

Title: Yemen EMOP 201068: Immediate, Integrated and Sustained Response to Avert Famine in Yemen	
Number of beneficiaries	9,100,000
Duration of project (starting date – end date)	12 months (1 April 2017-31 March 2018)
Gender Marker Code ^{*1}	2A
WFP food tonnage	1,243,051

* For the coding criteria, refer to <https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>.

Cost (United States dollars)	
Food and Related Costs	883,396,815
Cash and Vouchers and Related Costs	158,881,524
Capacity Development & Augmentation	-
DSC	48,764,412
ISC	76,372,993
Total cost to WFP	1,167,415,743

EXECUTIVE SUMMARY

The conflict in Yemen, which has been ongoing for the past two years, has led to a multitude of consequences that include destruction of basic infrastructure, loss of livelihoods, mass displacement, disruption of social services and a near-collapsed socio-economic situation. The conflict is rapidly pushing the country towards social, economic and institutional collapse while the food security and nutrition situation has rapidly deteriorated leaving the country on the brink of famine.

The fighting has created a catastrophic humanitarian situation in Yemen, with 70 percent of the entire population in need of humanitarian assistance. The situation is exacerbated by military interventions that are restricting commercial and humanitarian access into the country by air, sea, and land. In an import-dependent country, this has led to a reduction of food availability and a consequent rapid rise in prices. Such increases have been aggravated by the collapse of the Central Bank and the depreciation of the Yemeni currency. Reduced incomes and higher prices have significantly diminished people's economic, and in some cases physical, access to food.

¹ See [WFP Gender Marker Guide](#) and [PGM: Gender Marker Guide](#) for how to calculate a Gender Marker Code

These challenges are superimposed on already high levels of chronic vulnerability, especially in coastal areas, and gender disparity. At the same time, the government social safety nets are no longer functioning and able to support the growing population in need.

The March 2017 Integrated Phase Classification (IPC) reports an overall deterioration in the food and nutrition situation, with many United Nations agencies and non-governmental organizations (NGOs) expressing concerns over potential pockets of famine. Seven governorates are in IPC Phase 4 (Emergency) while thirteen are in Phase 3 (Crisis). Four governorates exceed the World Health Organization (WHO) critical threshold for global acute malnutrition (GAM), with rates in children between 6 and 59 months ranging from 16 to 25 percent.

New developments, such as the potential total inaccessibility of the main port at Hudaydah, could rapidly accelerate the crisis. Without an adequate response, the key concerns are that significantly more lives will be lost in the districts at risk of famine; conflict may intensify, reducing the governability of the country; and any development gains made in previous years will be set back indefinitely.

To avert the looming catastrophe in Yemen, WFP will provide an integrated package of food and nutrition assistance with complementary activities implemented through agriculture, livelihoods, water, sanitation and hygiene (WASH) and health partners.

WFP will develop a detailed operational plan to support the gradual transition and full operationalization of the new emergency operation (EMOP), with improved targeting, partnerships and an integrated assistance approach.

In line with this, WFP Yemen's communication strategy will convey to all partners, local authorities, and donors the shared risks and consequences of a possible famine and related suffering in Yemen.

The need to provide assistance to the refugees and vulnerable economic migrants from the Horn of Africa persists. WFP will continue to provide assistance to these groups under EMOP 201068.

Through EMOP 201068, the overriding objective is to address emergency levels of food insecurity and to prevent a famine in Yemen (WFP's Strategic Objective 1: End hunger, and WFP's Strategic Objective 2: Improve Nutrition) by protecting access to food, in a manner that looks towards the country's longer-term recovery.

The operation is in line with the 2017 Yemen Humanitarian Response Plan (YHRP), the latest IPC analysis released in March 2017, and with United Nations Sustainable Development Goal 2.

SITUATION ANALYSIS

Country Context

1. Since the conflict began in mid-March 2015, the food security and nutrition situation has rapidly deteriorated. The conflict has destroyed people's livelihoods and ability to purchase food, making it difficult for many Yemenis to meet minimal food and nutrition needs.
2. Restrictions of commercial movement by air, sea, and land due to armed conflict has led to a reduction of food availability and a consequent rapid rise in prices. This has been exacerbated by the collapse of the Central Bank and the depreciation of the Yemeni currency. The population's economic – and in some cases physical – access to food has diminished significantly because of reduced incomes and higher prices.
3. Prices of food and fuel commodities escalated again in January 2017, and have remained significantly higher than pre-crisis levels. The average prices of main foods wheat flour, red beans, and sugar are 32 percent, 55 percent, and 26 percent higher respectively in January 2017 compared to February 2015 (pre-crisis). Governorates that have been besieged by conflict (Taizz, Al Hudaydah, Shabwa, Mareb, Al Jawf, Hajja and Sa'ada) have the highest food prices.
4. Commercial imports, including essential commodities, are gravely affected by the lack of foreign currencies and continued depreciation of the Yemeni Riyal (YER) against the US Dollar (USD). The exchange rate in January 2017 reached YER380/USD in parallel markets (a 20 percent fall in value from December 2016) compared to the official rate of YER250/USD.
5. Yemen is also experiencing a public financial crisis affecting many sectors of public service. Only 45 percent of health facilities recently surveyed by WHO in 16 governorates are functional and the Yemeni health system is on the verge of collapse. Government social safety nets are no longer functioning and are unable to support the growing populations in need. An estimated 1.25 million state employees and their 6.9 million dependents – nearly 30 percent of the population – are impacted by erratic salary payments. As a result, already food insecure households are falling deeper into destitution.²
6. Yemen has one of the highest rates of internally displaced populations (IDP) in the world. The 13th Task Force on Population Movement Report identified about two million IDPs across 21 governorates with already over one million returnees. Half of all conflict-related IDPs are in the governorates of Taizz, Hajjah, Sana'a city (Amanat Al Asimah) and Sana'a.³ Amongst IDPs, the top three needs include food (according to 75 percent of respondents), drinking water (4 percent) and shelter (8 percent).
7. Yemen continues to host refugees and vulnerable economic migrants from the Horn of Africa who are of concern given their limited coping mechanisms. Work opportunities are limited as instability prevents them from leaving their camps. About 20,000 refugees are hosted in Kharaz camp in Lahj Governorate and large numbers are in urban settlements.

² Yemen Market Watch Report, WFP Yemen, October 2016.

³ 13th Taskforce on Population Movements Report, January 2017. Protection Cluster, Yemen

8. The gender disparity in Yemen is consistently ranked among the highest in the world, with a Gender Inequality Index of 0.733 in 2014⁴. Early marriage remains a serious issue, with 52 percent of Yemeni girls marrying before age 18 and 14 percent before age 15. Rates of child marriage are reportedly increasing as families seek payments to cope with conflict-related hardships. An IDP assessment in Taizz revealed that 8 percent of girls aged 12 to 17 were pregnant, demonstrating a high prevalence of early marriage. According to the 2017 Humanitarian Needs Overview (HNO), 10.3 percent of IDP households are headed by females, including 2.6 percent headed by minor females.
9. With the ongoing insecurity, women face greater challenges than men in accessing humanitarian assistance, sometimes risking their lives to collect food at the Final Distribution Points. Many households send men to collect the food instead. Ensuring women's access to distribution sites is crucial.
10. Both women and men face mobility risks. Women and unaccompanied minors face a heightened risk of violence and exploitation. Men are at a higher risk of being targeted at roadside checkpoints or arbitrary detention. The United Nations Children's Emergency Fund (UNICEF) reports that boys as young as 15 years are recruited to fight.
11. Newly displaced persons are seeking refuge in public buildings, temporary structures, or remain without access to shelter. Congested living spaces and inadequate access to water and sanitation increase the risk of disease and gender-based violence. Limited access for many IDPs to humanitarian support and essential public services increases the likelihood that vulnerable populations will resort to negative coping strategies.

