

PROTRACTED RELIEF AND RECOVERY OPERATION – YEMEN 200305

Relief food assistance to refugees in Yemen	
Number of beneficiaries	131,000
Duration of project	January 2013 – December 2014
WFP food tonnage	9,855 mt
Cost (United States dollars)	
WFP food cost	US\$5,185,365
WFP cash/voucher cost	-
Total cost to WFP	US\$8,020,198

EXECUTIVE SUMMARY

The Republic of Yemen faces a continuing humanitarian crisis following internal conflict and political instability, a breakdown of social services, the impact of high food and fuel prices, and rising poverty. Volatility in the Horn of Africa continues to add to Yemen's complex humanitarian crisis, with 236,000 registered refugees currently in Yemen. Many refugees arrive with the expectation of passing through Yemen to the neighbouring oil-rich states. While the most vulnerable are accommodated in the isolated Kharaz refugee camp, many choose to settle in Yemen's urban centres.

Until recently, the majority of new refugees were fleeing instability in Somalia, arriving by boat along the coast of the Gulf of Aden. In 2011, over 103,000 refugees and migrants arrived in Yemen, with the majority from Ethiopia and Eritrea. This trend continued in 2012, with 107,500 additional refugees and migrants – the highest number of arrivals ever recorded by UNHCR.

This protracted relief and recovery operation (PRRO) builds upon the previous PRRO 200044, "Food Assistance To Somali Refugees in Yemen", incorporating recommendations from the joint assessment mission conducted in April-May 2012 by WFP, the Office of the United Nations High Commissioner for Refugees and the Government. The mission findings included the increased number of refugees; continued high rates of anaemia and malnutrition; poor shelter, water and sanitation facilities; food insecurity; and the continued reliance on humanitarian assistance, including for food.

This PRRO aims to provide emergency food assistance to new refugee arrivals, refugees hosted in the Kharaz refugee camp and urban refugees. In Kharaz camp, WFP will provide general food assistance for all residents and meals for primary school pupils. Targeted school feeding will also be provided to refugees residing in the urban settlement of Al-Basateen.

Preventive and curative nutrition support will be provided through WFP's ongoing emergency operation 200451 "Emergency Food and Nutrition Support to Food Insecure and Conflict-Affected People" in line with the national approach, and includes support for malnourished children 6-59 months and malnourished pregnant and lactating women among refugee groups.

The PRRO will be implemented in close collaboration with the Government and in partnership with the Office of the United Nations High Commissioner for Refugees, as well as international and national cooperating partners. The operation is aligned with WFP's Strategic Objectives 1 and 3, and will contribute to Millennium Development Goals 1, 2 and 3.

SITUATION ANALYSIS AND SCENARIO

The Overall Context

1. Yemen is a food-deficit country and one of the world's least-developed countries, ranking 154 of 187 in the 2011 Human Development Index. It has a gross national income per capita of US\$2,300. In 2011, Yemen ranked last of 146 countries in the United Nations Gender Inequality Index.
2. Yemen has been severely affected by the triple global crisis: the rising prices of staple foods and fuel, combined with the global financial crisis. Poverty has increased from 35 percent in 2006 to 43 percent in 2009, with most recent data showing poverty as high as 54 percent.¹ The 2012 comprehensive food security survey (CFSS)² found that 44 percent of the population is food-insecure, an increase of over 40 percent from the previous survey in 2009.
3. In 2011, political instability, conflict in northern and southern Yemen, and violent urban clashes (between government forces, anti-government protestors and tribal elements) affected food transportation networks and the commercial sector. Weakened government institutions, deteriorating basic social services, and chronic fuel shortages have exacerbated the already critical food insecurity.
4. The Office of the United Nations High Commissioner for Refugees (UNHCR) estimates that at the end of 2012 Yemen was hosting 236,000 registered refugees, the majority living in urban settlements. Ninety-five percent of refugees are from Somalia, a result of the Somali civil war from the early 1990s to 2012.³ The situation in Somalia will not allow for formal repatriation in the immediate future, whilst other durable solutions such as integration or third-country resettlement are unlikely at present.

¹ International Food Policy Research Institute Discussions Paper: Managing Transition in Yemen, An Assessment of the Costs of Conflict and Development Scenarios for the Future. September 2012.

² <http://www.wfp.org/content/yemen-comprehensive-food-security-survey-2012>

³ UNHCR/WFP joint assessment mission (JAM), Yemen, 2012.

