food distribution will be conducted in coordination with WFP's cooperating partners, principally IRY. WFP coordinates with ICRC in line with a memorandum of understanding in relation to the BSF distributions in Abyan and Lahj governorates.
55. Overall coordination will be through the food and agriculture cluster. WFP also works with cluster partners to assess emerging needs and the provision of assistance.

Registration and verification

56. Responsibility for updating and verifying IDP registration lists¹² falls under UNHCR and the Executive Unit (in Sa'ada governorate, this responsibility falls under the Executive Council). A joint registration and verification exercise started in 2011 by UNHCR, the Executive Unit, and WFP has been hampered by insecurity but efforts continue for its completion.
57. The Executive Unit maintains an IDP registration database at central and field levels. Stakeholders monitor the movement or return of IDPs to ensure the database reflects new locations of IDPs and to prevent double-counting. New IDPs arriving without an identification document are verified using other documents or certification by their tribal sheikhs.
58. WFP facilitates equal participation of women in registration and verification committees, and sex-segregated verification and food distribution in IDP camps. WFP promotes women as food entitlement holders of ration cards.
59. At food distributions, WFP partners check IDP ration cards against registration lists before rations are provided. Where ration cards are lost or not properly recorded, IDPs will be referred to the Executive Unit for investigation and/or reinstatement. If registered IDPs are not present at distribution points for two consecutive cycles, their cases will be suspended until their status has been verified by UNHCR and the Executive Unit.

General food distribution and supplementary feeding programmes

60. GFD rations will be distributed by cooperating partners (as per the previous EMOP 200039). Female-headed households will have their own registration cards. HEB's will be used for rapid response in the event of new IDP influxes.
61. BSF for children 6-59 months is a complement to GFD and will be distributed with the family ration. TSF rations will be distributed through health centres in Sa'ada governorate, through established field agreements with international NGOs operating some health centres and mobile clinics, such as MSF and Save the Children. Screening and referral will be through specialized NGOs operating in the conflict-affected areas.

¹² 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.



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62. WFP country office nutrition staff will train partners on sensitizing beneficiaries on the use of WSB Supercereal Plus. With health authorities, WFP and partners will develop targeting and discharge criteria for the TSF and on building beneficiary awareness on the system of GAM referrals. Through its cooperating partners, UNICEF has a complementary activity addressing cases of severe acute malnutrition.

Food for Work and Food for Training

63. FFW/FFT activities will be implemented in partnership with the early recovery cluster members. The cooperating partner is responsible for ensuring work norms and technical supervision, whilst monitoring and food distribution will be done jointly with WFP. Take-home rations will have a monetary value of around YER 1,500¹³ per day. FFW will be to an extent self-targeting, and participants will work 20 days per month over a six-month period. WFP will ensure that women and teenage girls benefit equally from FFW schemes.
64. FFW will be implemented in cooperation with international NGOs for early recovery activities such as removal/rehabilitation of destroyed buildings and clearing of roads. The Executive Council is expected to coordinate community-based rehabilitation of infrastructure and support the costs of materials and technical workshops.
65. FFT will encourage non-displaced individuals to undertake training. FFT activities will include:
- Income-generating activities and training in vocational skills to protect livelihoods and increase resilience to shocks.
 - Training on nutrition, health, hygiene and/or sanitation to enhance nutrition and health status of vulnerable people.
 - Life skills training - including functional literacy and numeracy, leadership skills - that support access to education and could serve as a tool for women's empowerment.

