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For approval



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PROTRACTED RELIEF AND RECOVERY OPERATIONS – YEMEN 200038

Emergency Food Security and Nutrition Support for the Vulnerable Population

Number of beneficiaries	2,569,000
Duration of project	24 months (1 January 2011–31 December 2012)
WFP food tonnage	66,335 mt
Cost (United States dollars)	
WFP food cost	53,283,832
Total cost to WFP	77,220,480

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY

Yemen is experiencing a humanitarian emergency: structural and acute challenges are compounded by the food, fuel and financial crisis, leaving many households trapped in poverty and hunger. Conflict in the north and civil unrest and refugee influxes in the south affect delivery of social services.

A recent food security survey indicates that 7.2 million people – 32 percent of the population – are food-insecure and 2.7 million people are severely food-insecure; 13 percent of children aged 6–59 months are wasted and 56 percent stunted. There is a significant correlation between household food insecurity, poverty and malnutrition among women and children. The incidence of poverty has increased by 25 percent since 2006: 43 percent of the population no longer have access to sufficient nutritious food.

WFP initiated emergency assistance for the most vulnerable people in response to the recent global crises; protracted relief and recovery operation 200038 is the next step in addressing acute food and nutritional needs in line with the Government's request.

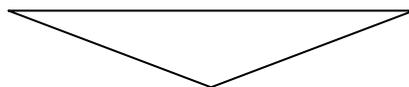
The operation has three components:

- nutrition, which addresses acute malnutrition through blanket supplementary feeding for children aged 6–23 months and targeted supplementary feeding for malnourished children aged 6–59 months and malnourished pregnant and lactating women;
- an emergency food safety net complementing the national safety-net programme with take-home rations to ensure that the poorest households have sufficient food during the hunger season; and
- food for work, which aims to improve household access to food through rehabilitation of agricultural and public assets.

The two-year operation supports the Government in assisting vulnerable groups through a national safety net by creating a favourable policy framework for long-term solutions such as a national food security and nutrition strategy and local food production and fortification.

The operation is in line with Strategic Objectives 1 and 5 and contributes to Millennium Development Goals 1, 4 and 5.

DRAFT DECISION*



The Executive Board approves the proposed protracted relief and recovery operation Yemen 200038 “Emergency Food Security and Nutrition Support for the Vulnerable Population” (WFP/EB.2/2010/9-C/6).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

SITUATION ANALYSIS AND SCENARIO

Context

1. Yemen, the poorest country in the Middle East and North Africa region, is a least-developed and low-income food-deficit country ranking 140th of 182 countries in the United Nations Development Programme 2009 human development index. Average annual income per capita is US\$930.
2. As a result of the global food, fuel and financial crises, there were indications that poverty increased from 35 percent to 38 percent in 2008 and to 43 percent in 2009,¹ without taking into consideration the impacts of conflict in Sa'ada governorate, public spending cuts, electricity shortages and floods in Hadramout governorate.
3. As a consequence of falling production of oil – which accounts for 90 percent of exports in recent years – economic growth declined from 4.6 percent in 2005 to 2.3 percent in 2008; the Government budget decreased by 50 percent, limiting its capacity to provide basic services. Yemen imports 90 percent of its wheat and 100 percent of its rice – the staple foods – and is highly vulnerable to market volatility.
4. The annual population growth rate is 3.0 percent, with an average of 5.4 children per woman,² and the population is young: 45 percent are under 15, and 3.5 percent are over 65.³ Eighty percent of the population live in 16 percent of Yemen's area, predominantly in the highlands; two-thirds live in rural areas. Yemen has a severe water crisis in that its limited groundwater is being rapidly depleted.
5. The humanitarian situation is increasingly complex: the ceasefire in the north has reduced conflict but civil unrest is increasing in the south. Influxes of refugees from the Horn of Africa are increasing.
6. As a result of these challenges social development indicators such as child malnutrition, maternal mortality and educational attainment remain poor. The adult illiteracy rate is 46 percent: it is 65 percent among women compared with 27 percent among men,⁴ a disparity that limits women's access to economic, social and political opportunities.

The Food Security and Nutrition Situation

7. Because 97 percent of poor rural households are net food buyers,¹ high prices are a major factor in food insecurity. In 2007/08, retail prices of wheat increased by 88 percent from US\$330/mt to US\$630/mt.⁵ Prices have decreased since, but they remain above pre-crisis levels.⁶
8. The October/November 2009 comprehensive food security survey (CFSS) showed that 7.2 million Yemenis – 32 percent – were food-insecure, of whom 12 percent were severely

¹ International Food Policy Research Institute. 2010. *Impacts of the Triple Global Crisis on Growth and Poverty in Yemen*. Washington DC.