Food Security and nutrition situation

12. The 2016 International Food Policy Research Institute Global Hunger Index (GHI) ranks Yemen among the top six most food insecure countries in the world. The level of hunger has significantly deteriorated from the pre-crisis levels where it globally ranked 8th and 11th in 2011 and 2014, respectively. The March 2017 IPC reports an overall deterioration in the food security and nutrition situation, with an increase in the total number of food insecure people in Yemen from 14 to 17 million people between June and December 2016.
13. According to the 2016 Emergency Food Security and Nutrition Assessment (EFSNA), 26.7 percent of households in Yemen currently have poor food consumption compared to 18.6 percent during the pre-crisis period (Comprehensive Food Security Survey 2014). Moreover, the number of households with borderline food consumption has grown sharply from 21.8 percent in 2014 to 36.5 percent in December 2016. The EFSNA results further indicate that a significant proportion of households engaged in negative coping strategies (both consumption-based and livelihoods related coping mechanisms) in order to manage their food shortages.
14. Many United Nations agencies and NGOs are expressing concerns about pockets where the food insecurity situation is critical. Seven governorates are in IPC Phase 4 (emergency) and thirteen are in IPC Phase 3 (crisis), likely to deteriorate into IPC Phase 4 without humanitarian assistance. This disguises important differences at the district level. In the most affected districts of IPC Phase 4 governorates, indicative GAM rates are above 40 percent and poor food consumption scores exceed 50 percent, suggesting that pockets of famine may already exist, even if data on crude death rates is unreliable.

⁴ UNDP 2014

15. The ongoing conflict has exacerbated factors of undernutrition: displacement, failing water and sanitation systems, and escalating food insecurity resulting in the deteriorating nutritional status of the population. The most vulnerable are young children and pregnant and lactating women (PLW). Underlying causes include poor infant and young child feeding practices, limited hygiene and parental education, and lack of access to basic health and nutrition services.
16. The December 2016 EFSNA reported GAM rates in children 6 to 59 months ranging from 25 percent in Al Hudaydah governorate to 6 percent in Sana'a governorate (no significant difference between boys and girls). Four governorates exceeded the WHO threshold for a critical nutrition situation with GAM rates greater than 15 percent: Abyan (16 percent), Hadhramout (20 percent), Taizz (17 percent) and Al Hudaydah (25 percent). Another seven governorates exceeded the threshold for a serious situation with GAM rates from 10 to 15 percent: Aden, Lahj, Al Mahweet, Shabwa, Hajjah, Al Jawf and Al Dhale'e governorates.⁵ In all these governorates, the prevalence of people with poor food consumption is above 20 percent.
17. The prevalence of chronic malnutrition (stunting) and underweight in children under five years of age are 47 percent and 39 percent, respectively.⁶ Micronutrient deficiencies among children also warrant concern: 86 percent suffer from some level of anaemia (Hb <11.0 g/dl) and only one-third of children 6 to 23 months (33 percent) consume iron-rich foods. The nutrition situation for women of reproductive age (15 to 49 years) is equally serious: 25 percent are underweight (body-mass index less than 18.5) and 81 percent are anaemic. Anaemia prevalence is highest amongst pregnant women and in rural areas.
18. The 2017 YHRP and 2017 HNO both report that the numbers of children and women who require nutrition treatment or preventive services have increased by 148 percent since late 2014, and by 48 percent since 2016. Children 6 to 59 months with severe acute malnutrition (SAM) are 44 percent greater than in 2016, and children 6 to 59 months with moderate acute malnutrition (MAM) are 55 percent higher. NGOs that deliver community-based management of acute malnutrition (CMAM) services report a 48 percent increase in 2016 admissions compared to the same period in 2015. For 2017, it was estimated by the Nutrition Cluster that there are 361,000 SAM children, 1.5 million MAM children, and 900,000 acutely malnourished PLW countrywide.⁷

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT(S) AND OTHERS

Policies, Capacities and Actions of the Government

19. Since the armed conflict began in mid-March 2015, fighting, airstrikes, displacement and their consequences have characterized Yemen's daily life. The internationally recognized government initially relocated to Saudi Arabia and the opposition subsequently took over the administration of government affairs in the capital Sana'a.
20. The conflict has adversely affected monetary policy. The Central Bank of Yemen, relocated from Sana'a to Aden in September 2016. Although ceasing to publish data since January 2015, it has attempted to keep the banking system operating across the country. Its main priority policy is to manage the limited supply of foreign currency in an attempt to prop up the Yemeni Riyal and ensure that funding is available for essential imports.

⁵ WFP Yemen EFSNA 2016 preliminary findings; weighted analysis of May 2016 nutrition surveys was used for Taiz and Sa'ada governorates,

⁶ MOPHP, CSO, PAPFAM, IFA (2015) Yemen National Demographic Health Survey, 2013.

⁷ Using EFSNA 2016 preliminary findings, and CSO 2017 population proportions, WFP estimates in Feb 2017 are 300,000 SAM, 1.3 million MAM and 900,000 PLW; these are not yet endorsed by the cluster.

21. Foreign reserves have rapidly declined from USD 5 billion in mid-2014 to under USD 500 million by the end of 2016. The Central Bank suspended public budget expenditures and domestic debt service in 2016. The Social Welfare Fund was suspended in 2015, leaving about 1.5 million households without social assistance. State employees are being paid erratically.

Policies, Capacities and Actions of Other Major Actors

22. The 2017 YHRP (February 2017) forms the framework under which humanitarian response will be provided during 2017.
23. According to the YHRP, humanitarian partners will prioritize direct, life-saving assistance and protection to address the most acute needs. Partners will also seek to support basic services and institutions essential to the response, as well as act to improve coordination, accountability, and advocacy. A review of the plan will be regularly undertaken as needed to reflect the evolving situation in Yemen.
24. The December 2016 4Ws identified 70 active Food Security and Agriculture Cluster (FSAC) partners across the country, an increase of 80 percent since the 2016 YHRP. Cluster partners are diverse and include international and national NGOs, United Nations agencies, affiliates of the Red Cross/Red Crescent Movement, community-based organizations and relevant authorities. Since 2015, an on-going joint capacity building programme between different humanitarian organisations has worked with partners to strengthen response capacity at the local level. When sufficiently funded, cluster partners have since been able to provide more adequate implementation and targeted responses, especially in light of the difficult operating environment and growing response needs.
25. Based on data contained in the 2017 YHRP, reviewed in accordance with the March 2017 IPC results, WFP will aim to reach 6.8 million severely food insecure people through General Food Assistance (GFA).
26. A nutrition scale up strategy is planned by nutrition cluster members to address the escalating needs in Yemen. In 2017, the cluster aims to provide curative and preventative nutrition services, including infant and young child feeding (IYCF) services to 2.6 million people in all 22 governorates, including 1.7 million acutely malnourished children and PLW. Specific 2017 YHRP targets, formulated in October 2016, include treatment for 323,000 SAM children, 871,000 MAM children and 553,000 acutely malnourished PLW.
27. The United Nations Development Programme (UNDP), through its Yemen Emergency Crisis Response Project funded by the World Bank, is aiming to provide short-term employment and access to selected basic services to the most vulnerable; and preserve implementation capacity of two service delivery programs, namely Social Fund for Development (SFD) and Public Works Project (PWP).
28. The three-year joint programme “Enhanced Rural Resilience in Yemen” (ERRY) is being implemented by WFP, Food and Agriculture Organization (FAO), International Labour Organization and UNDP in four governorates (Hajjah, Hudaydah, Lahj and Abyan) complementing WFP’s EMOP activities. The EERRY aims to enhance the resilience and self-reliance of crisis-affected rural communities through support to livelihood stabilisation and recovery, local governance, and improved access to sustainable energy. EERRY is in line with WFP’s corporate policy on Peacebuilding in Transition Settings

(2013), and supports developing the foundations at local level for an eventual transition to peace at the national level.