WFP office and cooperating partners

66. The WFP country office is based in Sana'a, with sub-offices in Sa'adah city, Harad (Hajja), Amran city and Aden. WFP sub-offices responsibilities include: preparing distribution plans; facilitating distributions; liaising with local government, security authorities and humanitarian actors operating in the governorate; updating the number of IDP beneficiaries; and conducting regular monitoring activities.
67. Food distribution is expected to be implemented by IRY. WFP will also benefit from the expertise of IRY's field staff when conducting joint post-distribution monitoring, food consumption score assessments and nutrition screenings.
68. Cooperating partners will be selected based on operational capacity, experience in food assistance, and field presence. Signed field-level agreements will reflect the expected number of IDPs, quantities of food for each distribution cycle, and the number of distribution centres per governorate. Monthly reports will include the number of IDPs, by age and gender, receiving food assistance. Cooperating partners are accountable for quantities of food distributed and losses or damage during food handling. Partners are required to have at least two female field staff at distribution centres to reassure female IDPs.

¹³ US\$1 equals YER 215-220 (official exchange rate).



69. WFP will continue ensuring women's active participation in the development and implementation of activities under this EMOP, and representation in food management committees. Distributions will be conducted during the day to reduce risks to women returning home after dark. If the situation requires, WFP will consider establishing women-only distribution centres, run by women for women, as has been done in Harad.

Procurement of commodities:

70. It is expected that over 40 percent of food will be purchased in-country, mainly locally processed wheat flour from commercially imported grains. Subject to availability of resources in general and cash donations in particular, WFP will procure through the local market, particularly for fortified wheat flour and iodised salt, if prices are competitive against regional and international markets. Pulses will, at times, be procured internationally (ex-Ethiopia). Sugar, vegetable oil and WSB Supercereal and WSB Supercereal Plus will be procured internationally.

Logistics arrangements:

71. The WFP Yemen logistics unit is responsible for local food procurement, liaising with WFP headquarters on international food procurement, monitoring the food pipeline, customs clearances, receiving commodities, storage, and dispatch of food for primary land transport from ports of entry (Aden or Hudaydah)¹⁴ to the extended delivery points in Amran, Harad, Sa'adah, and Sana'a. WFP has six warehouses dedicated to this EMOP.

72. WFP will handle all dispatch operations or secondary transportation from extended delivery point warehouses to final delivery points in the six EMOP governorates, whilst ICRC will manage WFP BSF distributions in Abyan and Lahj. Currently there are 20 final delivery points serving over 60 distribution centres in the six governorates, and these are likely to increase with more humanitarian access into new districts, and for IDP returnees. Private sector transporters are selected by WFP tendering procedures. Food commodity dispatches will be monitored through the Commodity Movement Processing and Analysis System (COMPAS).

PERFORMANCE MONITORING

73. Progress of this EMOP will be monitored according to WFP's standard monitoring and evaluation guidelines. Outputs and process indicators will be collected and analysed in accordance with the logical framework (see Annex II). Where possible, sub-office staff will monitor food before, during and after all distributions. Monitoring will be based on interviews from beneficiary households selected from a representative sample of target communities and will include outsourcing monitoring activities to cooperating partners. Reports will be shared with partners.

74. Market observations and random price surveys will be conducted during and following distribution, to determine whether GFD has changed food prices and if beneficiaries are bartering or selling their food ration.

¹⁴ The logistics unit will assign an agent to clear all WFP food and to avoid unnecessary delays or demurrage.



HAND-OVER STRATEGY

75. A complete phase-out of the EMOP can be envisaged once the conflict has abated and IDPs have: i) returned home; ii) been integrated into new locations by host communities; or iii) their requirements addressed through other programmes.
76. Food assistance during the initial period of return may act as an incentive for IDPs to return home and ensures they receive assistance to facilitate their resumption of regular livelihoods.
77. Any scaling down or withdrawal of WFP assistance will be subject to a comprehensive assessment, showing where self-reliance of IDPs has been adequately restored.

HAZARD / RISK ASSESSMENT AND PREPAREDNESS PLANNING

78. The EMOP is subject to a number of contextual, programmatic and institutional risks for which some mitigation measures are being taken.

