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Draft Yemen interim country strategic plan (2026–2028)

Duration	1 January 2026–31 December 2028
Total cost to WFP	USD 2,449,083,732
Framework on accountability for results score*	3.2

* The framework on accountability for results is a performance measurement approach that incorporates programme and financial tracking and delivers a results-based approach to people-centred programming.

Executive summary

Prolonged conflict, economic instability and other shocks have pushed millions of people in Yemen into extreme poverty and intensified humanitarian need, making Yemen one of the most food-insecure countries in the world. It is predicted that between September 2025 and February 2026, 18.1 million people will experience acute food insecurity, with 41,000 at catastrophic levels and 5.5 million at emergency levels. Malnutrition remains alarmingly high: 55 percent of children under 5 are chronically malnourished, while 2.3 million children are expected to suffer from acute malnutrition in 2025, alongside 1.3 million pregnant and breastfeeding women and girls. The collapse of essential services, including education, has left 3.2 million children out of school, putting future generations at risk of entrenched poverty and food insecurity, while more than 4.5 million people remain internally displaced, with many facing heightened vulnerability.

Humanitarian assistance continues to be hindered by deepening funding shortfalls and operational challenges. Security-related risks continue to constrain access in areas controlled by the internationally recognized Government of Yemen in the south and the Sana'a-based authorities in the north, and severely restricted operational space in the north significantly limits WFP's ability to deliver assistance.

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This interim country strategic plan for 2026–2028 presents a highly prioritized approach with one overarching goal: averting the worst forms of hunger and malnutrition. Built around four integrated outcomes, the plan delivers life-saving assistance to those most at-risk while supporting a transition to sustainable, locally owned school feeding programmes and pathways towards resilience in areas where access and operational space permit. Programme expansion – including under a new targeted emergency food assistance approach – will be incremental and contingent on predictable funding. WFP plans to reach 2 million people with targeted food assistance, with a goal of scaling up to 5 million people if funding and operational space permit.

This scalable approach will enable greater operational agility and a context-specific transition: using school feeding to safeguard children from the worst forms of food insecurity and malnutrition while strengthening local food systems and investing in human capital. In parallel, livelihood and resilience activities will be used to reduce the current and future need for humanitarian assistance, ensuring that communities are building self-reliance. Together with activities under outcome 1 of this interim country strategic plan, these complementary streams of work reflect a humanitarian–development–peace nexus approach, addressing humanitarian needs while reducing long-term reliance on humanitarian aid and laying the groundwork for sustainable recovery.

The interim country strategic plan will be aimed at achieving four outcomes:

- *Outcome 1*. The most severely food-insecure and malnourished people in Yemen are better able to meet their immediate food and nutrition needs, averting the worst forms of hunger and malnutrition all year round.
- *Outcome 2*. The most at-risk and deprived school-aged girls and boys have enhanced access to education, food and nutrition by 2028.
- *Outcome 3*. Communities in areas most affected by shocks in Yemen benefit from more resilient food systems that enhance their livelihoods and food security by 2028.
- *Outcome 4*: Humanitarian actors in Yemen have enhanced ability to assist crisis-affected people all year round.

Under outcome 1 WFP will reach up to 5 million beneficiaries with targeted emergency food assistance, prioritizing districts facing the highest levels of intersecting needs. Preventive nutrition supplements will be integrated into emergency food assistance, targeting vulnerable children under 2 and pregnant and breastfeeding women and girls. Prioritization will be based on regular food security and nutrition assessments, operational access and funding, with time-bound household eligibility to ensure a dynamic and needs-based response. Management of moderate acute malnutrition will prioritize 1.5 million pregnant and breastfeeding women and girls and children under 5, fewer than under the previous interim country strategic plan. WFP will maintain a rapid response mechanism for new displacements and emergencies, while emergency asset creation will be used to support communities preparing for and recovering from shocks.

Under outcome 2 school feeding will serve as both a humanitarian intervention to safeguard children from the worst forms of food insecurity and malnutrition and a foundational pillar of social protection, preventing a generational loss of human capital. WFP will continue to provide emergency school feeding in the most food-insecure and educationally deprived areas, addressing immediate hunger and providing a critical safety net for schoolchildren. Where access permits, WFP will transition to home-grown school feeding to deliver healthy meals, strengthen local food systems and create jobs, especially for women. A pilot programme to provide a conditional take-home ration will seek to provide further incentives for school attendance.

Under outcome 3, in areas not covered by emergency food assistance and where needs persist, WFP and development partners will invest in resilience to reduce disaster losses, avoid the recurrence of acute food insecurity, and support recovery. Integrated, geographic-based programming will connect natural resource management, agriculture and early warning systems, strengthening rural livelihoods and adaptive capacity. Anticipatory action – including forecast-based planning and community level preparedness – and ecosystem-based approaches will reduce vulnerability to shocks, limit future humanitarian needs and lay the groundwork for long-term development and the future handover of activities to national systems.

Under outcome 4 WFP will continue to provide critical services including through the United Nations Humanitarian Air Service and the logistics and emergency telecommunications clusters, ensuring operational continuity for humanitarian partners. WFP will also offer on-demand logistics support to partners.

WFP will continue to deliver a principled, needs-based response, including through robust community engagement and digital identity management. Strategic coordination with other United Nations entities, the World Bank and humanitarian partners will enhance access, quality and sustainability across programmes. This interim country strategic plan for 2026–2028 is aligned with the Humanitarian Needs and Response Plan and the transitional United Nations sustainable development cooperation framework for Yemen, constituting a realistic and scalable road map for navigating Yemen's constrained humanitarian environment.

Draft decision*

The Board approves the Yemen interim country strategic plan (2026–2028) (WFP/EB.2/2025/7-A/10) at a total cost to WFP of USD 2,449,083,732.

* 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.

1. Country analysis and needs assessment

1. Yemen is one of the most fragile and unstable nations in the world. The country is divided between the internationally recognized Government of Yemen in the south and the Sana'a-based authorities in the north, with fragmented governance and systemic inequality fuelling prolonged conflict, eroding institutions and disrupting markets. Across Yemen, weak governance has diminished public trust, enabling non-state armed groups to expand, exacerbating insecurity and undermining development gains.

2. Yemen is classified as a low income country by the World Bank[1] and ranks near the bottom of the Human Development Index;[2] over 80 percent of its people live below the poverty line.[3] In 2025, an estimated 19.5 million people will require humanitarian assistance,[4] including 4.8 million internally displaced persons (IDPs), 80 percent of whom are women and children under 15.[5] The share of displaced households headed by women has nearly tripled since the conflict escalated in 2015.[6] Structural inequalities and crisis-exacerbated risks mean that women and girls frequently experience higher unmet humanitarian needs, particularly in health, nutrition, protection and education. In addition, persons with disabilities, the *Muhamasheen* community, refugees, migrants and IDPs face heightened marginalization and barriers to essential services.[7]

3. An estimated 18.1 million people are expected to experience acute food insecurity between September 2025 and February 2026, including 41,000 facing catastrophic hunger and 5.5 million in emergency conditions,[8] while funding and access constraints continue to hinder humanitarian response, especially in the north where most of the population lives.[9] Millions remain without critical life-saving assistance, forcing many into deeper levels of vulnerability and increasing the use of negative coping mechanisms including child labour, child marriage[10] and school drop-out.