² United Nations Conference on Trade and Development. 2008. *Least Developed Countries Report 2008*. Geneva.

³ Source. <http://www.emro.who.int/emrinfo/index.asp?Ctry=yem>

⁴ United Nations Children's Fund. 2008. *Yemen: At a Glance: Statistics 2000–2007*. Available at: http://www.unicef.org/infobycountry/yemen_statistics.html

⁵ WFP. 2008. *Impact of Rising Food Prices on Household Food Security in Yemen*. Cairo.

⁶ The retail price of wheat in May 2010 was US\$371/mt according to the Ministry of Industry and Trade.

food-insecure. These are conservative estimates in that Al-Jawf and Sa'ada governorates had to be excluded for security reasons. The CFSS also showed a strong correlation between household food insecurity and acute malnutrition.

9. Rural areas have twice the proportion of food-insecure people compared with towns;⁷ half of the food-insecure population rely on livelihoods which are unsustainable and prone to shocks: wage labour, crop and livestock production, in-country remittances, family support, social benefits and livestock trading. Food-insecure populations are characterized by large numbers of dependents, uneducated heads of household, low school enrolment, reliance on rain-fed agriculture, use of credit or assistance to buy food and high expenditures on bread and *qat*.⁸
10. Most households rely on markets for food regardless of their wealth, livelihoods or food security status; nationally, food accounts for half of monthly household expenditure. In poor food-insecure households, a third of expenditure goes on bread. Most of the households surveyed reported difficulties in accessing enough food between May and October, the hunger season.
11. Yemen's nutritional situation constitutes a crisis: 13 percent of children aged 6–59 months are wasted; 56 percent are stunted.⁹ Mid-upper arm circumference (MUAC) and body mass index measurements indicated that 9.5 percent of children aged 12–59 months were acutely malnourished, with the highest incidence among children under 24 months. But the survey missed the 6–12 months age group, and the rate of acute malnutrition may be higher. An additional 19 percent of children were at risk of becoming acutely malnourished.¹⁰
12. The CFSS showed that 25 percent of women were acutely malnourished, with MUAC of 25.4 percent and body mass index of 24.5 percent. A significant correlation was found between acute malnutrition among children and household access to food, the nutritional and educational status of mothers, the health status of children and the quality of water and sanitation facilities.
13. The vicious cycle of poverty, food insecurity and malnutrition provides entry points for intervention. Poor households are more likely to be food-insecure and malnourished than better-off households, and acutely malnourished women are at greater risk of giving birth to low-weight babies. Poverty is a chronic problem for most households, but food insecurity and malnutrition can be temporary.
14. Structural and transitional challenges have exacerbated food insecurity and malnutrition for poor households, which are now in a state of emergency and require urgent stabilization measures.

⁷ Food insecurity is 38 percent in the rural population and 15 percent in towns (CFSS).

⁸ An evergreen plant whose leaves are used as a stimulant.

⁹ Household Budget Survey, 2005/06.

¹⁰ Acute child malnutrition rates cannot be compared directly with previous surveys because new methods and different age ranges were used.

Scenario

15. The humanitarian country team of United Nations agencies, non-governmental organizations (NGOs) and government counterparts produced a Yemen Humanitarian Response Plan (YHRP) for 2010 based on the expectation that the political and security challenges would continue. Social services are expected to deteriorate as a result of reduced government capacity; 300,000 people are displaced by conflict in Sa'ada and there is civil disobedience in the south. The volatile situation in the Horn of Africa is expected to result in continued refugee influxes. Food security and nutrition in poor households could be endangered by drought and an expected decrease in fuel subsidies, which may result in higher food prices.
16. Protracted relief and recovery operation (PRRO) 200038 is based on the assumption that measures planned by the Government and humanitarian agencies will improve food security in 2011, reducing the need for emergency safety net interventions from 2012. But continued interventions are needed to address the nutritional status of young children and pregnant and lactating women.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

17. In 2000, Yemen launched its Strategic Vision 2025, a set of development goals to move the country from low-income to middle-income status by 2025. It focuses on reducing population growth, improving the health and education sectors, increasing school enrolment, especially among girls, and alleviating poverty by creating job opportunities and raising incomes.
18. The Ministry of Planning and International Cooperation is developing a National Food Security Strategy Paper in collaboration with the International Food Policy Research Institute (IFPRI), supported by the European Commission, the German Agency for Technical Cooperation, the World Bank and WFP. As part of the Government's Five-Year Plan (2011–2015), the National Food Security Strategy Paper sets goals such as halving household food insecurity and child malnutrition and identifies options for achieving them.
19. A Household Budget Survey and a National Nutrition Survey are planned for 2010–2011 to update food and nutrition insecurity information for the Five-Year Plan and WFP programming.