5. Regional insecurity and economic hardship have led to increasing numbers of refugees from other countries. The socio-economic and political situation countries of the Horn of Africa, coupled with civil conflict in Somalia, have been the underlying reasons for the increasing influxes of refugees in recent years, despite the risky sea crossing. Yemen is also a transit point for refugees from Ethiopia and Eritrea, many of whom aim to reach the neighbouring oil-rich countries or Europe for work opportunities. In 2011, 103,000 new refugees and migrants arrived in Yemen and in 2012, 107,500 additional refugees and migrants arrived - the highest number of arrivals ever recorded by UNHCR. The arrivals in 2012 have been mainly from Ethiopian (80 percent) with the remainder mainly from Somalia.
6. The majority of the refugees are scattered in Yemen's major urban centres, particularly in Sana'a and Al-Basateen, a suburb of Aden, where work can sometimes be found in the informal economy. Al-Basateen hosts the largest concentrated population of Somali refugees, while in Sana'a the refugee populations are more dispersed.
7. Kharaz Camp in Lahj Governorate is Yemen's only refugee camp and currently hosts around 20,000 of the poorest and most vulnerable refugees,⁴ some of whom are short-term residents who will eventually move on to urban centres. Kharaz is a former military camp situated in a remote, sparsely populated desert area west of Aden.
8. A joint assessment mission (JAM) by UNHCR and WFP in April-May 2012 assessed the overall context and requirements of refugees in Yemen and provided guidance and recommendations for planning for 2013-2014. The mission found that the high arrival rate of refugees in 2011 and 2012 had strained capacity of the humanitarian organizations working to support refugee programmes, including UNHCR and WFP. The permanent population of the Kharaz refugee camp increased from 12,600 in 2009 to 20,000 in 2012, and is expected to grow to 22,000 during this operation. The JAM recommended a review of the assistance policy and measures to support urban refugees. WFP and UNHCR will further explore options to address the mission's findings through the annual WFP-UNHCR Joint Plan for Assistance (JPA) for Yemen during the implementation of this PRRO.
9. Refugees have no automatic right to work and generally lack appropriate skills and documentation. They face extremely limited employment or other economic opportunities, and this situation has worsened since the civil unrest in Yemen in 2011.
10. The JAM recognized that efforts have been made to promote a better understanding of gender issues in the camp and to prevent sexual and gender-based violence, including sensitization campaigns with male refugees. The JAM highlighted the need for the Government and UNHCR to explore opportunities for income-generation and training for refugees, particularly women.

The Food Security and Nutrition Situation

11. Food security in the governorates hosting refugees (Sana'a, Aden and Lahj) has significantly deteriorated since 2009. The 2012 CFSS indicates that the percentage of severely food-insecure people has increased, compared with 2009, from 1.4 percent to 7.6 percent in Sana'a; from 1.5 percent to 7.6 percent in Aden; and from 13 percent to 24 percent in Lahj.
12. Most refugees in the Kharaz camp rely almost entirely on food and non-food assistance they are receiving from WFP and UNHCR and other agencies. There are no urban settlements nearby and opportunities for the refugees to earn an income locally are non-existent. The

⁴ *Ibid.*

2012 JAM confirmed that as a result of the isolation of the camp, access to diversified food and livelihood opportunities for refugees in the camp and the host community are very limited and have not changed significantly since 2009.⁵ The three most important sources of food for these refugee households are: food assistance from WFP; purchases using credit; and sharing food with neighbours.⁶

13. The JAM reaffirmed that households in the refugee camp continue to consume mostly cereals, pulses, vegetable oil and tea. Though commodities provided through general food distribution (GFD) include fortified wheat flour, fortified oil and iodised salt, additional sources of micronutrient-rich foods are limited and the inhibitory effect of tea - which is consumed by refugees of all ages - on iron absorption is of concern. A 2010 nutrition survey indicated that 36 percent of women in the refugee camp consume fewer than three meals a day.
14. Refugees settled in Al-Basateen urban areas and those living in Sana'a depend on markets for both wage labour and food purchases. Changes in the market affect these refugees, whose incomes are derived from casual labour and menial work. Women in domestic service in private houses earn 12,000-15,000 Riyals (US\$60-70) a month. Men washing cars earn US\$75-90 per month. Most of a family's income is spent on rent and food. In 2012, some refugees living in Aden and other urban centres returned to the camp for security and economic reasons.
15. WFP's market monitoring shows the terms of trade between labour wages and wheat have been more stable since January 2012 in Aden and Sana'a. Nevertheless, rising food prices have increased pressure on refugees and many seek assistance, especially in urban areas. Negative coping strategies such as begging and prostitution have been reported by some refugees, including in Al-Basateen, in order to meet basic food requirements.
16. The four major sources of income and/or food for urban refugees in Al-Basateen are purchase, begging, and WFP's school feeding and supplementary feeding activities. Within host governorates, the 2012 CFSS found 2 percent of people had a "poor" food consumption score while 5 percent had a "moderate" food consumption score in Sana'a, while corresponding figures for both Aden and Lahj were 4 percent (poor) and 11 percent (moderate).
17. Despite coordinated efforts on nutrition programmes, malnutrition among refugees remains high. The anaemia prevalence in women 15-49 years old is 48 percent,⁷ above the World Health Organization's public health emergency threshold of 40 percent.⁸ Although anaemia among children 6-59 months seems to have fallen slightly in 2010 as a result of anaemia interventions,⁹ it remains high at 59 percent.
18. A comparison of malnutrition among refugee populations and host populations is shown in Table 1. Wasting prevalence among refugees is "poor" and close to "serious" in Al Basateen and Kharaz, though less than in the host populations.¹⁰ Stunting among refugee populations is

⁵ UNHCR/WFP JAM, Yemen, 2009.

⁶ UNHCR/WFP JAM, Yemen, 2012.

⁷ UNHCR/WFP JAM, Yemen, 2012.

⁸ Sphere Handbook, Humanitarian Charter and Minimum Standards in Humanitarian Response (2011 edition).

⁹ UNHCR Anaemia, Infant Feeding and Anthropometric Survey in Kharaz Refugee Camp and Surrounding host villages - July 2010.

¹⁰ Wasting prevalence 5-9 percent is "poor", 10-14 percent is "serious" and above 15 percent is "critical". WHO 1995. Cut-off values for public health significance. www.who.int/nutgrowthb/en

considered “medium” but much better than the national average.¹¹ Diseases, including diarrhoea and measles, continue to contribute to malnutrition as do the inadequate water and sanitation facilities, poor infant and young child feeding practices, and poor food diversification.