4. The erosion of Yemen's education system has reached alarming levels, with an estimated 3.2 million children out of school in 2025.[11] Gross enrolment at the primary level declined from 83 percent in 2015 to 79 percent in 2021, while secondary enrolment stands at 67 percent – well below the regional average of 82 percent. Prior to the conflict Yemen had one of the highest learning poverty rates in the world, while today an estimated 95 percent

[1] World Bank Group. 2025. World Bank Country and Lending Groups: Country Classification.

[2] Yemen is ranked 186th of 191 countries in the Human Development Index, with a score of 0.424 (based on 2022 data, published in 2024).

[3] World Bank Group. 2024. *Yemen Economic Monitor: Navigating Increased Hardship and Growing Fragmentation*.

[4] This figure comprises 4.2 million women, 5.3 million girls, 4.5 million men and 5.5 million boys; 15 percent are persons with disabilities and 14 percent are pregnant or breastfeeding women and girls.

[5] Data related to individuals are disaggregated by sex, age and disability.

[6] A quarter of the displaced households are headed by women, compared to 9 percent before the escalation of the conflict in 2015.

[7] United Nations Office for the Coordination of Humanitarian Affairs (OCHA). 2025. *Yemen Humanitarian Needs and Response Plan 2025.*

[8] Integrated Food Security Phase Classification (IPC). 2025. *IPC Global Initiative - Special Brief – Yemen*. "Emergency" conditions refer to phase 4 and "catastrophic" conditions to phase 5 in the IPC system.

[9] The estimated total population of Yemen is 34.9 million. While precise data on the regional distribution of the population are limited, it is widely acknowledged that a significant majority of the population resides in the northern part of the country, including in major urban centres such as Sana'a, Hodeidah and Saada. This demographic concentration underscores the critical importance of ensuring humanitarian access and effective service delivery in the north. See Humanitarian Action. 2025. Yemen 2025 Humanitarian Needs and Response Plan: Population.

[10] OCHA. 2025. *Yemen Humanitarian Needs and Response Plan 2025*, p. 12.

[11] Central Statistical Organization and United Nations Children's Fund (UNICEF). 2023. *Yemen MICS Multiple Indicator Cluster Survey: 2022-2023, Survey Findings Report*.

of 10-year-olds in Yemen cannot read or understand simple text.[12] The destruction of infrastructure, displacement, lack of money for teacher salaries and repeated cycles of conflict have deepened educational exclusion. This crisis in education represents a profound threat to the future of Yemen. Without urgent investment in education, Yemen faces a generational loss of human capital.

5. The ongoing conflict has devastated Yemen's economy, which contracted by 54 percent between 2015 and 2023. This has resulted in high inflation, sharp currency depreciation and severe fiscal deficits, all of which continue to undermine price stability and the payment of public sector salaries.[13] Since the conflict began, the Yemeni rial depreciated by over 90 percent in areas controlled by the internationally recognized Government and around 40 percent in areas controlled by the Sana'a-based authorities, drastically diminishing purchasing power and rendering basic food items unaffordable for millions.[14] Reliant on imports for over 90 percent of staple foods, Yemen is highly vulnerable to global price fluctuations, while parallel economic systems in the north and south further disrupt financial flows and market stability.[15]

6. Yemen is among the countries most affected by changing weather patterns,[16] with impacts that erode livelihoods, weaken rural resilience and degrade natural resources – further destabilizing its already fragile food system and deepening food insecurity.[17] The agricultural sector, which employs 30 percent of the workforce – the majority of whom are rural women – is already strained by poor infrastructure, chronic water scarcity, reserve depletion and desertification, making Yemen one of the world's most water-stressed nations.[18] These pressures are compounded by the cultivation of water-intensive cash crops and increasingly frequent cyclones, droughts, floods and locust infestations. Competition for scarce water resources has sparked localized conflicts in several regions, further destabilizing communities and exacerbating vulnerability, particularly among socioeconomically marginalized groups such as women and girls, persons with disabilities and older persons.

7. Despite these challenges, food markets remain functional, albeit heavily reliant on imports through the Hodeidah and Aden ports. Nevertheless, fuel shortages, high transport costs and security-related trade barriers have resulted in significant regional price disparities, making food less accessible in conflict-affected and rural areas. Limited livelihood opportunities and high unemployment continue to deepen extreme poverty, reinforcing food insecurity and long-term dependence on humanitarian assistance.

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[12] World Bank Group and others. 2022. *The State of Global Learning Poverty: 2022 Update.*

[13] World Bank Group. 2025. *Republic of Yemen Macro Poverty Outlook / April 2025*.

[14] Food and Agriculture Organization of the United Nations (FAO), Food Security Technical Secretariat and Ministry of Planning & International Cooperation. 2025. *Market & Trade Bulletin, Yemen*.

[15] FAO and the Government of Yemen. 2025. *Market functionality and supply dynamics of staple food items in Yemen - Aden, Mukala, Seiyun and Marib markets*.

[16] These include rising temperatures, irregular rainfall and prolonged dry spells.

[17] Global indices identify Yemen as one of the countries with significant exposure to climate-related hazards, poor coping capacity and limited institutional readiness: the 2022 INFORM Risk Index ranks Yemen third in the world for overall risk of humanitarian crisis or disaster, and the 2022 INFORM Climate Change Risk Index highlights Yemen's acute vulnerability to worsening ecological and weather-related trends across all future scenarios (source: Inter-Agency Standing Committee and the European Commission. 2022. *INFORM report 2022: Shared evidence for managing crises and disasters*). The Notre Dame Global Adaptation Initiative ranks Yemen among the lowest in terms of climate adaptation readiness (182nd of 182 countries) and among those most vulnerable to the impacts of climate change, underscoring the country's limited capacity to adapt to both sudden and slow-onset environmental shocks.

[18] The United Nations Development Programme (UNDP) reports that if land degradation continues unabated Yemen could face cumulative gross domestic product losses of up to USD 90 billion by 2040, with an additional 2.6 million people suffering from undernutrition. United Nations. 2024. UNDP Yemen: Land degradation must be halted to advance human development in Yemen: New UNDP report.