Policies, Capacities and Actions of other Major Actors

20. The World Bank will support the national Social Welfare Fund (SWF) until the end of 2016 to improve targeting and delivery for cash transfers and beneficiary development services as a social safety net. The 2008 SWF survey applied the proxy means test¹¹ to create a new database¹² and is expected to reach 1.6 million cases¹³ with fewer

¹¹ A targeting approach using easily-observed household indicators to predict income; it enables accurate individual targeting in poor households with lower inclusion errors than other methods.

¹² 1.6 million cases were surveyed, including 63 percent already enrolled in the SWF cash-assistance programme. Cases were divided into six groups on the basis of needs for cash assistance.

¹³ Individuals entitled to receive cash transfers for the household.

inclusion/exclusion errors. The Social Safety Net Enhancement Project is being prepared with funding from the European Union.

21. The United Nations Children's Fund (UNICEF) is helping the Ministry of Public Health and Population to establish therapeutic feeding programmes by training health workers and volunteers and providing therapeutic food for cases of severe acute malnutrition. The nutrition sector will be supported by the Global Alliance for Improved Nutrition (GAIN); it is already supported by the European Commission, the Japan International Cooperation Agency and the World Bank, which has a long-term plan for a comprehensive health system in six governorates, starting in 2011. WFP will work with the Ministry of Public Health and Population and the World Bank to integrate nutrition activities.
22. The Food and Agriculture Organization of the United Nations supports the Ministry of Agriculture by providing drought-tolerant seed, animal feed and veterinary services.

Coordination

23. WFP is a member of the United Nations and humanitarian country teams, leads the food security and agriculture and logistics clusters, and is a member of the nutrition cluster. WFP will continue to coordinate with other actors under the YHRP.

OBJECTIVES OF WFP ASSISTANCE

24. The objectives of PRRO 200038 are to:
 - prevent and reduce acute malnutrition in children under 5 in targeted populations (Strategic Objective 1);
 - improve food consumption for targeted households affected by shocks (Strategic Objective 1); and
 - enhance government ownership, capacity and accountability while ensuring that hunger, food security and nutrition are reflected in national agendas (Strategic Objective 5).
25. These objectives will help the Government to address food and nutrition insecurity in line with the 2010 YHRP and Millennium Development Goals 1, 4 and 5.

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

26. In response to high food prices in 2008, WFP launched emergency operation (EMOP) 107670 to improve the food security and nutritional status of the most vulnerable households through general food distribution for 54,000 households and supplementary feeding for 242,000 people. PRRO 200038 will continue these components until the Government can take over and expand supplementary feeding coverage.
27. The Yemen portfolio now consists of: i) targeted short-term assistance for the poorest and most food-insecure households, and nutritional support for children and pregnant and lactating women under PRRO 200038; ii) support for girls' education through country programme 104350 (2007–2011); iii) support for 183,000 Somali refugees under PRRO 200044; and iv) assistance for 300,000 internally displaced persons under EMOP 106840.