TABLE 1: PREVALENCE OF MALNUTRITION: REFUGEES AND HOST POPULATIONS (%) ¹²			
	Sana'a	Basateen-Aden	Kharaz-Lahj
Chronic malnutrition (stunting) refugees	19	21	22
Chronic malnutrition (stunting) hosts	47 national average		
Global acute malnutrition (wasting) refugees	11	9	9
Global acute malnutrition (wasting) hosts	10	15	15

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

19. Since Somalia’s civil war started in the early 1990s, the Government has recognized Somalis as refugees on a *prima facie* basis. The Government has signed a memorandum of understanding (MoU) with UNHCR to provide international protection and humanitarian assistance, and has requested that WFP provide food assistance to vulnerable refugees.

Policies, Capacities and Actions of other Major Actors

20. UNHCR supports the Government in fulfilling its obligations as a signatory to the 1951 Geneva Convention Relating to the Status of Refugees and its 1967 Protocol. The inter-ministerial National Sub-Committee for Refugee Affairs facilitates government cooperation with UNHCR. Recognized registered refugees are issued refugee cards co-signed by UNHCR that legalize their presence in Yemen and allow freedom of movement.
21. In mid-2009, the Government, in coordination with UNHCR, began a mass registration effort using a computerized biometric process to more accurately ascertain the numbers and locations of refugees in the country.
22. Somalis are granted *prima facie* refugee status while UNHCR conducts a refugee status determination for refugee claimants that arrive from other countries. Non-Somali refugees that have undergone the UNHCR Refugee Status Determination process, including a growing number of Ethiopian, Eritrean and Iraqi nationals, are recognized as mandate refugees by UNHCR. They are then eligible for relief assistance provided by UNHCR, WFP and NGO partners.

¹¹ Stunting prevalence 20-29 percent is “medium”, 30-39 percent is “high” and 40 percent is “very high”. Cut-off values for public health significance. WHO 1995. www.who.int/nutgrowthb/en

¹² UNICEF/Ministry of Public Health and Population SMART surveys, 2011-2012. (Information on wasting & stunting refers to data collected in 2010 - civil unrest and conflict in 2011 did not permit a nutrition survey).

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23. UNHCR works with partners including the Adventist Development and Relief Agency (ADRA), the Cooperative for Assistance and Relief Everywhere (CARE), Danish Refugee Council, Save the Children (Sweden), the Society for Humanitarian Solidarity (SHS) and the Yemeni Red Crescent (YRC) to implement activities. WFP coordinates its assistance directly with UNHCR, which in turn works with its cooperating partners to distribute food assistance and provide other required support to refugees.

Coordination

24. The Comprehensive Plan of Action (CPA)¹³ for Somali Refugees, initiated by UNHCR and co-sponsored by the governments of Denmark, the Netherlands and the United Kingdom, was initiated in 2005 and focuses on identifying appropriate durable solutions for Somalis and host countries.¹⁴ Volatility in Somalia continues to prevent its implementation.
25. An annual Joint Plan for Assistance (JPA) has been developed by UNHCR and WFP since 2006. The JPA has proved to be a flexible tool in clarifying the agencies' respective roles and responsibilities. It also provides valuable programmatic recommendations to inform relief operations.

OBJECTIVES OF WFP ASSISTANCE

26. This protracted relief and recovery operation (PRRO) aims to ensure that the basic food and nutritional needs of vulnerable refugees are met until such a time as they are resettled in a third country, or the conditions are appropriate for repatriation to their countries of origin. The objectives of the PRRO are in line with WFP's Strategic Objectives 1 and 3,¹⁵ and contribute to Millennium Development Goals 1, 2 and 3.¹⁶ Specifically, the PRRO aims to:
- save lives and maintain adequate dietary standards for refugee populations living in camps (WFP Strategic Objective 1); and
 - maintain enrolment and attendance in WFP-assisted primary schools in camp and urban settings, through the provision of school meals (Strategic Objective 3).

¹³ UNHCR, 2005. Framework Document for the Comprehensive Plan of Action for Somali Refugees <http://www.unhcr.org/refworld/pdfid/437472902.pdf>

¹⁴ Including: increasing the attractiveness and sustainability of return to safe areas within Somalia; enhancing asylum and resettlement for those for whom other durable solutions are not available; promoting refugees' self-reliance capacity; and working towards rehabilitation and development of areas affected by protracted refugee situations.

¹⁵ Strategic Objective 1: Save lives and protect livelihoods in emergencies; Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

¹⁶ MDG 1: Eradicate extreme poverty and hunger; MDG 2: Achieve universal primary education; MDG 3: Promote gender equality and empower women.

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

27. WFP has provided food assistance to refugees in Yemen since 1992. Most recently, PRRO 200044 “Food Assistance to Somali Refugees in Yemen” (February 2010 to December 2012). The PRRO targeted 95,000 beneficiaries in 2010, 102,000 in 2011 and 97,100 in 2012.
28. WFP food assistance has primarily been targeted towards new arrivals and the refugee population residing in Kharaz camp. Supplementary feeding support for moderately malnourished children 6-59 months and malnourished pregnant and lactating women has also been provided in Al-Basateen and Kharaz camp. Both areas have also been supported through school feeding in three primary schools and a day-care centre. The primary school in Al-Basateen has been attended by 4,500 pupils, of whom 46 percent are girls, mostly at the lower grade levels; 85 percent of the pupils are Somali refugees. WFP has observed that without school meals, refugee children in the camp do not attend school, resulting in high levels of absenteeism, especially amongst girls. School feeding mitigates against absenteeism.