8. Malnutrition has reached crisis levels, ranking among the highest globally. Fifty-five percent of children under 5 are chronically malnourished, while global acute malnutrition rates exceed emergency thresholds[19] in many regions, with nearly half of all children under 5 – 2.3 million – expected to suffer from acute malnutrition in 2025.[20] This includes half a million children facing severe acute malnutrition and 1.8 million facing moderate acute malnutrition, alongside 1.3 million malnourished pregnant or breastfeeding women and girls. Malnutrition is driven by multiple interrelated factors, including poor dietary diversity, inadequate young child feeding practices, disrupted supply chains and limited access to specialized nutritious foods. It is also critically linked to inadequate healthcare, poor water, sanitation and hygiene (WASH) conditions and the prevalence of waterborne diseases such as cholera.[21]

9. Yemen's fragile state and economic collapse continue to push millions further into food insecurity, rendering the achievement of stability and long-term recovery increasingly difficult. Military conflict and economic instability are likely to persist in the near future, disrupting supply chains and markets, restricting access to food, increasing internal displacement and hindering humanitarian operations. Insecurity and interference in the provision of humanitarian assistance – manifest in access constraints, the detention of humanitarian staff and administrative obstructions – continue to challenge the ability of humanitarian actors to uphold operational independence and deliver a principled response.

10. The designation of Ansar Allah as a foreign terrorist organization and the resulting imposition of sanctions are also affecting Yemen's banking system and economy; this has severe implications for humanitarian operations because the sanctions disrupt the delivery of assistance and payment of partners in areas administered by the Sana'a-based authorities. Concurrently, Yemen's ongoing macroeconomic instability, including significant currency depreciation, dwindling foreign reserves and rising global commodity prices, will probably push food costs even higher, further reducing access to food for millions of Yemenis.[22]

2. National priorities and collective assistance

11. The development of this interim country strategic plan (ICSP) for Yemen was guided by the 2025 Humanitarian Needs and Response Plan (HNRP) for Yemen, the exceptionally endorsed[23] transitional United Nations sustainable development cooperation framework (UNSDCF) for Yemen for 2022–2026[24] and WFP's corporate priorities. Extensive consultations with key stakeholders, including national and subnational authorities, donors, other United Nations entities, international financial institutions and non-governmental organizations (NGOs) ensure that the ICSP is aligned with national and international frameworks. The Food Security and Agriculture Cluster (FSAC), co-led by WFP and the Food and Agriculture Organization of the United Nations (FAO), played a critical role in shaping the ICSP, while engagement with other sector coordination platforms shaped strategic

[19] The emergency threshold is 15 percent or greater global acute malnutrition prevalence or 10–14 percent prevalence of global acute malnutrition with aggravating factors.

[20] OCHA. 2025. *Yemen Humanitarian Needs and Response Plan 2025,* p. 58.

[21] United Nations. 2024. Yemen bears world's highest cholera burden, deepening humanitarian crisis.

[22] FAO, Food Security Technical Secretariat and Ministry of Planning & Economic Cooperation. 2024. *Market & Trade Bulletin, Yemen*; World Bank Group. 2024. *Yemen Economic Monitor: Navigating Increased Hardship and Growing Fragmentation*.

[23] An exceptionally endorsed UNSDCF is a type of United Nations cooperation framework that is adapted and approved outside of the standard process, due to a country's extraordinary operating context. This model is used when the usual development coordination mechanisms are unfeasible or inappropriate, typically in fragile, conflict-affected or transitional settings. See United Nations Sustainable Development Group. 2022. *Guidance on UN Country-level Strategic Planning for development in exceptional circumstances*.

[24] Yemen's exceptionally endorsed UNSDCF originally covered the period 2022–2024 but was extended to the end of 2026.

priorities and enhanced complementarity across WFP's humanitarian and resilience programming. [25]

12. While the internationally recognized Government has endorsed various national strategies and global initiatives, it faces considerable implementation challenges due to fragmented governance, limited control over parts of Yemen and institutional capacity gaps. The gaps include challenges in relation to data systems, decentralized service delivery, and monitoring and evaluation. Addressing these issues is critical to transitioning from externally led emergency relief to nationally driven resilience and recovery.

13. In the north, the Sana'a-based authorities have largely focused on localized service provision. However, limited engagement with international coordination mechanisms, administrative interference and the volatile operational environment – further complicated by security concerns and the designation of Ansar Allah as a foreign terrorist organization – have significantly constrained policy dialogue and humanitarian access, posing challenges to staff safety and programme delivery.

14. In this context, WFP and other United Nations entities play a central role in bridging critical gaps in assistance. As the primary provider of food assistance under the HNRP, WFP is expected to reach 90 percent of the people prioritized for food assistance.[26] WFP is also the lead agency for preventive nutrition supplementation and sole provider for the management of moderate acute malnutrition under the nutrition cluster and for school feeding under the education cluster. These programmes serve as critical entry points for recovery and resilience efforts. National NGOs and community-based organizations remain vital cooperating partners, particularly in accessing hard-to-reach areas. The International Committee of the Red Cross also delivers life-saving food assistance, nutritional support and essential services in conflict-affected and hard-to-reach areas under the coordination of FSAC.

15. In parallel, under the UNSDCF and alongside the United Nations Children's Fund (UNICEF), the World Health Organization (WHO), FAO and the United Nations Development Programme (UNDP), WFP contributes to long-term food and nutrition security through area-based joint programmes focused on rehabilitating community assets, strengthening local service access and enhancing employability.[27] In parallel, WFP and FAO support food security and nutrition monitoring systems, while coordinated efforts with UNICEF and WHO aim to improve service delivery in health and nutrition.

16. The World Bank's emergency cash transfer programme, implemented with UNICEF, is a key poverty mitigation initiative supporting 1.5 million households. WFP has actively engaged in the programme's ongoing review, contributing lessons on targeting, prioritization and digital payments while advocating improved alignment between humanitarian and safety nets efforts through deduplication, harmonized and prioritized targeting frameworks and stronger design complementarity to lay the foundation for shock-responsive social protection in Yemen.

[25] These platforms included the nutrition cluster, the education cluster, the cash working group, the local education group, the development partners group and the UNSDCF results groups.

[26] In 2024 FSAC prioritized 10 million people for humanitarian food assistance, including 9 million under WFP's caseload. However, due to funding constraints WFP was only able to assist 7.2 million people.

[27] WFP partners with other actors through joint programmes such as "Supporting Resilient Livelihoods and Food Security in Yemen (ERRY III)" (UNDP, FAO, WFP and the International Labour Organization), "Joint Actions for Food Security and Nutrition in Yemen" (FAO, WFP and UNICEF) and the Food Security Response and Resilience Project (UNDP, FAO, WFP and national collaborators Social Fund for Development, Yemen and the Public Works Project, Yemen).