Strategy Outline¹⁴

28. The PRRO is the main operation addressing food and nutrition insecurity, aiming to stabilize food and nutrition security and build government capacity to shift to medium-term and long-term approaches if the humanitarian and political situation is favourable.
29. The nutrition component will address acute malnutrition among children under 5 and pregnant and lactating women through supplementary feeding. Blanket supplementary feeding for children aged 6–24 months will prevent them from becoming moderately malnourished; it will be complemented by targeted supplementary feeding for children under 5 to treat moderate acute malnutrition and prevent deterioration to severe acute malnutrition. Targeted supplementary feeding for pregnant and lactating women aims to break the inter-generational cycle of malnutrition and prevent the development of acute malnutrition in children under 5.¹⁵
30. The emergency safety net will target vulnerable people affected by shocks. Family rations will increase household food access and consumption during the hunger season and will complement the Government's social safety net in food-insecure areas. SWF provides income support for the poorest households, but the current cash transfer is insufficient for basic food needs. WFP food will supplement the SWF cash transfer and provide the most food-insecure families with a transfer that will not be affected by price increases.
31. The food-for-work (FFW) component will target rural households in food-insecure areas to improve access to food by offering temporary work opportunities. Outputs will include protection of agricultural land, reclamation of land and repair of roads and irrigation systems.
32. In parallel with PRRO 200038, WFP plans to implement a pilot cash/voucher scheme supported by a trust fund¹⁶ as an emergency safety net. It will transfer YER 2,500 (US\$12) per month per household, equivalent to the value of the food transfer. IFPRI and WFP will conduct an impact study to compare the effectiveness of cash/voucher-based and food-based safety nets; lessons learned will guide expansion of the scheme, which will target households in the same areas as households receiving SWF cash transfers but not food.

Hand-Over Strategy

33. The World Bank is helping the Government to improve the targeting of the social safety net. Under PRRO 200038, WFP will provide capacity-development for SWF to enable the safety net to function as an emergency safety net in disaster situations. Capacity-building will cover food-security concepts, indicators and survey methods such as household food consumption and coping mechanism scores.
34. The PRRO will support government initiatives to create a longer-term intervention strategy for poverty reduction that will eventually enable WFP to hand over its support for

¹⁴ In terms of food value, the nutrition component accounts for 54 percent, the emergency safety net component 40 percent and the food-for-work component 6 percent.

¹⁵ The following criteria will be applied for targeted supplementary feeding until the national protocol is developed: i) admission: MUAC 115mm–125mm or weight-for-height ≥ -3 Z-score and < -2 Z-score and absence of bilateral oedema for children under 5; MUAC < 23 cm for pregnant women and lactating women with a child under 6 months; ii) discharge: weight-for-height ≥ -2 Z-score in two consecutive measurements for children under 5; for pregnant and lactating women until the baby reaches 6 months.

¹⁶ Yemen is one of the five pilot countries in the project led by the Policy, Planning and Strategy Division to enhance WFP capacities in cash/voucher schemes.

vulnerable food-insecure households under the WFP country strategy document, which will describe WFP's longer-term strategy. By the end of 2012, WFP's other operations in Yemen will have been reviewed and aligned with the country strategy document.

BENEFICIARIES AND TARGETING

35. The nutrition component will target districts in seven governorates currently supported by the nutrition intervention of EMOP 107670 and will extend coverage to 11 governorates¹⁷ with malnutrition prevalence¹⁸ above 10 percent where the World Bank health system project is operational. Geographical targeting will be reviewed once updated anthropometric data become available; support will be extended to areas with high rates of malnutrition as capacities allow. WFP will apply measures to ensure that households benefiting from supplementary feeding under the nutrition component are also targeted under the emergency safety net on the basis of their level of food insecurity.
36. The emergency safety net will target 14 governorates¹⁹ where more than 10 percent of the population are identified as severely food-insecure in the CFSS. Household targeting will use the SWF targeting criteria²⁰ and beneficiary list. At the governorate level, 75 percent of severely food-insecure people will be targeted, taking into account assistance provided by international agencies and the Government.
37. The amount of the SWF transfer has increased recently, but the maximum cash transfer of YER 4,000 per household per month is insufficient for food security in large or severely food-insecure households; WFP will fill the food gap with a household food ration providing 515/kcal/person/day valued at YER 2,500 per month.
38. The FFW component will target the same 14 governorates as the emergency safety net. Households will be identified through community-based targeting. Wages will be set at between 10 percent and 30 percent below the market rate; beneficiaries will be from households that are not receiving other forms of assistance. The project will cover 7,500 households.

¹⁷ Abyan, Al-Baidha, Al-Hudaida, Amran, Dhamar, Hajja, Hadramout, Mareb, Raymah, Sana'a and Shabwa.

¹⁸ MUAC measurement for children aged 12–59 months, CFSS 2009.

¹⁹ Al-Baidha, Al-Dhalee, Al-Hudaida, Al-Mahwait, Amran, Dhamar, Hajja, Ibb, Lahj, Mareb, Raymah, Sana'a (rural), Shabwa and Taiz.

²⁰ By proxy means test.