Strategy Outline

29. Food assistance under this PRRO will be provided through (i) emergency assistance for new arrivals; (ii) GFD for the population of Kharaz; and (iii) school meals for refugee children.
30. Newly arriving refugees will receive a ration of high-energy biscuits (HEBs) and water provided by UNHCR through their implementing partners. Refugees transported to reception centres will be provided with cooked meals for one to three days. New arrivals arriving in Kharaz camp will also initially receive prepared meals for three to five days.
31. Registered camp refugees will receive monthly GFD rations.
32. WFP will support increased enrolment, retention and participation of refugee children – especially girls – in primary schools through school meals, promoting the development of human capital through education. School meals will be provided in three schools – one primary school in Al-Basateen and two in Kharaz camp. The schools follow the Yemeni curriculum, enabling pupils to continue within the Yemeni education system. The primary school in Al-Basateen serves children from both the refugee and the host Yemeni communities, while schools in Kharaz serve the refugee population. The provision of meals to pupils from both communities in Al-Basateen facilitates the integration of the two communities.
33. The PRRO addresses gender issues through: (i) promoting girls’ attendance in schools and enhancing opportunities for continuing education through school meals; and (ii) facilitating the equal participation of women in distribution committees and decision-making positions, and promoting women as holders of ration cards for food entitlements.
34. WFP nutrition support to the refugees will be provided under EMOP 200451: moderately malnourished children 6-59 months and malnourished pregnant and lactating women will be assisted through mother-and-child health centres in Al-Basateen and Kharaz. The centres support 1,450 cases in Al-Basateen and 750 cases in Kharaz each year. Prevention of acute malnutrition children 6-23 months will be based on information from a UNHCR nutrition survey planned in early 2013. Nutrition rehabilitation for malnourished women and children

residing in Sana'a city will be based on a Standardized Monitoring and Assessment of Relief and Transitions (SMART) survey in the first half of 2013.

Hand-Over Strategy

35. This PRRO addresses a protracted refugee situation and viable hand-over strategies are extremely limited. The remoteness of Kharaz camp offers very limited self-reliance and few income-generating opportunities, with no access to markets. While some refugees are skilled, a large number are semi-skilled or unskilled. UNHCR and its partners supports refugees through short vocational skills training on embroidery, grooming services (for barber shops), radio repair, handicrafts and basket-weaving.
36. The long-term hand-over strategy is linked to one of UNHCR's durable solutions – repatriation of refugees, third-country resettlement or national integration – all of which are unlikely to be implemented during this operation. Repatriation of refugees, primarily to Somalia, necessitates an improved security situation. In 2011, only six Somali refugees voluntarily repatriated and 180 were resettled in third countries.

BENEFICIARIES AND TARGETING

New arrivals

37. To ensure adequate provision of food, WFP and UNHCR's beneficiary planning figures are based on historical trends and updated regional security assessments. Yemen continues to receive a large number of new refugees each year, the vast majority of whom are young men.
38. For 2013, UNHCR foresees 45,000 new arrivals in Yemen (9,000 of Somali origin and 36,000 of non-Somali origin) in coastal areas. All arrivals will receive emergency food assistance for five days. The majority of arrivals will be assisted at three reception centres established along the coast at Mayfa'a, Ahwar and Dubab, where WFP will provide cooked food for approximately 4,000 refugees a month.
39. Around 2,150 new refugees are transported to Kharaz monthly, where they receive cooked meals for the first five days. Subsequently, based on historical trends, most will move to urban areas of their own accord, with around 10 percent remaining in the camp. Some refugees who are unable to cope in urban areas due to the costs of living and lack of income may return back to Kharaz. New and returning refugees are provided with general food assistance and receive a camp ration card following a confirmed presence in the camp for three months.

Camp refugees

40. For 2012-2014, 22,000 refugees are targeted in Kharaz camp. Most refugees are from Somalia, although 4 percent are from Ethiopia. Around 57 percent of the camp's population is under 18 and 63 percent of households are female-headed.
41. New camp arrivals use temporary forms valid for three months. The forms have photographs for identification and contain information about the family and family size to ensure that appropriate food and non-food items from partners are provided. After a confirmed presence

of three months, the refugees are added to the camp's GFD list and are issued permanent ration cards. Only children over 6 months old are registered as beneficiaries for GFD.

42. The two primary schools and the day-care centre in Kharaz camp will be provided with fortified foods to provide daily hot meals for schoolchildren.

Urban refugees

43. In Al-Basateen, WFP will provide food assistance to a public primary school through this PRRO. Around 22,000 refugees live in Al-Basateen, with limited opportunities for economic activities. WFP's school feeding support will provide on-site hot meals for schoolchildren at the primary school in Al-Basateen.
44. Table 2 shows the estimated number and gender of refugees by activity who will benefit from food assistance under this PRRO:

TABLE 2: BENEFICIARIES BY YEAR AND ACTIVITY						
ACTIVITY	2013			2014		
	Male	Female	Total	Male	Female	Total
New arrivals						
Coastal Arrivals	31,500	13,500	45,000	31,500	13,500	45,000
Reception Centres	23,300	24,700	48,000	23,300	24,700	48,000
Kharaz Camp	11,100	14,700	25,800	11,100	14,700	25,800
Sub-Total (adjusted)¹⁷	23,300	24,700	48,000	23,300	24,700	48,000
Kharaz camp						
GFD	8,800	13,200	22,000	8,800	13,200	22,000
School Feeding	2,340	2,160	4,500	2,400	2,600	5,000
Sub-Total (adjusted)¹⁸	6,500	12,500	19,000	6,500	12,500	19,000
Urban Refugees/Al-Basateen						
School Feeding	2,200	2,300	4,500	2,300	2,700	5,000
Sub-Total	2,200	2,300	4,500	2,300	2,700	5,000
Sub-total total, adjusted - taking into account overlap	34,500	35,000	69,500	34,600	35,200	69,800
TOTAL, adjusted - taking into account annual overlap¹⁹				131,000		

¹⁷ Beneficiaries at Kharaz and reception centres also receive food as coastal arrivals, thus the total number of unique beneficiaries under the new arrivals category is 48,000.