17. Despite these efforts, major gaps persist. A May 2025 addendum to the 2025 HNRP confirms that, of the 18.1 million people expected to face acute food insecurity in 2025, only 8 million will be prioritized for humanitarian food assistance, down from 10 million, due to severe funding shortfalls.[28] The nutrition response is similarly constrained: just 1.9 million of the 3.6 million pregnant and breastfeeding women and girls and children under 5 suffering from acute malnutrition will be prioritized for support.

18. These reductions disproportionately affect remote and conflict-affected areas, especially in the north, where operational space is heavily restricted. Vulnerable groups put at heightened risk include children under 5, pregnant and breastfeeding women and girls, IDPs, the *Muhamasheen* and communities living on the front lines or hard-to-reach areas where service delivery and protection mechanisms are weakest. Rising acute malnutrition rates amid the suspension of efforts to manage moderate acute malnutrition reflect growing unmet needs and an erosion of resilience. Without urgent investment, progress will reverse and the number of preventable deaths may rise.

3. WFP's comparative advantage, capacity and ability in Yemen

19. At the heart of WFP's comparative advantage in Yemen is its long-established operational footprint, strong engagement with authorities and international stakeholders and deep-rooted engagement with local communities. Over successive programme cycles, WFP has demonstrated its capacity to deliver at scale in one of the world's most complex and volatile humanitarian situations, marked by conflict, access restrictions, insecurity and severe logistical constraints.

20. Despite the challenges, WFP continues to operate in line with the humanitarian principles of humanity, impartiality, neutrality and independence. Its ability to maintain access, ensure some programme continuity and negotiate with all parties has enabled the organization to deliver principled, life-saving assistance across conflict lines. This positioning was strongly commended in the 2025 corporate emergency evaluation of WFP's work in Yemen from 2019 to 2024,[29] which recognized WFP's trusted presence, operational agility and principled stance as critical enablers of its sustained reach and impact in the country. These attributes will continue to underpin programming throughout the ICSP.

21. The corporate emergency evaluation further highlighted WFP's ability to adapt to rapidly changing dynamics thanks to its technical expertise in food security analysis and monitoring, market and risk analysis and supply chain management. These capacities have enabled WFP to calibrate programming in line with operational feasibility and funding availability. Cash-based transfers (CBTs), which constitute a significant share of assistance, offer dignified, market-sensitive support while simultaneously benefiting local economies.

22. WFP's capacity to address unmet needs is reflected in its strong track record in delivering large-scale general food assistance and nutrition interventions. Between 2019 and 2023, WFP reached an average of 15 million people annually – playing a pivotal role in averting large-scale catastrophic levels of food insecurity in 2022 by stabilizing areas already classified as phase 4 and phase 5 according to the Integrated Food Security Phase

[28] See the May 2025 Addendum To The Yemen Humanitarian Needs And Response Plan, which presents the most urgent funding requirements. This was issued in response to the shifting landscape and is in line with the global "humanitarian reset" agreed upon by the Inter-Agency Standing Committee.

[29] The corporate emergency evaluation is due to be presented to the Board at its 2025 second regular session.

Classification system.[30] In 2023 alone, WFP supported 13 million people through unconditional resource transfers, treated 1.8 million individuals for moderate acute malnutrition and provided preventive supplementation to 1.6 million people. WFP also assisted 2 million primary schoolchildren, providing fortified date bars and biscuits in schools and supporting 414,600 people through resilience and livelihoods programmes.[31]

23. WFP's delivery capacity is supported by continuous investment in digital systems and operational agility. WFP's corporate digital beneficiary information and transfer management platform supports deduplication and minimizes the risk of assistance diversion. Mobile response teams and decentralized supply hubs further enable rapid response, while data from regular food security and market assessments drive decision-making and allow for course correction.

24. WFP also plays a critical role in inter-agency coordination and policy dialogue. Its co-leadership of FSAC and strong partnerships with humanitarian and development actors support harmonized efforts among donors, NGOs and United Nations entities. The corporate emergency evaluation underscored how WFP's strong coordination earned it trust across Yemeni communities and humanitarian actors. The evaluation nonetheless highlighted several areas for improvement, including strengthening adaptability and integration across WFP's programme portfolio. Specific challenges identified included outdated beneficiary lists, inconsistencies in community engagement and the limited scale-up of resilience programming as a result of ongoing conflict, funding shortfalls and weak national capacity. Both the 2022 inter-agency humanitarian evaluation of the Yemen crisis[32] and WFP's corporate emergency evaluation underscored a lack of coherence between WFP's general food assistance and broader social protection efforts such as the World Bank's emergency cash transfer programme.

25. In response, this ICSP introduces strategic and programmatic shifts designed to improve programme integration, prioritization and sustainability. WFP will sequence operations based on contextual and operational factors, beginning in areas with people facing more critical needs and where principled access can be secured. Given the scale of its operations and its expertise in targeting, WFP is also ideally positioned to contribute to Yemen's future shock-responsive social protection system through improved programmatic alignment and complementarity with social protection initiatives.

4. Strategic positioning, programme priorities, and partnerships

Country strategic plan direction and intended impacts

26. WFP's foremost priority under this ICSP will be to prevent deterioration from emergency-level food and nutrition insecurity to catastrophic levels and famine. To achieve this, WFP activities will converge and work in complementarity, with activities in various areas depending on the context and needs. While life-saving assistance will be provided in areas where food insecurity and malnutrition are the most severe, school feeding and resilience building interventions will focus on areas not covered through targeted

[30] A draft of the report on the 2025 corporate emergency evaluation of WFP's work in Yemen states: "In 2022, IPC assessments identified areas in Phase 4 and 5, leading WFP to prioritize GFA in the most food-insecure regions. The IPC data released in November 2022 indicated that this approach successfully averted catastrophic food insecurity. In response to the March 2022 IPC Acute Malnutrition findings, WFP expanded the range and reach of nutrition interventions. Considering funding constraints, WFP prioritised the MAM programme to address these challenges effectively".

[31] WFP. 2024. *Yemen: Annual Country Report 2023*.

[32] In 2022 IPC assessments identified areas in phases 4 and 5, leading WFP to prioritize general food assistance in the most food-insecure regions. The IPC data released in November 2022 indicated that this approach successfully averted catastrophic food insecurity (see the 2024 draft of the corporate emergency evaluation of WFP's work in Yemen). See also the report on the inter-agency humanitarian evaluation of the Yemen crisis.

emergency food assistance (TEFA) where needs persist. Such activities will initially focus on the south, with expansion to the north once operational space allows. Collectively, this approach will allow WFP to address the most severe needs where they are, while working to reduce humanitarian needs in other areas and lay the foundation for recovery.