TABLE 1: BENEFICIARIES, BY ACTIVITY TYPE

Activity	Year 1 (2011)			Year 2 (2012)			Total		
	Men/ boys	Women/ girls	Total	Men/ boys	Women/ girls	Total	Men/ boys	Women/ girls	Total*
Targeted supplementary feeding (children 6–59 months)	54 060	51 940	106 000	83 640	80 360	164 000	137 700	132 300	270 000
Blanket supplementary feeding (children 6–24 months)	105 060	100 940	206 000	105 060	100 940	206 000	210 120	201 880	412 000
Targeted supplementary feeding (pregnant and lactating women)	-	44 000	44 000	-	44 000	44 000	-	88 000	88 000
Emergency safety net	909 624	902 376	1 812 000	-	-	-	909 624	902 376	1 812 000
FFW	8 785	8 715	17 500	17 570	17 430	35 000	26 355	26 145	52 500
TOTAL*	1 072 698	1 064 150	2 136 848	198 063	196 485	394 548	1 289 863	1 279 585	2 569 448

* Adjusted to avoid double-counting

NUTRITIONAL CONSIDERATIONS AND RATIONS

Ration Composition²¹

39. The targeted supplementary feeding programme will provide moderately malnourished children aged 6–59 months with ready-to-use supplementary food (RUSF)²² and malnourished pregnant and lactating women with wheat-soya blend (WSB), vegetable oil and sugar, which will be packaged in one-month bags for ease of distribution and to ensure adequate quantity and quality. The blanket supplementary feeding programme for children aged 6–24 months will initially use the EMOP 107670 ration of WSB/sugar premix and vegetable oil but will transition to RUSF for blanket feeding within six months as stocks become available;²³ from July 2011, all children aged 6–24 months in targeted areas will receive RUSF. For the emergency safety net, the family food ration will consist of fortified wheat flour and oil. FFW participants will receive a take-home ration of wheat flour, oil and pulses.

²¹ WFP procures fortified wheat flour, wheat-soya blend and vegetable oil.

²² Supplementary Plumpy®.

²³ Plumpy'Doz®.

Ration Size

40. For blanket and targeted supplementary feeding, ration size is based on the nutritional requirement of each group. For the emergency safety net, it is based on the median gap between food needs and typical intake in a food-insecure household.²⁴ The household ration is 50 kg of wheat flour and 5 litres of oil for two months. For FFW, the value of the daily ration will be equivalent to 70 percent to 90 percent of the labour wage. For planning purposes, a ration equivalent to YER 1,000 is proposed per participant per workday.

TABLE 2: DAILY RATION, BY ACTIVITY

Activity	Daily ration per person per day (g)							Nutritional value			
	Wheat flour	Pulses	Veg. oil	Sugar	WSB	RUSF Plumpy' Doz [®]	RUSF Suppl. Plumpy [®]	Total	Kcal	Protein (%)	Fat (%)
Targeted supplementary feeding (children 6–59 months)	-	-	-	-	-	-	92	92	500	-	-
Blanket supplementary feeding (children 6–24 months)	-	-	-	-	-	46.3	-	46	247	-	-
Blanket supplementary feeding (children 6–24 months)*	-	-	20	20	200	-	-	240	1 057	15	28
Targeted supplementary feeding (pregnant/lactating women)	-	-	27	20	220	-	-	267	1 196	15	30
Emergency safety net	119	-	11	-	-	-	-	130	515	11	23
Value of FFW per participant** (YER)	5 000	1 500	500	-	-	-	-	7 000			

* Provided from January to June 2011; from July 2011 children 6–24 months in targeted areas will receive Plumpy' Doz[®].

** Average family size for food-insecure households is seven people.

²⁴ Per capita caloric gap, estimated at 503 kcal/day

TABLE 3: TOTAL FOOD REQUIRED, BY ACTIVITY (MT)

Activity		Wheat flour	Pulses	Veg. oil	Sugar	WSB	RUSF Plumpy' Doz [®]	RUSF Suppl. Plumpy [®]	Total
Nutrition	Targeted supplementary feeding (children 6–59 months)	-	-	-	-	-	-	2 236	2 236
	Blanket supplementary feeding (children 6–24 months)	-	-	266	266	2 664	5 151	-	8 347
	Targeted supplementary feeding (pregnant and lactating women)	-	-	702	527	5 782	-	-	7 011
Emergency safety net		38 829	-	3 612	-	-	-	-	42 441
FFW		4 500	1 350	450	-	-	-	-	6 300
TOTAL		43 329	1 350	5 030	793	8 446	5 151	2 236	66 335

IMPLEMENTATION ARRANGEMENTS

Participation

41. The implementation arrangements for PRRO 200038 are based on consultations with stakeholders and beneficiary feedback collected during post-distribution monitoring under EMOP 107670.