¹⁸ 3,000 of the 22,000 GFD beneficiaries will have already been assisted under the new arrivals category. Beneficiaries of school feeding also benefit from GFD: thus the total number of unique beneficiaries is 19,000.

¹⁹ This total figure represents the number of unique beneficiaries. This figure takes into account the number of urban and camp refugees that will benefit from WFP assistance throughout the duration of this PRRO, as well as the new arrivals in both 2013 and 2014.

NUTRITIONAL CONSIDERATIONS AND RATIONS

45. Coastal arrivals will receive high-energy biscuits and water when they are registered by UNHCR's implementing partners and will be given hot-cooked meals in the reception centres and during their first five days in Kharaz.
46. The food basket for GFD in Kharaz camp will contain a nutritious combination of basic commodities: fortified wheat flour, rice, pulses, vegetable oil and sugar, providing a total of 2,141 kcal per person per day. In recent years, donations of dates have been received; if further donations are received, these will be included within the ration as appropriate.
47. Wheat flour, when purchased internationally or provided in-kind, will be fortified as per WFP's micronutrient standards. When purchased in Yemen, it will conform to national legislation and be fortified with iron and folic acid. Vegetable oil is fortified with vitamins A and D. Micronutrient powders supplied by UNHCR offer the opportunity for additional fortification through an on-the-plate addition to home-cooked meals; these are provided to all children 6-59 months.
48. Primary school-aged children at three schools in Al-Basateen and Kharaz will receive an on-site hot meal each school day. Each child attends a half-day of schooling (either the morning or afternoon shift) six days a week (Saturday-Thursday). For dietary diversity, two different meals will be provided on alternate days: one meal will be pancakes or porridge of wheat-soya blend with oil and sugar; the other meal will be bread with a lentil sauce. The wheat-soya blend based meal provides 40 percent of the daily iron requirement for school-aged children and 100 percent of the daily vitamin A requirement. The bread based meal provides 25 percent of the daily iron requirement and 42 percent of the daily vitamin A requirement.

Commodity	Coastal Arrivals	Reception Centres	New Arrivals	GFD Kharaz	School Feeding* (Al-Basateen/Kharaz)	
Wheat flour	-	300	300	300	120	-
Rice	-	150	150	150	-	-
Pulses	-	60	60	60	20	-
Veg. oil	-	30	30	30	10	10
Sugar	-	20	20	20	-	10
WSB	-	-	-	-	-	80
HEB	400	-	-	-	-	-
Total	400	560	560	560	150	100
<i>Total kcal/day</i>	1800	2141	2141	2141	575	432
% Kcal from protein	11	11	11	11	13	13
% Kcal from fat	30	15	15	15	19	31
Feeding days per person per month	5	3	5	30	20	20

* The two columns represent the two different meals provided on alternate days.

49. The total food requirements are based on beneficiary planning figures for 2013-2014 which have been developed in collaboration with UNHCR. Beneficiary planning figures are based on historical trends, analysis of the current security situation, and natural population growth in Kharaz camp and for urban refugees (see Table 4).

TABLE 4: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)							
Commodity Type/ Voucher	Coastal Arrivals	Reception Centres	New Arrivals	GFD	School Feeding Kharaz	School Feeding Al- Basateen	Total
Wheat flour	-	86	78	4,752	103	103	5,122
Rice	-	44	39	2,376	-	-	2,459
Pulses	-	18	16	950	34	34	1,052
Vegetable oil	-	8	8	476	34	34	560
Sugar	-	6	6	316	9	9	346
WSB	-	-	-	-	68	68	136
HEB	180	-	-	-	-	-	180
Total	180	162	147	8,870	248	248	9,855

IMPLEMENTATION ARRANGEMENTS

Participation

50. Beneficiaries are consulted during the joint missions through focus group discussions, interviews and meetings with camp management, as well as in other surveys in camps and urban areas. Families are encouraged to register the name of a female family member as the food entitlement holder. This contributes to refugee women exerting a greater control over food rations.
51. Camp residents are represented by a series of committees. The elders' committee has five refugee members (two men and three women) and eight sub-committees each consisting of two members who are responsible for following up on the performance of implementing partners in the camp. The women's committee has six members who represent the women of the camp. In addition, the camp is divided into residential blocks. Each block has two block leaders (one male and one female) who are responsible for monitoring the well-being of members for the block.

Partners and Capacities

52. UNHCR is WFP's principal partner for this refugee operation. WFP is responsible for meeting the basic food needs of the refugees through the provision of specific commodities, as outlined in the MoU between the two agencies. UNHCR and its partners are expected to provide complementary food commodities (such as milk or tomato paste, and during Ramadan/Eid meat is sometimes distributed) and all necessary non-food items. The

contractual arrangements for food distribution are directly between UNHCR and its implementing partners.