Coordination

29. The United Nations Humanitarian Coordination Team, led by the Resident and Humanitarian Coordinator, oversees humanitarian assistance in the country through the cluster system. As outlined in the 2017 YHRP, humanitarian partners are committed to an integrated approach to issues that cut across the response. Joint programming or mainstreaming efforts will prioritize protection, gender equality, population movement, accountability to affected people, cash based assistance and linking relief to recovery.
30. WFP leads the Logistics and Emergency Telecommunications Clusters (ETC), and co-leads the FSAC with FAO. With nearly 70 members, FSAC is responsible for the coordination of emergency food assistance (general food distribution and cash/voucher transfers), as well as emergency livelihood assistance and restoration.
31. WFP is a key member and technical advisor for the Nutrition Cluster, comprised of 24 members in 2016. WFP also guides the Early-Recovery Cluster and leads the working group tasked with developing the humanitarian country team's resilience strategy. WFP has two Special Operations supporting the humanitarian community, one for the Logistics and ETC, and one for United Nations Humanitarian Air Services.
32. The IDP response is carefully coordinated by WFP with the Executive Unit (ExU) for IDPs. WFP will continue to build the capacity of the ExU for registration and response to IDP needs in Yemen. In a fast-moving, dynamic conflict with shifting frontlines, WFP and partners need to rapidly reach people who have been recently displaced and may be in danger. By working with partners and ExU, WFP will participate in the scale-up of a rapid response mechanism that monitors developments and ensures that assistance reaches those in need in a timely manner.

OBJECTIVES OF WFP ASSISTANCE

33. The objective of this EMOP is to prevent a famine in Yemen, whilst supporting longer-term recovery. This EMOP is in line with Strategic Objectives 1 and 2 of WFP's Strategic Plan (2017-2021) to ensure that everyone has access to food and no one suffers from malnutrition. WFP aims to assist the neediest through an integrated, multi-sector package in collaboration with food security, nutrition, agriculture, livelihoods, WASH and health partners. Specifically, WFP will:
 - Provide lifesaving food assistance to the internally displaced, food insecure, refugees and vulnerable economic migrants;
 - Address MAM among children 6 to 59 months and pregnant and lactating women;
 - Prevent chronic and acute malnutrition among children 6 to 23 months and pregnant and lactating women.
34. This strategy is in line with the 2017 YHRP and takes into account the 2017 EFSNA and IPC results.

BENEFICIARIES AND TARGETING

35. Under this EMOP, WFP will assist up to 6.8 million severely food insecure people out of an estimated 17 million food insecure people in Yemen through GFA. The total planned beneficiaries reaches 9.1 million people when including vulnerable women and children at risk of or with malnutrition, refugees, vulnerable economic migrants, people affected by natural shocks or recent displacements, and recipients of asset rehabilitation and livelihood restoration assistance.

Assistance to the 6.8 million severely food insecure people:

36. WFP will follow a two-steps sequential approach to identify the severely food insecure people in need of food assistance: geographic and household/individual targeting.

37. In relation to geographical targeting, WFP has determined, through geo-statistical extrapolation, the prevalence of severe food insecurity and malnutrition at district level. Thereafter, districts are classified using IPC and WHO malnutrition thresholds and categorised into the following priority districts:

- a. “*Highest priority*” districts with prevalence of severe food insecurity exceeding 20 percent and GAM rates above 15 percent, which could deteriorate into famine conditions if assistance is not provided;
- b. “*High priority*” districts with rates of severe food insecurity above 20 percent and GAM rates between 10 and 15 percent, and that could deteriorate into famine conditions without sufficient support;
- c. “*Moderate priority*” districts with substantial rates of severe food insecurity or GAM rates, and that are at risk of deteriorating into emergency levels without sufficient level of support.

38. Following geographic targeting, clear and tight household targeting criteria will allow WFP and cooperating partners (CPs) to provide assistance to the most vulnerable. Special attention will be paid to districts or households that are at risk of starvation if no immediate assistance is provided. Prior to distributions, WFP and partners will work closely with local authorities and communities to ensure clarity on targeting criteria. This operational transparency is critical for cohesion within communities. In previous consultative meetings with partners, the following were highlighted to be some of the targeting criteria that will be fine-tuned together with the community:

- Severely food insecure households headed by women who live independently with their children and have no means of income;
- Households with PLW and/or children under five years registered in treatment activities for SAM or MAM;
- Severely food insecure IDPs (living in public camps, shelters, who have lost their source of income, living in rural areas);
- Food insecure returnee households who lost their livelihoods (living in public places, shelters) ;
- Vulnerable households headed by physically challenged persons and chronically ill persons without bread winners;
- Child-headed households;
- Food insecure households from socially and economically marginalized communities;

- Households dependent on daily wages that no longer have access to sources of income.

39. Once the household targeting and verification is completed, targeted households will be registered in the SCOPE system (WFP's corporate digital beneficiary and transfer-management platform), wherever possible with biometric data, in order to ensure the maximum level of accuracy in the distribution of entitlements. Gender analysis will be fully taken into account in assessments and targeting.

Refugee and vulnerable economic migrant assistance:

40. WFP will continue its assistance to refugees and stranded vulnerable economic migrants. Assistance will continue to be based on targeting and will address the people registered by United Nations High Commissioner for Refugees (UNHCR) and International Organization for Migration (IOM).

Contingency (new IDPs and natural shocks):

41. Multiple displacements occur in Yemen. So far, over three million people fled their homes. In order to respond rapidly to urgent needs such as sudden displacements, WFP's plans are underway to re-activate a coordination mechanism with partners and other United Nations agencies through the implementation of Standard Operating Procedures (SOPs). SOPs clearly stipulate the roles of various partners, triggers for responses, duration of response and handover protocols. Under this component, partners will jointly monitor displacements, humanitarian action, conduct gender-sensitive rapid assessments and intervene with food assistance. WFP and partners will preposition revolving contingency stock which will be replenished based on needs.

Asset Rehabilitation and Restoration of Livelihoods:

42. Although the primary purpose of this EMOP is to save lives and address malnutrition, there is scope for assisting some 60,000 beneficiaries in longer-term recovery. This will be achieved through the inclusion of asset rehabilitation and livelihoods support activities such as soil and water conservation, water harvesting, flood control, rehabilitation of irrigation schemes, fish ponds, construction and rehabilitation of roads and bridges, repair or construction of schools and other community infrastructure. This will be done in moderate priority, food insecure districts.

TABLE 1: BENEFICIARIES BY ACTIVITY			
Activity	Boys/Men	Girls/Women	Total
General Food Assistance (GFD)	2,934,176	2,830,414	5,764,590
General Food Assistance (Commodity Voucher)	547,384	528,026	1,075,410
BSFP for children 6-23 months	402,038	386,272	788,310
BSFP for PLW	-	1,106,400	1,106,400
TSFP for MAM children 6-59 months	395,892	380,367	776,259
TSFP for acutely malnourished PLW	-	229,820	229,820
Refugees new arrivals (all reception centres)	41,818	40,178	81,996
Long Term refugees (Kharaz camp)	10,152	9,598	19,750
Migrants at IOM Feeding Centre	1,542	1,458	3,000
Asset Rehabilitation and Restoration of Livelihoods	24,000	36,000	60,000
Contingency (<i>new IDPs and natural shocks</i>):	81,440	78,560	160,000
TOTAL ^{*8}	4,631,900	4,468,100	9,100,000

NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH / VOUCHER TRANSFERS

43. *General Food Assistance:* WFP will continue providing GFA through general food distribution (GFD) and commodity voucher through Trader's Network (CV-TN) modalities. Beneficiaries of both modalities will receive a food basket of similar rations and nutritional value. Commodity voucher assistance will be implemented in urban and

⁸ Overall total excluding overlap. 33.3 percent of the BSFP and TSFP beneficiaries overlap with total assisted beneficiaries. Hence, to calculate the total adjusted, 986,268 beneficiaries (33.3 percent of BSFP and TSFP) need to be deducted from the total assisted beneficiaries. This total adjusted is then rounded up to 9.1 million.

semi-urban areas with established retail infrastructure while GFD will be implemented mostly in rural areas.