Contextual risks:

79. Increased conflict could cause further displacement of people, and overwhelm the capacities of host families/communities, IDP camp structures, and the humanitarian response mechanism. WFP has strategically prepositioned food stocks in the country.
80. WFP is strengthening the capacity of its national staff, government counterparts, and partner NGOs as a preparedness measure in the event of increasing conflict. Coordination with ICRC ensures the distribution of WFP's nutrition commodities in areas inaccessible to the United Nations. WFP is strengthening local programme links, including local purchase and procurement. The country office will review operations and submit budget revisions for affected projects in the event of increased conflict.
81. Insecurity and a deteriorating economy have caused difficulties for imports. Restricted movement of people and goods. This is reducing food availability and increasing market prices, and could lead to increased numbers of food-insecure people. Where this occurs in governorates not directly affected by conflict, these people will be assisted under WFP's PRRO 200038.

Programmatic risks:

82. The United Nations may reduce the number of international staff in Yemen¹⁵ if the conflict deteriorates further. Plans are being developed by the country office to allow some staff to work from outside of the country, if necessary. To maintain operational capacity and response, WFP may work through NGOs with demonstrated capacity and can maintain field presence safely.

¹⁵ The current number of WFP international staff in Yemen country office is 17, although as per current UNDSS staff security ceiling guidelines, the number of international staff in-country is 8 (excluding the field security officer).



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83. In areas of active conflict, WFP has had to use armed escorts for food convoys to ensure the security of commodities. As IDPs rely almost exclusively upon WFP food rations, reduced or delayed distributions will have serious consequences for their nutrition and health status.

Institutional risks:

84. Staff security: WFP is fully compliant with all security regulations, including the minimum operating security standards (MOSS) and those governing the use of armoured vehicles and personal protection equipment.
85. Operational shortfalls: Although resource mobilization has improved given the increasingly high international profile of the Yemen crisis, it is still a challenge. WFP's food security cluster co-leadership, the United Nations Common Appeal Process and other advocacy activities at country office, regional bureau, and headquarters continue to draw attention to funding requirements.

SECURITY CONSIDERATIONS

86. Of the 21 governorates in Yemen, three are currently under United Nations' security level two. Six (including Hajja) are under level three; and eight (including Aden, Amran, Lahj, Sa'adah, and Sana'a City) are under security level four. The remaining four governorates are under security level five, including Abyan and Shabwa which can only be accessed by WFP's partners. In some areas food delivery and distribution is only possible through security escorts. In other areas, such as Al-Jawf governorate, distributions have been entirely suspended as these are no longer accessible under United Nations security restrictions.
87. The United Nations Security/Senior Management Team is following United Nations Department of Safety and Security (UNDSS) recommendations on ceilings for International staff in Yemen: for United Nations agencies in total, nine staff are allowed in Aden, and 30 staff in the rest of the country.
88. All WFP staff members have undergone basic security sensitization, advanced security training in the field, and received radio communications training. In areas where movement requires military escort, arrangements are made by the country office in Sana'a or by the heads of sub-offices, facilitated by the Ministry of the Interior and the Ministry of Foreign Affairs.
89. The WFP country office in Sana'a is fully MOSS-compliant, and meets minimum security telecommunications standards (MISTS). Sub-offices requiring additional communications equipment or other items to be MOSS and MISTS compliant will be upgraded as required.

RECOMMENDATION

90. The Executive Director of the United Nations World Food Programme and the Director-General of Food and Agriculture Organization of the United Nations are



requested to approve the proposed emergency operation 200306 “Emergency Food and Nutritional Support to Conflict-Affected Populations in Yemen” .