Partners for the Emergency Safety Net Component

42. These partners for the emergency safety net component will be the Ministry of Education, international non-governmental organizations (INGOs) and the SWF. Food will be distributed through outlets convenient for beneficiaries such as schools. WFP will continue to ensure that women participate in food-management committees at each distribution site. Distributions will be made during the day to reduce risks for women. In view of the difficult terrain, limited infrastructure and security risks, distributions will occur every two months. The implementation arrangement with the Ministry of Education has been successful, but with expanded geographical coverage the partnership will be expanded to include INGO partners.

Partners for the Nutrition Component

43. WFP's main partner for the nutrition component will be staff of the Nutrition Department of the Ministry of Public Health and Population at health facilities. At the community level, health volunteers will conduct MUAC screening of children under 5 and refer them to health facilities as required. EMOP 107670 established a network of supplementary feeding activities in 33 of the 67 districts targeted by PRRO 200038; the programme will expand to an additional 34 districts currently supported through the health system improvement project, starting in the seventh month of implementation. The

ministry and UNICEF conduct regular training for community volunteers in management of outpatient therapeutic programmes and therapeutic feeding centres; WFP plans to complement this by training health facility staff in management of supplementary feeding programmes. At the governorate level, a health director will coordinate implementation with district health officials. Three staff per health facility will be trained in supplementary feeding programme implementation skills.

Partners for Food for Work

44. WFP is working with potential partners to develop livelihood-recovery and safety-net activities. FFW implementation is likely to use the mechanism established by the Social Fund for Development (SFD) for cash-for-work projects. FFW participants will work 20 days per month for six months.

Capacity Development

45. WFP will support its government partners in designing a national food-security strategy with training in food security assessment and improvements in market monitoring and will continue to support the Ministry of Public Health and Population in programme implementation and monitoring and in developing the national protocol for treatment of moderate acute malnutrition. WFP is working with the nutrition cluster to establish nutrition information, evaluation and early-warning systems; it will collaborate with GAIN, which will provide technical support and assist with food fortification, and will examine the potential for local production of RUSF.

Non-Food Inputs

46. WFP will provide each health facility with measuring equipment and nutrition information materials for supplementary feeding. WFP plans to establish 100 demonstration kitchens at health facilities to educate mothers and caregivers in nutrition; this will be reinforced by nutrition messages on ration bags. WFP will provide scoops and food scales for distribution of vegetable oil at health facilities and non-food items for FFW.

Logistics Arrangements

47. Internationally procured food and in-kind contributions will be shipped to Hodeidah and Aden and transported to WFP warehouses in Sana'a and Aden. WFP will organize transport to final delivery points through local contractors. The landside transport, storage and handling rate is US\$103.82/mt. The Commodity Movement Processing and Analysis System will track food and generate logistics reports.

Procurement Plans

48. WFP expects to procure wheat flour locally because the price is usually lower than the international price. Other food will be procured internationally.

PERFORMANCE MONITORING

49. Development of a monitoring and evaluation (M&E) system began in 2009; additional resources will be allocated in 2011 to add enhanced tools and train WFP and cooperating partner staff.

50. WFP will regularly monitor safety net distributions to ensure that food reaches targeted recipients. The baseline for this intervention is the CFSS data; the outcome will be measured by post-distribution monitoring after each six-month distribution cycle.
51. WFP will train staff of the Ministry of Public Health and Population to ensure sound monitoring. Monitors will conduct spot-checks and on-the-job training for the supplementary feeding programme. M&E will be coordinated with vulnerability analysis and mapping.
52. PRRO 200038 will be evaluated in the last quarter of 2012. Programme adjustments based on monitoring of food security and nutrition will be made through budget and operational revisions as required.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Hazard and Risk Assessment

53. Factors that could disrupt PRRO 200038 have been outlined above. Insecurity could limit access to project sites; the capacity-development support for government counterparts will help to ensure operational continuity.
54. If food assistance is inadequate or delayed, the most serious consequences would be: i) children with moderate malnutrition would be at risk of becoming severely malnourished, and vulnerable children who are not malnourished would risk becoming malnourished; the net result would be increased child mortality; and ii) the existing safety net would not be sufficient for the minimum food needs of the most food-insecure families, resulting in a general deterioration of nutrition and health status.