44. The GFA rations will cover the ‘recommended mean daily per capita nutrient intake’⁹. The in-kind ration should provide 10 to 12 percent of its kcal (energy) from protein and at least 17 percent from fat.
45. *Treatment of Moderate Acute Malnutrition*: Targeted supplementary feeding programmes (TSFP) will treat MAM children 6 to 59 months with a ready-to-use supplementary food (RUSF), Plumpy’Sup, which provides 535 kcal per day for an average of 90 days. Acutely malnourished PLW will receive a monthly 6 kg take-home ration of a fortified blended flour, Super Cereal, for an average of 180 days beginning from the second trimester through to six months of lactation. The daily 200 g ration of Super Cereal will provide 758 kcal and micronutrients to reduce the nutrient gap and treat acute malnutrition. The ration size takes into account the likelihood of household sharing, and that PLW households will be recipients of GFA.
46. *Prevention of Acute and Chronic Malnutrition*: Through blanket supplementary feeding programme (BSFP) activities, children 6 to 23 months will receive a monthly 1.5 kg ration of a lipid-based nutrient supplement, Plumpy’Doz, which provides a daily 281 kcal and essential micronutrients, including iron. PLW will receive a monthly 6 kg ration of Super Cereal starting from the second trimester through six months of breast feeding to prevent malnutrition and micronutrient deficiencies.
47. *Contingency ration (new IDPs and natural shocks)*: Families displaced by conflict or natural shocks, such as floods, or on the move arriving in transit centres, camps, and informal settlements, especially those families who experienced multiple episodes of displacement, will receive a ration for one month (or more, depending on vulnerability assessment) drawn from an established contingency stock. The assistance will consist of food to feed a family of six for one month at over 2,100 kcal per person per day.
48. *Asset Rehabilitation and Restoration of Livelihoods*: Participants in this activity will receive in-kind assistance equivalent to the GFA during 20 days per month over 3 months, paying special attention to nutrition needs of this beneficiary group. In addition, there will be a component of asset creation.

⁹ WHO, 1995

TABLE 2: DAILY FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)

	TSFP MAM- CH	TSFP/B SFP PLW	BSFP CH 6- 23m	GFD & Commodity Vouchers	Assets & Liveli- hoods	New Refugee Arrivals - Coastal	New Refugee Arrivals – Reception	New Refugee Arrivals – Kharaz	Long Term Refugees - Kharaz	Migrants
Plumpy' Sup	100	-	-	-	-	-	-	-	-	-
Super Cereal	-	200	-	-	-	-	-	-	-	-
Plumpy' Doz	-	-	50	-	-	-	-	-	-	-
Wheat flour, fortified	-	-	-	417	417	-	417	417	417	417
Pulses	-	-	-	56	56	-	56	56	56	56
Vegetable oil, fortified	-	-	-	41	41	-	41	41	41	41
Salt, iodized	-	-	-	3	3	-	3	3	3	3
Sugar	-	-	-	14	14	-	14	14	14	14
High-energy biscuits	-	-	-	-	-	400	-	-	-	-
TOTAL	100	200	50	531	531	400	531	531	531	531
Total kcal/day	535	758	281	2125	2125	1800	2125	2125	2125	2125
% kcal from protein	10.5	18.4	8.6	10.7	10.7	11	10.7	10.7	10.7	10.7
% kcal from fat	59.0	14.5	55.3	19.4	19.4	30	19.4	19.4	19.4	19.4
Number of feeding days per month	30	30	30	30	20	5	3	30	30	30

IMPLEMENTATION ARRANGEMENTS

49. Implementation considerations include the timeliness of the response and continuity in nutrition interventions to prevent relapse. In the face of a potential famine, WFP and its partners must ensure that assistance reaches the most vulnerable people, including people who have been recently displaced, in a consistent and timely manner.

Phased approach

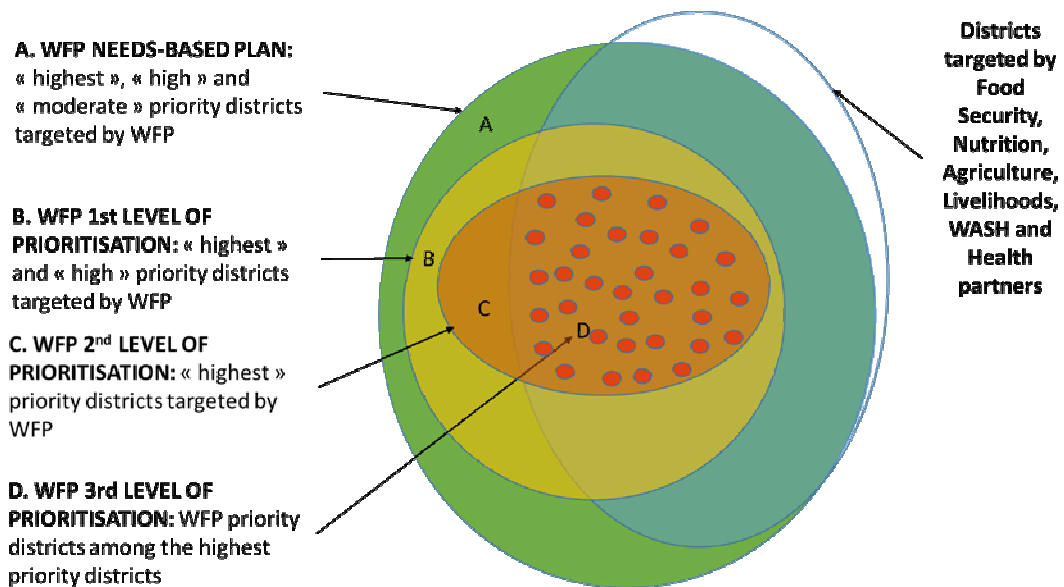
50. The transition to the new EMOP will be gradual until WFP reaches the full targeted beneficiaries. To this effect, WFP will adjust first its interventions in the high priority governorates and districts based on Severe Food Insecurity and GAM rates, and other indicators in close consultation with Food Security and Agriculture, Nutrition, Livelihoods, WASH and Health clusters partners.

Prioritization Plan

51. Despite its significant size, this operation is already the result of a prioritisation exercise; its nature and scale have been calibrated according to the most crucial priorities identified in consultation with all stakeholders. Under this EMOP, WFP is targeting only “severely food insecure” people, therefore focusing mainly on life-saving activities.
52. Against this backdrop, it is WFP’s responsibility to prepare for undesirable eventual funding shortages. Consequently, in the event that funding is not sufficient to meet all the life-saving objectives of this EMOP, WFP will have no other option than to prioritize within the most vulnerable with emphasis on those at risk of dying from starvation.
53. Lack of sufficient and timely funding will result in reduction in the numbers of people served and is likely to have a negative impact on their ability to survive, posing a higher risk of famine and associated deaths.
54. To this effect, a Prioritization Plan (see a summary in [Table 3](#) below and representation in [Chart 1](#)) will assist WFP in adjusting the response in accordance with available resources throughout the course of this EMOP. It takes into account the most serious food insecurity levels, nutrition indicators, and IDP numbers. The Prioritization Plan will be implemented in close collaboration with CPs and other stakeholders and is considered a living document, which may be adapted as the circumstances on the ground require; it will be part and parcel of the Operational Plan.