APPROVAL

Josette Sheeran
Executive Director
United Nations World Food Programme

José Graziano da Silva
Director-General
Food and Agriculture Organization of
the United Nations

Date:

Date:



ANNEX I-A

PROJECT COST BREAKDOWN			
Food	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	88,319	41,448,990	
Pulses	9,431	6,585,350	
Oil and fats	4,908	8,173,096	
Mixed and blended food	10,163	10,421,636	
Others	5,523	3,259,410	
Total food	118,344	69,888,482	
Cash transfers			-
Voucher transfers			-
Subtotal food and transfers			69,888,482
External transport			8,640,458
Landside transport, storage and handling			16,262,832
Other direct operational costs			3,050,976
Direct support costs (see Annex I-B)			6,451,532
Total WFP direct costs			104,294,280
Indirect support costs (7 percent)			7,300,600
TOTAL WFP COSTS			111,594,880

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	3,196,340
International general service staff	-
Local staff - national officers	466,612
Local staff - general service	867,660
Local staff - temporary assistance	89,676
Local staff – overtime	129,600
Hazard pay and hardship allowance	703,136
International consultants	22,000
Local consultants	8,000
Non staff HR: UNV	-
Commercial consultancy services	-
Staff duty travel	125,700
Subtotal	5,608,724
Recurring expenses	
Rental of facility	76,800
Utilities general	190,920
Office supplies and other consumables	13,320
Communications and IT services	22,200
Equipment repair and maintenance	22,200
Vehicle running cost and maintenance	60,000
Office set-up and repairs	5,328
United Nations organization services	97,680
Subtotal	488,448
Equipment and capital costs	
Vehicle leasing	51,000
TC/IT equipment	33,240
Local security costs	270,120
Subtotal	354,360
TOTAL DIRECT SUPPORT COSTS	6,451,532