53. UNHCR's partners monitor new arrivals at the coast and transport the refugees to the three reception centres. Two partner organizations are responsible for receiving and storing the commodities and providing the meals at the reception centres: SHS at Mayfa'a and Ahwar and YRC at Dubab.
54. SHS is responsible for the storage and distribution of WFP food commodities in Kharaz. In the camp, UNHCR manages the registration of beneficiaries, the provision of ration cards and the final verification of the recipients at distribution centres. Food distributors are paid directly by UNHCR's partners following the monthly distributions. Each distribution is coordinated by WFP, UNHCR and the applicable partner, in close collaboration with the refugees' committees for elders and women.
55. School feeding is implemented in cooperation with UNHCR, SHS, Save the Children-Sweden and ADRA. UNHCR, in collaboration with its partners, is responsible for ensuring that kitchen facilities and food preparation methods are hygienic and appropriate.

Transfer Modalities

56. Food transfers are a more viable transfer modality than cash or vouchers for activities under this PRRO. Kharaz camp is located in a sparsely settled and isolated desert area with no local markets apart from a few small retail shops selling a limited number of items. While cash transfers were considered in 2009 by UNHCR for the urban refugee population in Al-Basateen, WFP assistance in this area is through school feeding and nutritional support, which are suited to in-kind assistance. New refugee arrivals receive food for a limited period and in-kind transfers are most appropriate for this support.
57. For GFD activities, the food request from UNHCR implementing partner (SHS) is submitted through UNHCR to WFP for final approval. Quantities are determined by ration size and the number of beneficiaries. After WFP certification and approval, food is delivered to SHS: waybills confirming this transfer are signed and stamped by UNHCR before being recorded in WFP's Commodity Movement Processing and Analysis System (COMPAS). SHS is responsible for distributing the food. WFP and UNHCR field staff monitor distributions to ensure that there are no irregularities. Food is released from the WFP warehouses to the other centres (schools, clinics, reception centres) upon receipt of a signed and stamped food request from UNHCR.

Logistics Arrangements

58. Food shipments are received through two seaports: Hodeidah and Aden container terminal. An assigned agent will clear all WFP food and avoid unnecessary delays or demurrage.
59. WFP will rent two warehouses: a central warehouse in Aden and one at Kharaz. Stock levels are reviewed daily through record keeping, waybills, and the Commodity Movement Processing and Analysis System (COMPAS) as part of the food pipeline tracking system.
60. Transport will be mainly by private sector transporters and food commodity dispatches will be monitored through COMPAS.

PERFORMANCE MONITORING

61. The progress of the operation will be monitored using WFP standard monitoring and evaluation guidelines. WFP will organize mid-year and annual reviews and workshops with cooperating partners at the sub-office and country office level. The performance monitoring plan is based on the PRRO's logical framework (see Annex II). Partners will provide monthly reports on their activities, while UNHCR's health information system will provide nutritional data. Data related to education indicators will be collected by UNHCR and its partners.
62. Each partner will provide distribution reports. WFP sub-office staff and partners will monitor all food distributions. Monitoring takes place before, during and after all food distributions, with reports shared monthly between all partners. WFP and UNHCR's continued close monitoring – particularly of GFD in Kharaz – is expected to reduce the number of urban-dwelling refugees inappropriately holding ration cards.
63. The next JAM is expected in 2014 to reassess the overall situation and needs of refugees in Yemen and to provide recommendations on future programmatic responses. The JAM will be complemented by food security assessments and nutrition surveys, subject to the security situation. The assessment data - including post-distribution monitoring reports, COMPAS information and best practices shared during regular meetings with UNHCR - will inform the management of the PRRO, including corrective measures or adjustments needed to ensure effective delivery of assistance.

RISK MANAGEMENT

Risk Assessment

64. *Contextual risk:* Violence in Somalia could lead to increased refugee flows into Yemen in 2013-2014. The planning figures for new arrivals have been developed in collaboration with UNHCR taking into consideration the security situation in the Horn of Africa and existing refugee patterns. WFP and UNHCR would revise the planning figures if assumptions were to change. The risk of unforeseen refugee influxes is unlikely as UNHCR regularly shares information with WFP on forecasts of migration flows.
65. Insecurity within Yemen could restrict access for regular activities and assessments, including future JAMs. Restrictions could also be faced during food distributions and monitoring activities. These risks are reduced by WFP working through cooperating partners. Currently there are no plans to outsource monitoring activities for this PRRO but this option could be explored if the security situation were to deteriorate.
66. *Programmatic risks:* There is a risk of refugees monetizing part of their food rations to cover shortfalls in other types of assistance, particularly non-food items. This could lead to inadequate food intake and a decline in nutrition status. A lack of complementary foods, essential non-food items and community services would reduce the efficacy of WFP's food interventions and have an adverse impact on the overall nutritional status of refugees. WFP, together with UNHCR and through the development of the JPA, will advocate for comprehensive assistance for the refugees.

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67. *Institutional risks*: Inadequate funding for the PRRO would force a reduction in assistance to beneficiaries. As new arrivals and the camp refugee population rely almost exclusively on WFP food, reduced or delayed distributions would have an immediate negative impact on the refugees' nutrition and health. WFP and UNHCR will advocate with donors to ensure that they are fully informed of the requirements for refugees in Yemen.

Contingency Planning

68. WFP Yemen is an active member of the United Nations Emergency Preparedness and Response Team, which helps prepare contingency plans. WFP maintains a three-month stock of food in the Kharaz warehouses as a contingency against access difficulties from deterioration in security. The JPA includes a commitment to review and update the existing multi-agency and multi-sector contingency plans.