SECURITY CONSIDERATIONS

55. The operating environment in Yemen deteriorated during 2009; the country has been at security phase three since October 2008. Field missions are subject to security clearance by the United Nations Department of Safety and Security in Sana'a, with final clearance from the Ministry of Foreign Affairs and the Ministry of the Interior.
56. WFP opened two field offices in 2009 to increase its capacity to respond to the Sa'ada emergency. Since 2009, WFP offices are upgrading their security measures to ensure compliance with minimum operating security standards and minimum security telecommunications standards.

ANNEX I-A

PROJECT COST BREAKDOWN			
Food¹	Quantity (mt)	Average cost/mt (US\$)	Value (US\$)
Wheat flour	43 329	372	16 122 013
WSB+	8 446	526	4 439 429
RUSF	7 387	3 327	24 577 091
Sugar	793	672	533 194
Vegetable oil	5 030	1 145	6 491 362
Pulses	1 350	830	1 120 743
Total food	66 335		53 283 832
External transport			1 591 692
Landside transport, storage and handling			6 886 900
Other direct operational costs			4 647 315
Direct support costs ² (see Annex I-B)			5 758 935
Total WFP direct costs			72 168 673
Indirect support costs ³ (7.0 percent)			5 051 807
TOTAL WFP COSTS			77 220 480

¹ This is a notional food basket for budgeting and approval. The contents may vary.

² Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

³ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff costs	
International professional staff	1 141 440
National officers	269 600
Local general service staff	1 387 584
Local temporary assistants	58 340
Local overtime	38 400
Hazard pay and hardship allowance	561 865
International consultants	170 200
Local consultants	4 000
United Nations volunteers	80 000
Commercial consultancy services	240 000
Duty travel	917 490
Subtotal	4 868 919
Recurring expenses	
Rental of facility	167 315
Utilities	33 600
Office supplies and other consumables	53 601
Telecommunications	88 000
Equipment repair and maintenance	7 200
Vehicle costs and maintenance	105 600
Office set-up and repairs	53 950
Subtotal	509 266
Equipment and capital costs	
Vehicle leasing	61 200
Telecommunications equipment	245 150
Local security costs	74 400
Subtotal	380 750
TOTAL DIRECT SUPPORT COSTS	5 758 935