27. This ICSP strategy is grounded by rigorous funding forecasts and reflects actual operating conditions, and thus takes a stringent prioritization approach in response to a sharply constrained and volatile funding landscape and operating environment. The scale-up of activities across outcomes will be phased and contingent upon two factors: first, the ability to implement, including the presence of targeting and monitoring systems and the safeguarding of operational independence; and second, resource forecasts that show the availability of resources for at least six months. These conditions aim to avoid overextension, ensure the continuity of assistance and maintain programme quality and impact.

28. At the centre of this strategy is the roll-out of a TEFA programme, which will replace the general food assistance model. TEFA will offer a scalable and flexible platform, enabling dynamic and refined geographic and household prioritization based on converging indicators of food insecurity, malnutrition and other vulnerability factors. This targeting approach is reinforced by stronger community engagement, digital beneficiary identity management systems and stronger mechanisms for responsive and conflict-sensitive programming.

29. WFP will also transform its approach to nutrition within the WFP–UNICEF partnership framework for addressing child wasting (2024–2026), adopting a prevention-first approach. Preventive supplementation will be integrated into TEFA to reach nutritionally vulnerable children under 2 and pregnant and breastfeeding women and girls. This will be complemented by social and behaviour change interventions to promote improved dietary practices and healthy behaviours. Management of moderate acute malnutrition will be prioritized based on risk, targeting districts with high global acute malnutrition prevalence or additional aggravating factors.

30. School feeding will serve as a dual-purpose intervention – protecting children from the worst forms of food insecurity and malnutrition and building a foundation for human capital development. Emergency school feeding will continue in highly food-insecure, educationally deprived areas where access is constrained, while in targeted areas with access and operational space WFP will transition to home-grown school feeding models that offer healthy meals, boost school attendance and support local livelihoods – particularly for women. In addition WFP will pilot take-home rations to boost school enrolment and attendance and to provide a safety net for children, prioritizing areas with both high food insecurity and educational deprivation where TEFA is not implemented.

31. Resilience building interventions will adopt an integrated, community-driven and multi-year approach, targeting the structural drivers of food insecurity to prevent relapse and reduce long-term dependence on humanitarian assistance. WFP and development partners will scale up integrated area-based programmes combining ecosystem rehabilitation, disaster risk reduction, rural livelihood investment and capacity development for local actors. Climate information and early warning systems will underpin anticipatory programming and link to emergency asset creation efforts.

32. Across all outcomes WFP will invest in local capacity-building, inclusive market systems and nutrition awareness, providing food-insecure and malnourished people with immediate relief while laying the foundation for future shock-responsive social safety nets. Strategic collaboration with the World Bank, UNICEF and national institutions will support the complementarity of TEFA and the World Bank's emergency cash transfer programme and help align targeting and joint programming across the nutrition, education and social protection sectors.

33. WFP will aim to expand the use of CBTs, shifting to digital cash transfers wherever market conditions allow in order to enhance efficiency and local economic recovery. A people-centred approach will guide implementation, prioritizing safety, dignity and equitable access for affected people, while nutrition- and conflict-sensitive approaches will be mainstreamed across activities, informed by ongoing situation monitoring and risk analysis.

Programme integration

34. The ICSP has a layered, interconnected design that will contribute to the overarching goal of averting the worst forms of hunger and malnutrition. The integration of preventive supplementation into TEFA programming will be based on a holistic understanding of the drivers of malnutrition, while prioritization will be informed by multisectoral analyses and nutrition cluster guidance, with a focus on areas showing high prevalence of global acute malnutrition, limited access to services and additional vulnerability factors. Recognizing that supplementation alone addresses only issues related to food access, WFP will complement it with social and behaviour change interventions and continued coordination with health and WASH partners to address broader determinants of malnutrition.[33]

35. The transition from emergency to home-grown school feeding will reinforce synergies across outcomes by supporting child nutrition, boosting school attendance, strengthening local food systems, generating livelihoods – especially for women – and supporting community recovery. Integrated area-based programming will combine school feeding, livelihoods, market development and interventions that support adaptation to changing weather patterns in order to strengthen local food systems, increase the adaptive capacity of vulnerable communities and foster sustainable pathways out of humanitarian assistance. Implementation will be coordinated with local authorities and development partners to ensure sustainability and community ownership. The climate information and early warning systems developed under outcome 3 will serve as critical tools for triggering anticipatory action, including emergency food assistance for assets (FFA) initiatives under outcome 1.

36. Programmes will be tailored to the specific needs of women, children, persons with disabilities, IDPs and marginalized groups such as the *Muhamasheen*. For example, nutrition programming will target pregnant and breastfeeding women and girls to meet their physical needs, while the Healthy Kitchens school feeding initiative will create livelihood opportunities for low-income women through training and employment in food preparation. Resilience building interventions will support smallholder farmers, including women, through practices that enhance agricultural resilience, vocational training and improved market access. WFP will ensure that all activities are inclusive, protection-sensitive and informed by integrated context analysis and risk assessments.

Strategic engagement with partners

37. WFP will strengthen operational and strategic collaboration in Yemen's fragmented and highly complex humanitarian landscape. The rapid response mechanism with the United Nations Population Fund, UNICEF and the International Organization for Migration will continue to provide essential relief to newly displaced populations. WFP will collaborate with WHO, UNICEF, FAO and line ministries to support essential nutrition services,

[33] WFP's approach is grounded in corporate evidence showing that preventive supplementation is most effective and cost-efficient when integrated with food assistance. This integration reduces sharing with non-food-insecure households, ensures that household food needs are met so supplementary foods are consumed as intended and facilitates for operational and cost efficiency. Areas targeted for TEFA have been selected using a composite prioritization methodology that incorporates global acute malnutrition prevalence, food insecurity, access to health services and other relevant indicators.

expanding the availability of locally produced, age-appropriate, nutrient-dense foods as part of malnutrition prevention programming and agricultural capacity.

38. Partnerships will span humanitarian relief and development efforts, with deeper engagement with local institutions and systems. In line with the recommendations resulting from the corporate emergency evaluation of WFP's work in Yemen and WFP's corporate commitment to localization, WFP will deepen collaboration with line ministries and local actors to improve resource mobilization, facilitate knowledge transfer and strengthen programme coordination. Where operationally feasible, WFP will work closely with the ministries responsible for public health and population, education, agriculture and irrigation through technical assistance, capacity building and joint planning under outcomes 2 and 3. Under outcome 3 WFP will support the Ministry of Water and Environment and the Civil Aviation and Meteorology Authority to advance early warning capacity and the planning of measures to adapt to long-term changes in weather patterns. These activities will primarily be implemented in the south, where the operating environment is more conducive, while WFP will remain ready to expand similar efforts in the north when conditions allow. Local partners will be engaged to strengthen implementation, enhance accountability and advance WFP's commitments to the localization of its aid response.