Security Risk Management

69. Risks to WFP include the security of WFP and partner staff. International staff access to Kharaz camp may be affected by insecurity or threats from the local population. Continued dialogue with the surrounding villages will be maintained to reduce tensions.
70. Of the 21 governorates in Yemen, three are currently United Nations Security Level 2, six are Level 3, eight are Level 4, including three targeted under this PRRO (Sana'a City, Aden and Lahj), and the remaining four governorates are Security Level 5.²⁰
71. The United Nations Security Management Team accepts the United Nations Department of Safety and Security's advice on limiting the number of international staff in Aden. For United Nations agencies as a whole, 21 staff are allowed in Aden, of which WFP is permitted up to three international staff.
72. When movement between Aden city and Kharaz refugee camp requires military escort, arrangements are made by WFP Sana'a or WFP Aden, facilitated by the Ministry of the Interior and the Ministry of Foreign Affairs.
73. The WFP country office in Sana'a is fully compliant with the United Nations minimum operating security standards (MOSS) and the minimum security telecommunications standards (MISTS). All United Nations partners working on this operation will be compliant to MOSS and MISTS.
74. The Aden sub-office requires additional communications equipment and other items to be fully MOSS and MISTS compliant. During this PRRO, the outstanding requirements will be addressed and the Aden sub-offices will be upgraded as required.

²⁰ The Security Level System has six levels going from 1 (least dangerous environment) to 6 (most dangerous environment) as follows: 1 – Minimal, 2 – Low, 3 – Moderate, 4 – Substantial, 5 – High, and 6 – Extreme.

RECOMMENDATION

The Executive Director is requested to approve the proposed Yemen PRRO 200305.

APPROVAL

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Ertharin Cousin
Executive Director
United Nations World Food Programme

Date:.....

ANNEX I-A

PROJECT COST BREAKDOWN			
Food ²¹	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	7,580	3,169,250	
Pulses	1,052	683,800	
Oil and fats	561	813,450	
Mixed and blended food	317	301,515	
Others	345	217,350	
Total food	9,855	5,185,365	
Subtotal food and transfers			5,185,365
External transport			362,565
Landside transport, storage and handling			730,562
Other direct operational costs			66,071
Direct support costs (see Annex I-B)			1,150,949
Total WFP direct costs			7,495,512
Indirect support costs (7.0 percent) ²²			524,686
TOTAL WFP COSTS			8,020,198

²¹ This is a notional food basket for budgeting and approval. The contents may vary.

²² The indirect support cost rate may be amended by the Board during the project.

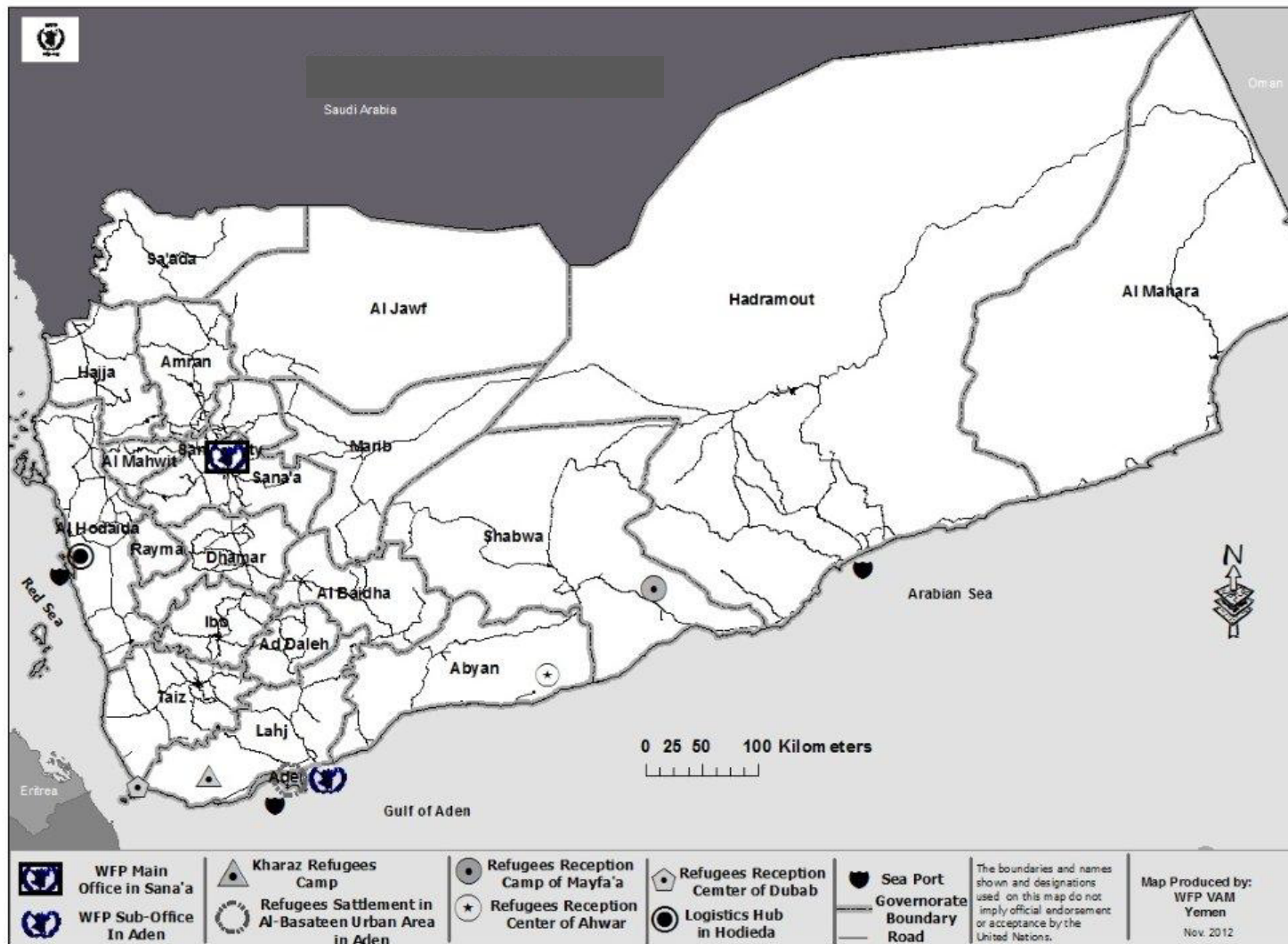
ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	391,560
Local staff - national officers	60,624
Local staff - general service	271,052
Local staff - temporary assistance	29,280
Local staff - overtime	34,521
Hazard pay and hardship allowance	163,008
Staff duty travel	42,032
Subtotal	992,077
Recurring expenses	
Office supplies and other consumables	21,600
Communications services	35,472
Equipment repair and maintenance	3,600
Vehicle running costs and maintenance	28,800
United Nations organization services	3,000
Subtotal	92,472
Equipment and capital costs	
Vehicle leasing	40,800
Communications equipment	8,800
Local security costs	16,800
Subtotal	66,400
TOTAL DIRECT SUPPORT COSTS	1,150,949

ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p>Strategic Objective 1: Save lives and protect livelihoods in emergencies Activities: New arrivals, Reception centres, General food distribution</p>		
<p>Outcome 1 Improved food consumption over assistance period for targeted emergency-affected households</p>	<ul style="list-style-type: none"> ➤ Household food consumption score Target: Supported households have a food consumption score exceeding 28. 	<ul style="list-style-type: none"> ➤ Complementary non-food input such as water and sanitation are provided by UNHCR and other partners ➤ There is no large influx of new refugees or large movement of refugees between urban and rural areas ➤ Adequate implementing partners identified by UNHCR ➤ The security situation and economy do not worsen further limiting job opportunities for urban refugees
<p>Output 1.1 Food distributed in sufficient quantity and quality to targeted beneficiaries under secure conditions</p>	<ul style="list-style-type: none"> ➤ Number of beneficiaries receiving, by category and as % of planned figures ➤ Tonnage of food distributed, by type, as % of planned distribution ➤ Quantity of fortified foods distributed, by type, as % of planned distribution, as % of actual distribution ➤ Number of security incidents 	<ul style="list-style-type: none"> ➤ Sufficient funding is secured. ➤ Food pipeline is uninterrupted ➤ Adequate activities and are partners identified by UNHCR ➤ The security situation does not hinder the implementation of the project.
<p>Strategic Objective 3: restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations Activities: School feeding</p>		
<p>Outcome 2 Increased access to education and human capital development in assisted schools</p>	<ul style="list-style-type: none"> ➤ Enrolment: average annual rate of change in number of girls and boys enrolled Target: 3 percent increase in enrolment rates ➤ Retention rate Target: 85 percent retention rate ➤ Attendance rate as % of total number of schooldays Target: 85 percent attendance rate ➤ Gender ratio: ratio of girls to boys enrolled Target: Gender ration 1:1 	<ul style="list-style-type: none"> ➤ School feeding coverage is accompanied by an improvement in the quality of education ➤ Community norms on girls' education do not limit sustainability ➤ Community and parent-teacher associations actively support child education at all levels ➤ There is no large number of movement of refugees between urban and rural areas
<p>Output 2.1 Food distributed in sufficient quantity and quality to targeted beneficiaries under secure conditions School feeding coverage aligned with programme of work</p>	<ul style="list-style-type: none"> ➤ Number of beneficiaries receiving food by category and as % of planned figures ➤ Tonnage of food distributed, by type, as % of planned distribution ➤ Quantity of fortified foods, distributed, by type, as % of planned distribution, as % of actual distribution ➤ Number of security incidents ➤ Number of schools assisted by WFP 	<ul style="list-style-type: none"> ➤ <i>As for Output 1.1</i>

ANNEX III MAP: YEMEN PRRO 200305 INTERVENTION AREAS



ACRONYMS USED IN THE DOCUMENT

ADRA	Adventist Development and Relief Agency
CARE	Cooperative for Assistance and Relief Everywhere
CFSS	Comprehensive Food Security Survey
COMPAS	Commodity Movement Processing and Analysis System
CPA	Comprehensive Plan of Action
EMOP	emergency operation
GAM	global acute malnutrition
GFD	general food distribution
HEB	high-energy biscuit
JAM	joint assessment mission
JPA	Joint Plan for Assistance
MDG	Millennium Development Goal
MISTS	minimum security telecommunications standards
MOSS	minimum operating security standards
MoU	memorandum of understanding
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
SHS	Society for Humanitarian Solidarity
SMART	Standardized Monitoring and Assessment of Relief and Transitions
UNHCR	Office of the United Nations High Commissioner for Refugees
WFP	United Nations World Food Programme
WSB	wheat-soya blend
YRC	Yemeni Red Crescent