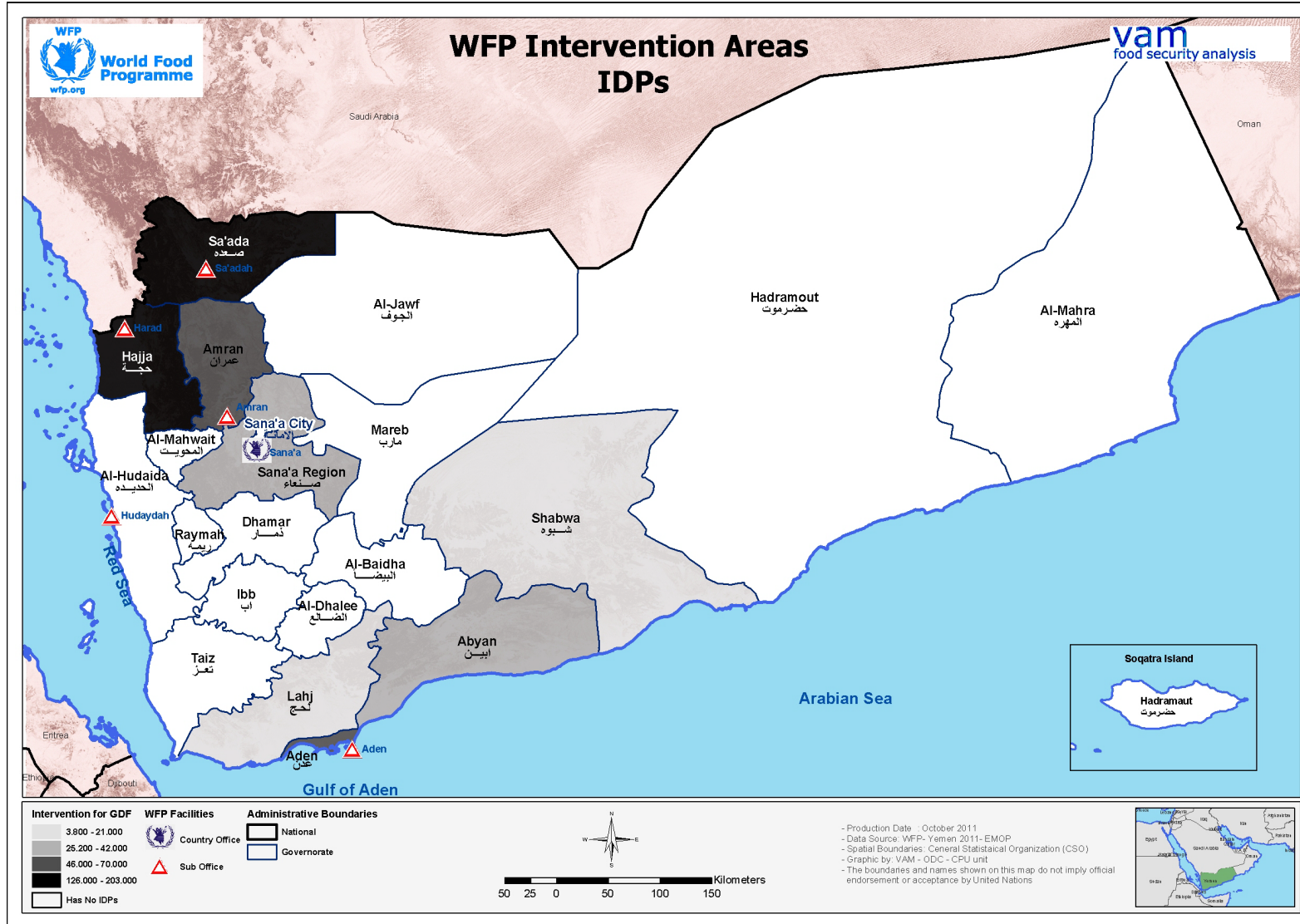
ANNEX II - LOGICAL FRAMEWORK SUMMARY

EMOP200306: EMERGENCY FOOD AND NUTRITIONAL SUPPORT TO CONFLICT-AFFECTED POPULATIONS IN 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 6-59 months in targeted emergency-affected populations.</p> <p>OUTCOME 1.2: Reduced defaulter rate among pregnant lactating women in targeted conflict-affected population attending health centres.</p> <p>OUTCOME 1.3: 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 and conflict-affected children 6-59 months; (below 10% acute malnutrition for targeted beneficiaries during assistance period – measured by MUAC).</p> <p>1.2.1 Defaulter rate among pregnant and lactating woman <30%</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 and by activity, as % of planned figures (see tables 2, 4 and 4).</p> <p>1.1.2 Tonnage of food distributed by type, as % of planned distribution (total planned 118,344 mt).</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 timely food distributions as per planned distribution schedule.</p> <p>1.1.5 Number of days rations were provided.</p> <p>1.1.6 Number of food distributions in which more than one food commodity was substituted with another food commodity, as % of total food distributions.</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 BSF sensitization campaigns</p> <p>Security prevails in IDP camps and districts with high IDP concentration, allowing for timely access to beneficiaries;</p>



ANNEX IV – MAP



ANNEX III - LIST OF ACRONYMS

ADRA	Adventist Development and Relief Agency
BSF	blanket supplementary feeding programme
CFSS	Comprehensive Food Security Survey
COMPAS	Commodity Movement Processing and Analysis System
EMOP	emergency operation
FFW	food for work
FFT	food for training
GAM	global acute malnutrition
GFD	general Food distribution
HEB	high-energy biscuit
ICRC	International Committee of the Red Cross
IDP	internally displaced person
IFPRI	International Food Policy Research Institute
IRY	Islamic Relief Yemen (NGO)
kcal	kilocalories
MISTS	minimum security telecommunications standards
MOSS	minimum operating security standards
MSF	<i>Médecins sans frontières</i> (NGO)
MUAC	mid-upper arm circumference
NFI	non-food items
OXFAM	Oxford Committee for Famine (NGO)
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
TSF	targeted supplementary feeding programme
UNDSS	United Nations Department of Safety and Security
UNCT	United Nations country team
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	United Nations World Food Programme
WHO	World Health Organization
WSB	wheat-soya blend
YER	Yemeni rial