39. WFP will also work with FAO and the United Nations Office for the Coordination of Humanitarian Affairs to reinvigorate the inter-agency early warning working group and support the proposed anticipatory action advisory group while promoting stronger links to market systems development through partnerships with UNDP and FAO.

40. In parallel with crisis response activities, WFP will work closely with UNICEF and the World Bank to lay the foundation for shock-responsive social safety nets. Specifically, under activities 1 and 4, WFP will explore opportunities to align targeting, strengthen beneficiary identification systems and deduplication, promote digital cash transfers and support the integration of emergency safety nets into broader national and subnational frameworks where possible. Similarly, under activity 3, WFP will continue efforts that support the gradual national ownership of school feeding programmes, ensuring they are considered within future national social safety net strategies.

Country strategic plan outcomes and activities

Interim country strategic plan outcome 1: The most severely food-insecure and malnourished people in Yemen are better able to meet their immediate food and nutrition needs, averting the worst forms of hunger and malnutrition all year round

41. Under ICSP outcome 1, WFP aims to support the most severely food-insecure and malnourished people, including those newly displaced, through two activities.

42. *Activity 1:* WFP will aim to deliver TEFA to up to 5 million people. That assistance will integrate preventive supplementation for 580,000 children under 2 and pregnant and breastfeeding women and girls. WFP will regularly update geographic and household coverage, using both regular food security and nutrition data and high frequency remote monitoring surveys to identify the most vulnerable areas and households.

43. Following FSAC recommendations, TEFA eligibility will be time-bound, limited to eight annual cycles each covering 82 percent of monthly caloric needs and providing 55 percent of annual caloric requirements through in-kind[34] transfers or CBTs to ensure reach and flexibility. Through the rapid response mechanism, WFP will also provide ready-to-eat rations for people newly displaced by conflict or other shocks for a maximum of two months.

44. WFP will provide CBT top-ups either alongside or as an alternative to preventive supplementation for extremely vulnerable pregnant and breastfeeding women and girls, depending on the situation, to improve their access to nutritious fresh food or local specialized nutritious foods where market conditions allow. Recognizing that preventive supplementation alone is not sufficient to address the complex, multi-causal drivers of acute malnutrition, WFP will collaborate with the Ministry of Health, as well as health and WASH partners, to strengthen referral pathways for maternal and child health services, including antenatal and postnatal care, treatment of communicable diseases and infant and young child feeding counselling. WFP will embed these links in activity design and operational guidance, making concerted efforts to harmonize community-based platforms for integrated service delivery. As part of this approach, WFP will deliver social and behaviour change interventions to families through a combination of channels, including distribution points and house-to-house visits by trained community health workers, with a focus on promoting improved dietary diversity and infant and young child feeding practices.

45. Informed by the climate information and early warning systems developed under outcome 3, WFP will strengthen household food security through conditional emergency FFA activities linked to community emergency preparedness and recovery activities and, where possible, to anticipatory action financing mechanisms.

46. *Activity 2:* WFP will support 1.5 million children under 5 and pregnant and breastfeeding women and girls suffering from moderate acute malnutrition, providing specialized nutritious foods and social and behaviour change interventions in order to avert the worst forms of malnutrition. WFP will prioritize targeted supplementary feeding programmes in districts with high global acute malnutrition prevalence, particularly those exceeding emergency thresholds, and/or where aggravating factors, including outbreaks of disease, displacement or poor access to services are present. This will complement UNICEF's role in the management of severe acute malnutrition and its focus in health centres. In parallel, WFP will collaborate with UNICEF to maintain adequate services for people with high-risk moderate acute malnutrition in other areas and optimize joint service delivery in health centres, ensuring a continuum of care for acute malnutrition management and resulting in greater operational efficiency. Complementing these efforts, WFP will work to enhance the availability of nutritious foods through efforts to strengthen the local production of fortified foods and local capacity building for malnutrition prevention and management.

47. WFP will implement ICSP outcome 1 in coordination with FSAC and the nutrition cluster while engaging with local authorities, cooperating partners and financial service providers. WFP's procurement planning will be guided by funding forecasting and pipeline management to prevent supply gaps, and WFP will use flexible procurement models combining in-kind transfers and CBTs where possible in order to adapt to market conditions and beneficiary needs.

[34] The in-kind ration is designed using Optimus, WFP's corporate optimization tool that supports the development of cost-effective, nutritionally balanced food baskets and sourcing strategies. Both international and local procurement options are utilized. Where feasible and appropriate, WFP procures small quantities locally to avoid disrupting local markets, including through partnerships with domestic millers to ensure that wheat flour is fortified. For larger volumes, procurement decisions are guided by cost-efficiency analyses and supply chain considerations to ensure the optimal use of available resources.

Alignment with national priorities

48. ICSP outcome 1 is aligned with strategic objectives 1 and 2 of the HNRP, which focus on life-saving assistance and sustainable solutions, and with UNSDCF outcome 4.[35] It supports national nutrition priorities, including the Yemen Multisectoral Nutrition Action Plan for 2025–2030 led by the Secretariat of the Scaling Up Nutrition Global Support System.

Interim country strategic plan outcome 2: The most at-risk and deprived school-aged girls and boys have enhanced access to education, food and nutrition by 2028

49. Through ICSP outcome 2, WFP will deliver a critical response that protects children from the worst forms of food insecurity and malnutrition while preserving human capital and future development prospects in Yemen. School feeding will provide an essential safety net in areas with combined severe food insecurity and malnutrition and educational deprivation – helping to keep children in school, safeguard their nutrition status and prevent irreversible losses in well-being and development. The programme will combine emergency school feeding with a phased transition to more sustainable locally owned models, depending on access, capacity and funding. Outcome 2 will build a bridge between humanitarian response and resilience building by investing in future generations while reinforcing national systems and local economies.

50. *Activity 3:* WFP's school feeding programme will target an average of 1.3 million school-aged children annually. In the first year, 1 million children in hard-to-reach areas with severe food insecurity, malnutrition and educational deprivation will receive fortified biscuits each school day. This emergency school feeding modality will provide a critical safety net where access constraints prevent the implementation of more comprehensive models.

51. In more stable and accessible areas, WFP will reach an additional 200,000 school-aged children with home-grown school meals, which will be scaled up progressively, contingent on funding and operational space. These meals will be linked to local food systems and markets – including WFP-supported smallholder farmers – enhancing nutrition, strengthening local economies and promoting women's economic empowerment. The Healthy Kitchens project[36] – implemented under the ICSP for 2023–2025 – will be expanded in urban areas to provide fresh, locally prepared meals while creating employment and skills development opportunities for women on low incomes.

52. To complement these efforts, WFP will launch a pilot conditional take-home ration initiative, targeting households in two of the most educationally deprived districts not covered by TEFA. Initially provided as in-kind assistance, these rations will aim to provide incentives for enrolment, reduce drop-out rates and improve household food security.[37] Depending on market functionality, rations may subsequently be provided as CBTs.