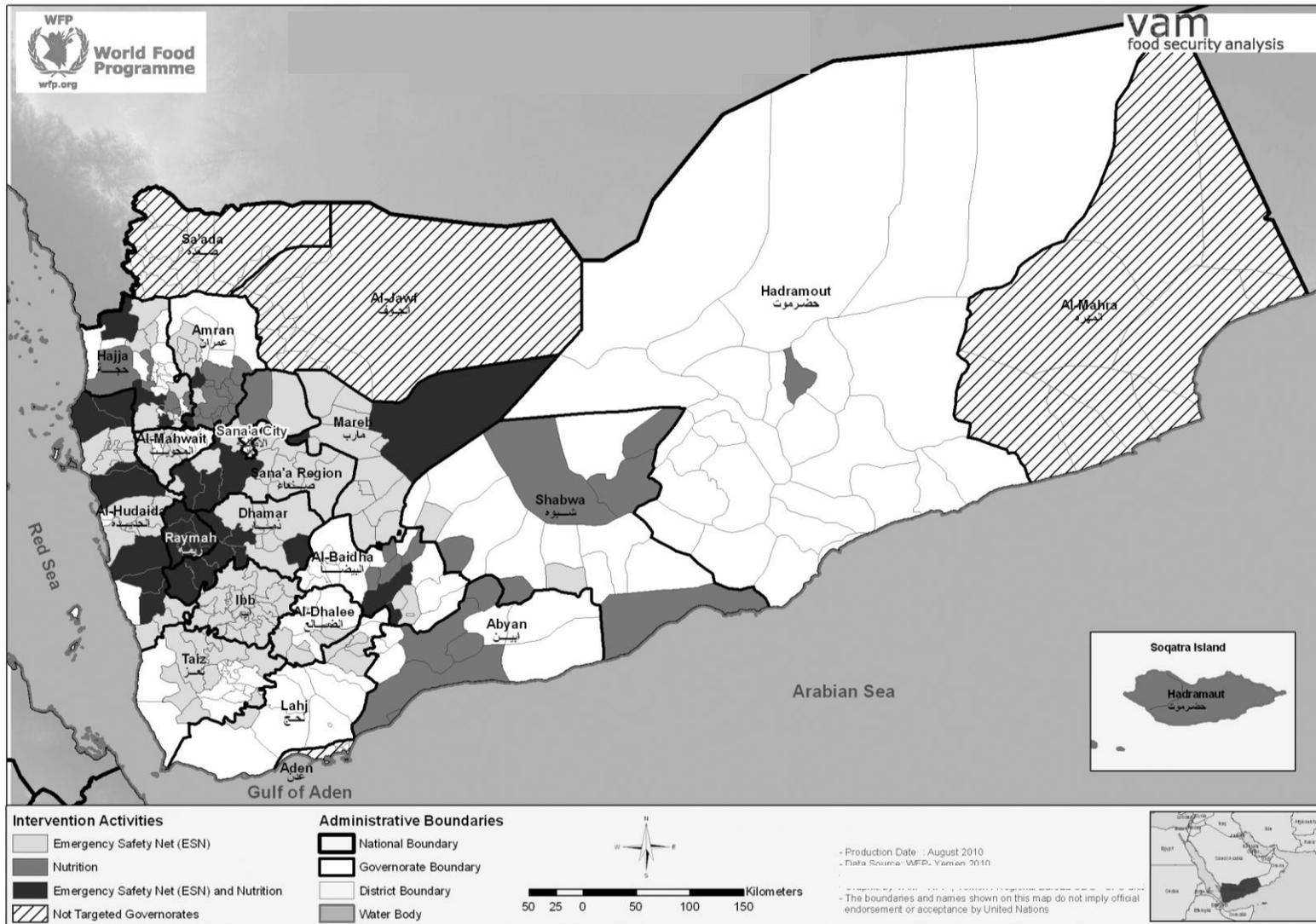
ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
Strategic Objective 1 - Save lives and protect livelihoods in emergencies		
Outcome 1.1 Prevent and reduce acute malnutrition in children under 5 in targeted populations	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children under-5 (weight for height or MUAC) reduced by 10% in target areas ➤ Supplementary feeding recovery rate >75% ➤ Supplementary feeding default rate <15% 	Mothers are willing to travel to distribution centres to collect supplementary rations for their children
Outcome 1.3 Improved food consumption over assistance period for targeted households	<ul style="list-style-type: none"> ➤ Supplementary feeding death rate <3% ➤ Supplementary feeding non-response rate ➤ Household food consumption score 	Interventions for severe acute malnutrition are implemented as planned by UNICEF
Output 1.1 Food and non-food items distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions	<ul style="list-style-type: none"> ➤ Actual number of women, men, girls and boys receiving food and non-food assistance, by category and as % of planned ➤ Actual tonnage of food distributed, by type as % of planned¹ ➤ Actual quantity of non-food items distributed, by type as % of planned ➤ Number of security incidents ➤ Percentage of distributions affected by pipeline breaks 	Government counterparts scale-up nutrition interventions as planned
Strategic Objective 5 – Strengthen the capacities of countries to reduce hunger		
Outcome 5.3 National policy frameworks incorporate hunger solutions	<ul style="list-style-type: none"> ➤ Budget allocated in national plans of action² for the implementation of hunger and/or food and nutrition security strategies 	National nutrition and food security strategies and the new targeting strategy for SWF are endorsed by parliament
Output 5.3 Capacity and awareness developed through WFP-organized actions and training	<ul style="list-style-type: none"> ➤ Number of national plans of action that include budget allocation for the implementation of hunger and/or food and nutrition security strategies ➤ Number of people trained in needs assessments, targeting, food management in terms of quantity and quality, market analysis, information management and local tendering processes, disaggregated by gender and category 	The New Five-Year Plan (2011–2015) is endorsed by parliament

¹ Planned distribution includes quantity, quality and timeliness.

² National plans of action refer to legislation, policy or development planning with reference to hunger and/or food and nutrition security.



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The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

ACRONYMS USED IN THE DOCUMENT

CFSS	comprehensive food security survey
EMOP	emergency operation
FFW	food for work
IFPRI	International Food Policy Research Institute
INGO	international non-governmental organization
GAIN	Global Alliance for Improved Nutrition
M&E	monitoring and evaluation
MUAC	mid-upper arm circumference
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
RUSF	ready-to-use supplementary food
SWF	Social Welfare Fund
UNICEF	United Nations Children's Fund
WSB	wheat-soya blend
YHRP	Yemen Humanitarian Response Plan