Table 3: Summary of WFP prioritization approach in consultation with partners-Number of beneficiaries (million)				
WFP activities	A. Needs based plan	B. 1st level of prioritisation	C. 2nd level of prioritisation	D. 3rd level of prioritisation
GFA for SFI (100% ration)	6.8	3.8	2.8	2
BSFP 6-23m	0.8	0.8	0.8	0.8
BSFP PLW	1.1	1.1	1.1	1.1
TSFP MAM-CH	0.8	0.8	0.8	0.8
TSFP MAM-PLW	0.2	0.2	0.2	0.2
FFA	0.06	0	0	0
REFUGEE Component	0.1	0.1	0.1	0.1
CONTINGENCY (new IDPs and natural shock)	0.1	0.1	0.1	0.1
TOTAL (million)	9.1	6	5	4.2
Percentage of Funding	100%	65%	55%	45%

Chart 1: Prioritization Plan



55. WFP will focus first on those beneficiaries living in districts categorized as “highest priority”; thereafter, if funding permits, it will move towards beneficiaries living in districts classified as “high priority”, and finally will reach those beneficiaries living in districts categorized as “moderate priority”.

Implementation strategy

Needs-Based Scenario:

56. If sufficient level of funding is available, WFP will provide the following level of intervention :

- GFA at a 100 percent ration to all 6.8 million severely food insecure people in the « highest », « high » and « moderate priority » districts¹⁰¹¹
- BSFP for children 6 to 23 months and PLW will only be provided in districts where GAM rates exceed 10 percent, including “highest”, “high” and “moderate” priority districts);
- TSFP for MAM children 6 to 59 months and acutely malnourished PLW, except those PLW already benefitting from BSFP, will be provided in all districts;
- This intervention also includes a small food assistance for assets (FFA) for food insecure people, refugee and contingency components bringing the total number of targeted people to 9.1 million.¹²

¹⁰ Including all severely food insecure IDPs

¹¹ Including all severely food insecure IDPs

¹² BSFP and TSF are not only targeting SFI households and individuals, explaining why the total number of beneficiaries is above the total number of SFI people.

57. Prioritization will be required in the event funding is not sufficient to meet the requirements of the needs-based scenario. The Prioritization Plan outlines the following levels:

First Level of Prioritization:

58. This first level of prioritization requires the following adjustments:

- WFP will focus the GFA activity (100 percent ration) in the « highest » and « high » priority districts. GFA will be put on hold in the « moderate » priority districts. However, WFP will continue to monitor the situation in the « moderate » priority districts in order to intervene rapidly in case pockets of famine are identified;
- FFA will also be put on hold;
- The other activities will remain unchanged.

Second Level of Prioritization:

59. Further prioritization will be required in the event of further lack of funding with subsequent adjustments:

- In addition to the reduction planned under the 1st level of prioritisation, GFA will also be put on hold in the “high” priority districts. However, WFP will continue to monitor the situation in the “high” and “moderate” priority districts in order to intervene rapidly in case pockets of famine are identified;
- The rest will remain unchanged.

Third Level of Prioritization:

60. Further prioritization will be required in the event of further lack of funding. This third level of prioritization requires that:

- In addition to the reduction planned under the 1st and 2nd levels of prioritisation, GFA will also be put on hold in some “highest” priority districts. WFP will prioritize those districts where the food security and nutrition situation is the most critical, in consultation with other partners. Moreover, WFP will continue to monitor the situation in all the districts in order to intervene rapidly in case pockets of famine are identified;
- The rest will remain unchanged.

Partnerships

61. WFP’s CPs will continue being key in ensuring that food assistance reaches targeted populations. WFP and its CPs will take a gradual approach in adjusting to the new requirements on the ground while they take into account the measures mentioned above.

62. Due to the widespread level of high food insecurity and GAM rates in certain locations on one hand, and a low level of resources on the other, CPs will be required to play an even more important role in ensuring that the assistance and information reaches the right people. In this respect, WFP will rely on CPs’ knowledge of contexts and communities to refine WFP’s established targeting criteria at household level, as well as in the integration of food security interventions with nutrition interventions.

63. In order to adequately integrate food security interventions with nutrition interventions, both WFP and CPs will engage more closely with the FSAC, as well as with the Nutrition Cluster to ensure complementarity of interventions and avoid duplication among partners.

64. Further, in a rapidly changing environment with moving conflict lines creating displacement of populations in a short span of time, WFP will rely on CPs responsiveness to dynamic needs on the ground. CPs will have to be flexible to target new groups of

beneficiaries in the event of newly arrived populations. Furthermore, they will have to be nimble in adjusting rapidly to new situations, as the number of people assisted may have to be adapted due to displacement of populations and/or other urgent interventions requiring prioritisation of limited resources.

65. To ensure sufficient coverage and to minimize risks of misappropriation by partners, WFP will expand its pool of CPs, both national and international, selecting the right partner according to the conditions on the ground. On an ad hoc basis, WFP may secure other types of partnerships for the purposes of achieving discreet goals, for example, with a view of obtaining information on certain challenging or hard-to-reach areas, so as to ensure a rapid WFP response.
66. WFP will rely on the CPs unique capability to act as sources of local information and analysis in relation to political and humanitarian access constraints, which will help WFP adapt its response accordingly.
67. WFP will allow the aforementioned enhanced level of assistance by ensuring stronger WFP-CP liaison and meaningful operational consultation with them on a regular basis. This will include regular information sharing to ensure that WFP and partners have a common understanding of the strategy, constraints, and challenges related to operations as well as lack of resources. In parallel, and to the extent possible, WFP will provide support to CPs in addressing those challenges impeding the assistance through adequate liaison with the local authorities.
68. Strategic and operational partnerships with FAO and UNICEF on operationalizing an integrated package of support both as a life-saving measure and as an investment in livelihoods will be essential to have an impact on nutrition and food security indicators. Memoranda of Understanding with UNICEF, UNHCR, and Executive Unit will be put in place.
69. WFP will continue to strengthen its engagement with the Ministry of Public Health and Population (MOPHP), and participate in relevant technical and policy fora related to nutrition. This includes national capacity building and development of nutrition communication strategies.

Humanitarian Principles and Conflict-Sensitivity, Protection, and Accountability to Affected Populations

70. The complex context requires careful reflection on right way considerations, particularly humanitarian principles and conflict-sensitivity. WFP will address concerns related to the humanitarian principles, including perceptions by all sides of its neutrality and impartiality. At the same time, and relatedly, WFP will adopt a conflict-sensitive approach that ensures that in active conflict areas it is not doing harm and, where possible, contributes to local stability and normalization.
71. Other key aspects to be integrated in the response will be protection and accountability to affected populations.

Gender considerations:

72. WFP seeks to reduce gender inequalities and vulnerabilities including formation of community-based food assistance committees, with at least 50 percent of women members, and organizing distributions with separate queues for women and men to meet cultural norms and enable women to receive their entitlements. WFP encourages partners

to have female staff undertake verification of beneficiaries and issuance of vouchers so women have access to services and information. Furthermore, WFP registers women as the recipients of food assistance, although male family members assist in picking up the food from the distribution points to avoid gender-based violence and enable beneficiaries to carry food assistance.

Transfer Modalities

73. WFP will draw upon the broad array of established tools at its disposal, in order to maintain the greatest agility, effectiveness, and efficiency in its ability to respond in both urban and rural settings. In the previous EMOP, WFP provided in-kind food and commodity vouchers through trader networks. Moving forward, the objective is to maintain the use of these tools and expand and contract them as required by market conditions.