53. In parallel, WFP will continue to build local capacity to support sustainable school feeding systems, working with local government actors, community organizations and school management bodies to promote local ownership. Advocacy efforts will encourage the allocation of national resources to school feeding, supported by evidence generation in order to mobilize further development financing.

[35] "By 2024, people in Yemen, especially women, adolescents, girls and those at risk of being left behind, will experience strengthened social protection and social services which are people centred, evidence and needs based, equitable, inclusive and gender and age-responsive."

[36] One of the home-grown school feeding models implemented, WFP's Healthy Kitchens project, provides locally sourced and freshly prepared school meals with fruit and vegetables, aiming to give children the nutrients they need and help them form healthy eating habits.

[37] WFP will design this pilot in 2025 in consultation with area offices, cooperating partners and the Ministry of Education.

Alignment with national priorities

54. ICSP outcome 2 is aligned with strategic objective 2 of the HNRP and contributes to UNSDCF outcome 4. It further aligns with priority 1 of the draft Government of Yemen education strategic plan.

Interim country strategic plan outcome 3: Communities in areas most affected by shocks in Yemen benefit from more resilient food systems that enhance their livelihoods and food security by 2028

55. Under ICSP outcome 3 WFP will work with development partners to strengthen the resilience of food-insecure and vulnerable communities by investing in sustainable livelihoods, natural resource management and disaster risk reduction. This outcome focuses on addressing drivers of food insecurity and malnutrition arising from changes in weather patterns and related shocks, contributing to long-term food security and reduced dependence on humanitarian assistance.

56. *Activity 4:* WFP will implement integrated, community-led programmes in areas not covered by TEFA that are repeatedly affected by food insecurity and shocks such as droughts, floods and cyclones. Interventions will be guided by corporate resilience tools[38] and implemented in areas with strong potential for environmental restoration, livelihood recovery and economic growth to complement the activities of development partners.[39]

57. FFA programming will support the development of community infrastructure to enhance resilience. Activities will include soil and water conservation, small-scale irrigation, watershed management and disaster risk reduction – tailored to local agricultural conditions and implemented through participatory processes. Designed to be sustainable and locally owned, these interventions will enhance communities' ability to absorb and recover from future shocks.

58. Complementing FFA activities, WFP will implement food assistance for training (FFT) activities to build household resilience through vocational training, financial literacy and other skills development activities. FFT will be aligned with local value chains to promote income-generating opportunities for smallholder farmers.

59. To strengthen community-level disaster risk reduction and adaptation planning, WFP will invest in the development of climate information and early warning systems. These systems will improve risk communication by disseminating timely data on weather, markets and food security and enable local authorities and communities to develop risk informed food security strategies. Forecast-based triggers – including drought, rainfall thresholds for flooding and cyclones, and market volatility – will guide early operational planning and anticipatory action at the community and central levels.

60. WFP will work in close collaboration with FAO and UNDP to promote inclusive, community-led economic recovery and resilience. Activities supporting value chains for fisheries and agriculture will be implemented with these partners, with WFP focused on promoting market access, supporting community infrastructure and linking resilience building with nutrition and school feeding programmes. This area-based, multisectoral approach will strengthen local food systems and support sustainable development.

[38] WFP will conduct a market functionality assessment in 2026 to inform context-specific market development activities. The findings will guide efforts to strengthen links with local farmers, support local traders and enhance overall market conditions.

[39] This includes areas that were key producers and suppliers of agricultural goods before the conflict, as well as coastal regions with significant fishery potential.

Alignment with national priorities

61. ICSP outcome 3 will contribute to strategic objective 2 of the HNRP, the United Nations global Early Warnings for All initiative and the national disaster risk reduction strategies of Yemen, embedding early action in social protection, resilience building and food systems.

Interim country strategic plan outcome 4: Humanitarian actors in Yemen have enhanced ability to assist crisis-affected people all year round

62. ICSP outcome 4 reflects WFP's critical role as an enabler of the inter-agency humanitarian response through its mandated services and bilateral service provision.

63. *Activity 5:* The United Nations Humanitarian Air Service will continue to provide air transport services to humanitarian actors, enabling access to hard-to-reach areas where insecurity, poor infrastructure and vast distances hinder overland movement. The service will support programme implementation, monitoring and response operations, medical evacuations, security relocations and special missions.

64. *Activity 6:* As the lead member of the logistics cluster, WFP will facilitate efficient coordination by providing reliable logistics services and cost-effective delivery of life-saving relief items to humanitarian actors. Guided by a 2024 gaps and needs analysis[40] and a 2025 concept of operations, the cluster will enhance supply chain partnerships, standardize logistics procedures and expand competency-based training, with a focus on strengthening the capacity of national NGOs. Subject for funding and in line with the priorities of the humanitarian country team, contingency logistics will be maintained, including for ad hoc airlifts.

65. *Activity 7:* WFP will continue to provide secure telecommunications, internet connectivity, technical support and information management to facilitate humanitarian operations. In line with resource availability, WFP will scale down the footprint of the emergency telecommunications cluster, reducing the number of cluster sites and staffing. Where feasible, services will be prioritized to maintain critical operational continuity. Opportunities to build local capacity and expand community access to information technology services will be explored selectively, enhancing communication and coordination in priority emergency response locations.

66. *Activity 8:* WFP will continue to provide on-demand logistics, non-food procurement, administration and information technology services to other United Nations entities and humanitarian actors on a full cost-recovery basis. Services may include fuel provision under a revolving fuel facility for hospitals and water treatment plants, as well as sea and air transport solutions, warehouse space and management and other supply chain services to ensure operational continuity and efficiency.

Alignment with national priorities

67. ICSP outcome 4 will contribute to the achievement of all HNRP strategic objectives.

5. Prioritization and sustainability

Prioritization approach

68. Yemen's resource landscape and operational space remain highly constrained. Although WFP has historically demonstrated strong capacity to mobilize substantial resources, recent trends point to a sharp decline in donor contributions and heightened uncertainty, particularly in the absence of support from key traditional donors. In this context, the ICSP for 2026–2028 proposes a significantly reduced annual budget of USD 816 million, down

[40] WFP and the logistics cluster. 2024. *Yemen – Gaps and needs analysis (GNA): Assessment and recommendations report*.

from the previous ICSP's annual average of USD 2.9 billion, reflecting the urgent need for principled prioritization to ensure that limited resources are directed to the most life-saving and effective interventions. WFP will continue to advocate at the global and national levels for increased funding, highlighting both the scale of unmet needs and the humanitarian consequences of under-resourcing in one of the world's most complex operational environments.