General food distribution:

74. WFP will strengthen the beneficiary targeting based on findings from the EFSNA, as outlined above, which aims to identify most food insecure districts and develop profiles of food insecure households. The targeting criteria for 2017 will prioritise the following: IDPs, returnees, refugees, female headed households, the disabled and elderly and those who have limited or no source of income and unable to participate in any livelihoods activities. While the criteria are similar to 2016, a new approach to targeting has been developed to prioritise 6.8 million beneficiaries. WFP will increase the number of distribution points, bringing them closer to communities, thus ensuring easier access for and safety of women.

Commodity Voucher through Trader's Network (CV-TN):

75. In February 2016, WFP successfully launched its first voucher-based food assistance in Yemen, targeting food insecure population residing in urban and peri-urban areas. During the past year, voucher-based assistance expanded with an average rate of about 30 percent per month and by the end of the year reached about 860,000 beneficiaries. The strategy to focus on urban areas with high concentration of vulnerable beneficiaries and developed retailers' infrastructure, working with large food importers/distributors and the use of low-tech, readily available delivery mechanisms (paper vouchers) are main reasons behind achievements at the current scale within a short time span.

76. Being cognizant of unstable market conditions and the widening gap between official and black market exchange rates, WFP will continue with this approach under this EMOP and implement commodity vouchers using "business-to-business" approach (B2B). Through this approach, WFP contracts food suppliers further up the value chain, such as importers and wholesalers who manage a network of retailers and guarantee steady food supply. The main advantages of this approach are the economies of scale WFP achieves by purchasing large quantities from importers directly and the limited negative impact on food availability on local markets as food suppliers are informed in advance about the aggregated demand to be generated by vouchers so they can import/preposition food required for the project without competing with local demand.

77. Due to unstable food prices and widening gap between official and unofficial exchange rates of YER/USD, WFP identified commodity vouchers as most suitable for the context and cost-effective market based transfer modality.

78. Voucher assistance is currently implemented through paper-based delivery mechanism but WFP plans to shift to e-vouchers in the coming months. Currently WFP is going through the tendering evaluation process to identify service providers for e-voucher system.
79. WFP will continue reviewing the feasibility of cash based transfers (CBT) through a close monitoring of food supply chain and prices and regular assessment of cost-effectiveness. In parallel, WFP will monitor the financial sector for changes in the policies of the YCB and financial standings of banking and non-banking financial institutions. In addition, as a contingency, a tender for financial services will be launched for a potential shift to CBT modalities.

Nutrition:

80. WFP will further strengthen its nutrition response with BSFP interventions and scaled up TSFP activities, which will be implemented in collaboration with and in the same sites prioritized by UNICEF, MOPHP and Nutrition Cluster partners. Using the CMAM approach, WFP will work with MOPHP, UNICEF, WHO, FAO and the Nutrition Cluster members to ensure complementarity of activities such as home fortification efforts and WASH, and WFP and UNICEF will undertake annual joint planning of CMAM activities in order to identify gaps and strengthen a coordinated response.
81. The BSFP intervention will provide nutrition assistance to all children 6 to 23 months, and all PLW in locations targeted by GFA, regardless of their individual nutritional status. A major change from EMOP 200890 is that the BSFP activities will include PLW as beneficiaries and will complement household food assistance (GFD) in districts with GAM rates above ten percent. In districts where BSFP is not implemented, collaborative efforts with UNICEF will take place to ensure that micronutrient powder distributions are planned.
82. TSFP beneficiaries will be actively screened in communities and at health facilities using mid-upper arm circumference (MUAC) measurements. Aligned with national standards, MAM children will be discharged with a MUAC of >125 mm and a minimum two months in the TSFP, and PLW with a MUAC of >230 and a minimum two month stay, or when their infant reaches six months of age.
83. The TSFP interventions will be prioritised for governorates and districts with high rates of GAM and food insecurity, based on available resources, estimated number of children and women and operational reach of WFP, UNICEF, and cluster partners. Results of current and future nutrition surveys and assessments by WFP and other agencies will be used to refine both geographical targeting and beneficiary numbers. The TSFP will treat MAM children 6 to 59 months and – in areas where they do not receive nutrition assistance through BSFP – acutely malnourished PLW.
84. Nutrition education and communication activities that target all family members will be delivered, in collaboration with MOPHP, UNICEF and WHO, at the community level through community health workers, and in health facilities by MOPHP staff. Similar messages will delivered through other WFP activities, such as GFA, employing flyers, media (as available) and other alternative means based on the MOPHP and inter-cluster communication strategies. Nutrition messages will emphasise the importance of optimal WASH, health, and food and agriculture practices.

Contingency (new IDPs and natural shock):

85. Families affected by conflict and natural shocks such as floods, or on the move arriving in transit centres, camps, and informal settlements, especially those families who experienced multiple episodes of displacement, will receive one monthly ration (or more, depending on the gravity of the situation) drawn from an established contingency stock.

Asset Rehabilitation and Restoration of Livelihoods:

86. Building on experience and knowledge acquired during the implementation of ERRY Joint Project and cognizant of the volatile situation in the country, WFP proposes to focus on short-term asset rehabilitation activities/restorations of livelihoods. WFP will collaborate with other partners working in these areas.
87. WFP will focus on targeted interventions in returnee areas as well as areas hosting IDPs. The project will contribute to the restoration of assets and livelihoods of households and communities; and contribute to local economies by improving the purchasing power of these communities. Priority will be given to activities that contribute to enhanced production of food especially nutritionally rich produce that could contribute to improved household nutrition status.

Refugees and vulnerable economic migrants:

88. The last UNHCR/WFP Joint Assessment Mission for refugees in Yemen concluded that food insecurity persists both in the refugee camps and settlements and that extended support to the refugees and stranded vulnerable economic migrants is required to sustain their needs. Due to limited livelihood options and harsh weather conditions, many refugees rely on WFP's food assistance.

Supply Chain

89. To assist 6.8 million people during 12 months with full entitlements (5.8 million through in-kind food assistance and 1 million through CV-TN). WFP will require approximately 105,000 MT per month. This will not only require a scale up of the current system, but also continuous adjustments in the concept of operations. Given the lead times observed from procurement to distribution (*circa* 4 months), continuous planning efforts on resources management need to be sustained.
90. Currently, Yemen depends on sea delivery, with entry points for commodities to all locations across the country through the ports of Al Hudaydah, Aden and Saleef. Due to its capacity, Al Hudaydah is the preferred entry point for all cargo entering the country and destined for the northern governorates, while Aden is used to mainly serve the southern governorates. Purchasing through Global Commodity Management Facility hubs has allowed WFP to reduce lead time by 40 percent, 60 percent when food on high seas is diverted to Yemen (the preferred option). If needed, WFP will use charter vessels to supply from hubs in Djibouti and Berbera (Somalia). WFP is also exploring other network options across the region as a preparedness measure.
91. In relation to inland deliveries, active conflict poses a major challenge to deliveries, making the country de-facto separated into two operational zones: one north and one south of the front line. However, adjustments will be needed as the cross-line moves, and therefore access shifts. Nevertheless, with the current security situation in the western coastal region of Yemen, a potential closure of the port is a likely event. Significant changes in the context may demand some flexibility in the international and regional supply planning, hence increasing operational costs. Some critical success factors for the operation will be a continued augmentation of commercial services available in the entry points into the country.

92. In the event the Port of Hudaydah becomes either partially (i.e., for containerized cargo) or totally inaccessible, WFP stands ready as a contingency to use alternate corridors. The preferred option would be Aden port, which can accommodate up to 20,000 Twenty Feet Containers, and two silos have a storage capacity of bulk cargo for some 250,000 MT. However, should all cargo be diverted to Aden, there is a concrete risk of congestion, resulting in considerable delays and high demurrage costs. Considerable truck capacity has been deployed from the north to the south, and deliveries to northern governorates are feasible. Inland deliveries from Saudi Arabia are also considered an option, where the ports of Jeddah, Jizan and/or King Abdullah would be the cargo's first entry point. WFP is planning to review the costs, staffing and augmentation requirements to activate related corridors. Another port which can be considered is Salalah port (Oman). Cargo diverted to Salalah port would be imported in Yemen through Shahren (Almahra Governorate) entry point; however, strong coordination measures would have to be put in place. For bulk shipments, Port Sudan could be used as a potential option as a last resort for discharge and break bulk shipments for subsequent transshipment to Yemen.
93. In all the above cases, the increase in size and frequency of WFP trucking activities necessitates a closer coordination with relevant authorities and strict adherence to the processes in place of obtaining security clearances from the de-facto authorities. Appropriate tracking tools and SOPs have been developed to that effect.
94. Warehouse capacity in primary hubs (Al Hudaydah, Sana'a and Aden) will be augmented in support of the operation, starting with a 50 percent increase in Sana'a and Al Hudaydah. Additional extended delivery points (EDPs) in governorates such as Ibb, and Sa'ada would need to be established to allow for the immediate pre-positioning of commodities. Alternatively, WFP could explore leasing dedicated silo space, which would allow for dispatch direct to final delivery points. WFP is also having discussions with local milling suppliers to augment the monthly milling capacity.
95. Should inland cross lines make areas inaccessible, the most vulnerable people in northern governorates will be virtually cut out from humanitarian aid, and have no access to food. In this case, estimated food requirements for three months will have to be prepositioned in the North. Should prepositioning not be possible because of resource constraints or imminent full closure of the port, populations would rely on limited commercial stocks in the North and smuggling. WFP will have to advocate for the opening of lifeline corridors for the safe delivery of aid and facilitate commercial food imports.

Information Technology

96. Humanitarian agencies are faced with restrictions in importing communication equipment as well as laptops and computers into Yemen. WFP will combine efforts with other partners for diplomatic discussions with authorities to allow acceptable level of imports of the equipment as these are critical to support this EMOP. In the meantime, WFP will utilize the existing equipment and explore local purchase whenever possible. The equipment are essential not only for communication but also for remote monitoring and evaluation and Mobile Vulnerability Analysis and Mapping (mVAM).
97. WFP is in the process of implementing SCOPE. However, due to difficulties in importing equipment into Yemen, the Beneficiary Information Management module of SCOPE will be used as a starting point for registration of the beneficiaries.

Non-food inputs

98. WFP in collaboration with partners has designed sensitization materials on targeting criteria, beneficiary hotline for feedback and complaints and utilization of food commodities. These materials will be distributed to the beneficiaries and posted at strategic places within the communities, government offices, health facilities, and at distribution points.

PERFORMANCE MONITORING

99. The operation is aligned to the WFP Strategic Results Framework 2017-21. The Yemen Monitoring and Evaluation Strategy has been updated and aligned to both the new corporate results framework and the new EMOP. The Monitoring and Evaluation Strategy will be the main tool to define the overall vision and will provide the framework for all Monitoring & Evaluation activities of the WFP Yemen country office.
100. In view of the considerable challenges in Yemen, joint monitoring activities will be undertaken with all partners in the Nutrition, Food Security, Agriculture and Livelihoods, WASH and Health clusters. The outcome of the joint monitoring will be made public and recommendations used to strengthen the programme response.
101. Beneficiary reach will be measured primarily through the collection of daily and monthly reports from CPs. Once verified, the data is consolidated on a monthly basis in the Country Office Monitoring and Evaluation Tool (COMET). A daily distribution matrix is also maintained by WFP, which tracks distributions for both GFD and commodity voucher based assistance at the governorate, district and FDP level, allowing WFP to react quickly to challenges faced.
102. WFP's main office is in Sana'a with field presence in Aden, Ibb, Al Hudaydah, Sa'ada. This strengthens monitoring of targeting, registration and food distributions. Area Humanitarian Coordination Teams (AHCT) are based in these locations. WFP will advocate for joint monitoring activities under the umbrella of AHCTs.
103. Due to limitations imposed by the volatile security situation, WFP is only able to conduct very limited numbers of onsite or face-to-face monitoring activities. To mitigate this access constraint, WFP contracted a Yemen-based third party monitoring (TPM) company to conduct onsite distribution monitoring and post distribution monitoring (PDM) with beneficiaries. Innovations were made in introducing new and time-saving data collection technologies by TPMs through the use of electronic tablets, allowing for a more uniform and quicker data management. WFP will continue to conduct monitoring activities, in parallel with TPMs, to ensure distribution sites are visited as often as resources and the security situation allows. Both WFP and TPMs received the same field monitoring training and monitoring tools to ensure quality of data collected and consistency in analysis and reporting. WFP's target for distribution monitoring is about 130 visits per month. TPM teams are composed of one male and one female field monitor.
104. To complement face-to-face monitoring and to reach beneficiaries in hard-to-reach areas, an Amman-based call centre is used to conduct remote PDM through mobile phone surveys. Through this remote monitoring, WFP is able to reach beneficiaries in all 20 WFP-assisted governorates through mobile calls on a monthly basis, at a relatively low cost compared to face-to-face monitoring. Remote monitoring will allow WFP to consistently call a sample of approximately 2,000 beneficiaries each month, which is statistically representative sample at national level, to better understand the household's

food security outcomes. Remote calls are undertaken by women to ensure that women feel able to discuss their needs and constraints comfortably.

105. WFP triangulates results from these monitoring mechanisms with results from face-to-face PDMs, which are conducted bi-annually and during the same season. The PDM survey covers outcome and process monitoring.
106. The hotline will continue to serve as beneficiary complaints and feedback mechanism to encourage beneficiaries to contact WFP directly to share their experiences, concerns or questions about WFP assistance. The hotline classifies issues in terms of urgency into immediate, urgent and normal response, with specified timeline to report and respond to issues.
107. Monitoring results are reported monthly to internal and quarterly to external stakeholders. In addition, WFP will regularly communicate and discuss M&E findings with partners at central and sub-national level.

HAND-OVER STRATEGY

108. The Yemen conflict continues unabated with no peace deal on the horizon. However, given the prolonged conflict and the huge cost of war, it is anticipated that some agreeable political settlement may be reached in the course of 2017. This settlement will not scale-down the humanitarian crisis immediately. In line with this, WFP's emergency food assistance is planned for the duration of this EMOP. The future of WFP's assistance in Yemen will be defined in the upcoming WFP Interim Country Strategic Plan (ICSP).

RISK MANAGEMENT

109. The current scale of needs in Yemen, combined with the absence of progressing peace talks and a rapid deterioration of the economy, place a number of obvious challenges to WFP's EMOP implementation.

Risk categories:

(a) Contextual risks:

110. *Insufficient funding to carry out the "Needs-Based Plan" under this EMOP:* Not being able to provide an appropriate response in a timely manner will accelerate the move from famine-prevention to famine response. In addition, by having to prioritize amongst the most vulnerable people, some communities will face a precipitous slide into hunger as they will not receive the assistance that they require to maintain themselves.
111. In the event of funding shortages, the Prioritisation Plan referred to in this EMOP will help WFP adjust its response between the first, second, and third level of prioritisation, according to the funding available. In addition, targeting criteria must be clear and communicated to all stakeholders in a transparent manner. This will help achieve the buy-in from local authorities and leaders as well as ease popular discontent. Both the prioritisation approach and the refined targeting criteria will help ensure that the most vulnerable among the vulnerable do not see a deterioration of their situation.

112. Finally, the development of periodic operational plans, as well as a robust communication and advocacy strategy to secure the needed political and financial support should help WFP mobilise more funds more rapidly. This will require a sustained engagement plan with donors, through the provision of regular briefings and reports highlighting achievements and giving explanations on obstacles encountered. This will be key to secure donor understanding of collective responsibilities in response to the crisis.
113. *Access to affected vulnerable populations:* A fundamental risk is that continued insecurity will impede humanitarian access into the country (by sea or air) and/or within the country, preventing WFP from reaching targeted beneficiaries. In areas where there is no active fighting, bureaucratic impediments requested by local authorities might prevent WFP from reaching beneficiaries. To mitigate these risks, WFP, as the leader in the integrated response to famine prevention, will advocate and raise awareness at operational and/or strategic level, to influence key issues that will affect the crisis and response by developing common strategies with selected partners and messages to influence all sides of the conflict.
114. *Supply Chain:* Given the fact that Yemen relies mainly on sea deliveries as the first entry point of humanitarian cargo both in north and south, WFP has in place a contingency plan to address the potential closure of Al Hudaydah port. This will create an increase of operational costs and a risk of congestion at the different ports, which may result in increase of transit and delivery lead-times. WFP will have to be dynamic in dealing with international and regional supply planning, relying on different entry points and alternative regional corridors for food delivery and dispatch. WFP will also work on augmenting its warehouse capacity, prepositioning food stocks, and, possibly, creating EDPs. Given the size and frequency of WFP trucking activities, it will necessitate a closer coordination with relevant authorities both in the north and south.
115. *Sudden movement of populations and sudden onset natural disasters requiring a rapid response:* an escalation of armed clashes may create a sudden increase of population movements, necessitating a rapid response from WFP. The same may occur in the event of natural disasters. In a moment when all resources are stretched to assist other crucial needs, a rapid response plan will have to be developed in advance, and WFP's contingency stocks for immediate food assistance will have to be mobilized.

(b) Programmatic risks:

116. *Capacity and Coordination of Partners:* under this new partnership approach, WFP will need to ensure that the integration of WFP's food security and nutrition interventions with health, WASH and livelihood assistance is adequately implemented while avoiding gaps and duplications among partners (FSAC partners also will be delivering emergency food assistance to 1 million people). This new approach may result in coordination issues affecting the overall response. To ensure cross-sectoral interventions, WFP will need to exhibit operational transparency in its approach to the crisis and it will need to apply its leadership role, adopting an adequate coordination role, not only intra-clusters (i.e., in the clusters WFP is a member of), but also inter-clusters (i.e., between nutrition, FSAC, and the rest, as appropriate). WFP should continue updating its roster of potential partners for rapid mobilization, if necessary.
117. *Corruption and Fraud:* the presence of numerous resources and food commodities in an insecure context increases the potential for fraud and corruption by staff members, vendors, and CPs. To mitigate such risks, a compliance officer is embedded in the staffing

structure of the office, and a Commodity Tracking Database team follows up on the movement of commodities, from the moment of dispatch to the moment of distribution. A call centre follows up on the receipt of commodities by CPs, and third party monitoring companies have been hired to highlight wrongdoings or diversion of resources. Similarly, WFP is taking a phased approach to allocate food resources more evenly among partners, on the basis of performance, so that the majority of resources are not concentrated in the hands of a few partners only.

(c) Institutional risks:

118. *Reputational risk:* The complex nature of the crisis and the magnitude of the task at hand poses a reputational risk if WFP's response is slow or if WFP does not address pockets of famine, or fails to deliver on any crucial aspect of this EMOP. To mitigate this risk, a closer triangular communication and coordination with Headquarters and the Regional Bureau, on the one hand, and with the donor community, on the other, where each will play a concrete role at different levels as part of a collective effort. To reinforce this effort, a comprehensive public information campaign would be necessary to showcase achievements as well as obstacles in the implementation.

RECOMMENDATION

The Executive Director and Director-General of FAO are requested to approve the proposed Emergency Operation Yemen 201068.

APPROVAL

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Ms. Ertharin Cousin
Executive Director

Date:

.....

Mr. José Graziano da Silva
Director-General of FAO

Date:

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (MT)	Value (USD)	Value (USD)
<i>Food Transfers</i>			
Cereals	896,073	170,461,765	
Pulses	117,554	61,126,084	
Oil and fats	86,501	79,287,424	
Mixed and blended food	109,147	120,811,692	
Others	33,776	18,744,815	
Total Food Transfers	1,243,051	450,431,780	
External Transport		98,581,656	
LTSH		211,739,369	
ODOC Food		122,644,010	
Food and Related Costs ¹³			883,396,815
Cash-based transfers		-	
Cash-based related costs		-	
Cash-based transfers and related costs			-
Commodity vouchers		152,021,470	
Commodity voucher related costs		6,860,054	
Commodity voucher transfers and related costs			158,881,524
Capacity Development & Augmentation			-
<i>Direct Operational Costs</i>			1,042,278,339
Direct support costs (see Annex I-B)			48,764,412
Total Direct Project Costs			1,091,042,751
Indirect support costs (7.0 percent) ¹⁴			76,372,993
TOTAL WFP COSTS			1,167,415,743

¹³ This is a notional food basket for budgeting and approval. The contents may vary.

¹⁴ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (USD)	
WFP Staff and Staff-Related	
Professional staff *	12,237,614
General service staff **	8,941,132
Danger pay and local allowances	4,217,374
Subtotal	25,396,120
Recurring and Other	9,423,880
Capital Equipment	7,055,000
Security	1,497,796
Travel and transportation	4,409,756
Assessments, Evaluations and Monitoring¹⁵	981,860
TOTAL DIRECT SUPPORT COSTS	48,764,412

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

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

¹⁵ Reflects estimated costs when these activities are performed by third parties. If WFP CO staff perform these activities, the costs are included in Staff and Staff Related and Travel and Transportation.

ACRONYMS USED IN THE DOCUMENT

AHCT	Area Humanitarian Coordination Team
BSFP	Blanket Supplementary Feeding Programme
CBT	Cash Based Transfer
CO	Country Office
CPs	Cooperating Partners
CSO	Central Statistics Office
CV-TN	Commodity Voucher through Trader's Network
DSC	Direct Support Cost
EDPs	Extended Delivery Points
EFSNA	Emergency Food Security and Nutrition Assessment
EMOP	Emergency Operation
ERRY	Enhanced Rural Resilience in Yemen
ExU	Executive Unit
ETC	Emergency Telecommunications Clusters
FAO	Food and Agricultural Organization
FCS	Food Consumption Score
FFA	Food For Asset
FSAC	Food Security and Agriculture Cluster
GAM	Global Acute Malnutrition
GFA	General Food Assistance
GFD	General Food Distribution
GHI	Global Hunger Index
Hb	Haemoglobin
HNO	Humanitarian Needs Overview
ICSP	Interim Country Strategy Plan
IDP	Internally displaced populations
IFA	Insurance for Assets
IOM	International Organization for Migration
ISC	Indirect Support Cost
IPC	Integrated Phase Classification
Kcal	Kilocalories
Kg	Kilograms
LTSH	Land Transport, Handling and Storage
MAM	Moderate Acute Malnutrition
MOPHP	Ministry of Public Health and Population
MT	Metric Ton
MUAC	Mid-Upper Arm Circumference
PAPFAM	Pan Arab Project for Family Health
PDM	Post Distribution Monitoring
PGM	Programme Guidance Manual
PLW	Pregnant and Lactating Women
PWP	Public Works Project
SAM	Severe Acute Malnutrition
SFD	Social Fund for Development

SOPs	Standard Operating Procedures
TBD	to be determined
TSFP	Targeted Supplementary Feeding Programme
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children’s Emergency Fund
USD	United States Dollar
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization
YER	Yemeni Riyal
YHRP	Yemen Humanitarian Response Plan