69. Within the available budget, WFP will focus on reaching the most food- and nutrition-insecure populations through stringent prioritization, guided by three parameters: the severity of food and nutrition insecurity and WFP's ability to avert the worst forms of hunger and malnutrition; the availability of secure operational space; and the prospects for mobilizing funding sufficient to achieve sustainable impact. Secure and principled delivery will remain a precondition, and household eligibility will be reviewed regularly to reflect evolving needs and constraints.

70. Outcome 1 – encompassing TEFA and nutrition interventions – will remain the backbone of WFP's life-saving response and receive the largest share of resources. WFP plans to reach a minimum of 2 million people with TEFA while retaining the capacity to scale up to 5 million depending on funding and operational space. Targeting will prioritize those most at risk of catastrophic food insecurity and acute malnutrition in line with WFP's commitment to averting the worst outcomes in a resource constrained environment.

71. In parallel and consistent with the principles of the humanitarian–development–peace nexus, WFP will phase in nutrition sensitive and resilience building activities under outcomes 2 and 3 where operational conditions permit, focusing on areas outside of TEFA coverage where needs persist. Emergency school feeding will serve as a critical response in high-risk areas, with complementary home-grown school meal initiatives introduced gradually, while resilience investments will support the reduction of humanitarian need. These investments will be coordinated with national actors and development partners to promote sustainable recovery, local ownership and long-term food system strengthening.

Sustainability and transition strategies

72. The ICSP is grounded in WFP's decades-long investments in Yemen. Through it, WFP will endeavour to maintain critical lifelines while creating entry points for future transition. While WFP efforts lay the foundation for national systems, a sustainable transition remains contingent upon a durable political settlement, improved governance and institutional investment. In the absence of these enabling conditions, WFP's focus will remain on delivering life-saving assistance and protecting essential human capital.

73. In line with the humanitarian–development–peace nexus, WFP will phase out humanitarian food assistance in areas where humanitarian needs have stabilized, with resilience efforts geographically aligned and sequenced to avoid the recurrence of acute food insecurity. Resilience building activities – implemented by WFP and development partners – will support long-term recovery, targeting areas where WFP scales down humanitarian relief. Area-based packages will link support for smallholder farmers, local markets, school feeding and community infrastructure to create sustainable food systems and inclusive economic activities.

74. At the same time WFP will work closely with development partners, technical line ministries, local authorities and local NGOs to strengthen local capacity and promote gradual national ownership of services, including home-grown school feeding and shock-responsive safety nets. To strengthen sustainability, WFP will seek to complement existing social protection systems, such as the World Bank's emergency cash transfer programme and other national and subnational safety nets. By aligning humanitarian assistance with social protection

initiatives, WFP will aim to reduce duplication, improve targeting efficiency and support a smoother transition from emergency aid to long-term social protection mechanisms.

75. In scenarios where transition is not feasible, WFP will maintain its emergency focus and ensure that contingency plans are in place. Key risks – such as ongoing conflict, economic collapse, climate shocks and funding shortfalls – could significantly hinder progress. Risk mitigation efforts will include adapting WFP's operational footprint; strengthening localized delivery mechanisms and partnerships with local NGOs and community networks; investing in anticipatory action and early warning systems; and utilizing adaptive programming informed by real-time situation monitoring and vulnerability analysis.

ANNEX I

SUMMARY LINE OF SIGHT FOR THE INTERIM COUNTRY STRATEGIC PLAN FOR YEMEN FOR 2026–2028				
Goal	**Ending hunger**	**Ending hunger**	**Ending hunger**	**Partnerships for the goals**
Target	**2.1 Access to food**	**2.1 Access to food**	**2.4 Sustainable food systems**	**17.16 Enhance global partnerships**
Focus area	**CRISIS RESPONSE**	**RESILIENCE BUILDING**	**RESILIENCE BUILDING**	**CRISIS RESPONSE**
ICSP outcome	**ICSP outcome 1:** The most severely food-insecure and malnourished people in Yemen are better able to meet their immediate food and nutrition needs, averting the worst forms of hunger and malnutrition all year round.	**ICSP outcome 2:** The most at-risk and deprived school-aged girls and boys have enhanced access to education, food and nutrition by 2028.	**ICSP outcome 3:** Communities in areas most affected by shocks in Yemen benefit from more resilient food systems that enhance their livelihoods and food security by 2028.	**ICSP outcome 4:** Humanitarian actors in Yemen have enhanced ability to assist crisis-affected people all year round.
Activity	**Activity 1:** Provide life-saving assistance to food-insecure and nutritionally vulnerable households in the most severely affected areas, and support community preparedness and recovery efforts.	**Activity 3:** Provide school meals and social and behaviour change to school-aged girls and boys, and support access to education.	**Activity 4:** Provide area-based support to enhance the resilience of communities to shocks, improve access to income-generating opportunities and contribute to local food systems.	**Activities 5-7:** Provide mandated services to the humanitarian community to enhance their support to crisis-affected people.
	Activity 2: Provide life-saving assistance and complementary services to nutritionally vulnerable groups for the management of acute malnutrition.			**Activity 8:** Provide on demand services to humanitarian actors to enhance their support to crisis-affected people.

ANNEX II

Monitoring, evaluation, evidence and risk management

Monitoring, evaluation and evidence generation arrangements

1. WFP will employ a multi-layer monitoring system, combining direct and remote approaches to track outputs, processes and outcomes to ensure accountability and data driven programming adjustments. All monitoring will be aligned with WFP's minimum monitoring requirements and data will be disaggregated by age, sex and disability, with qualitative insights complementing quantitative findings. Monitoring results will be shared through dashboards, reports and stakeholder meetings.

2. On-site monitoring will be conducted by WFP field staff and third-party monitors using a risk-based approach, prioritizing high-risk locations. Standardized tools, training and regular field visits will enhance data accuracy. WFP currently works with three third-party monitoring companies, with plans to expand to five to enable it to cover all areas. WFP will use remote call centres located both inside and outside of Yemen to provide additional verification, ensuring that both male and female staff are available to address beneficiary concerns.

3. WFP will scale up its toll-free beneficiary feedback hotline, operational since 2016, and will expand helpdesks at distribution sites to capture community feedback. Partner organizations will log all feedback in SugarCRM, WFP's centralized tracking system, ensuring timely case resolution. Community consultations and information provision will further help WFP to ensure that it remains accountable to affected people.

4. Recognizing the challenge of ensuring the accuracy and applicability of data – especially amid a shift from a large relief programme to a more targeted model – WFP will prioritize investments in monitoring systems that reinforce the credibility, consistency and utility of evidence. The ICSP commits WFP to continually evaluating and strengthening the quality and precision of food security assessments, targeting criteria and monitoring tools. Targeting approaches will be reviewed regularly to respond to evolving conditions and to ensure the credibility of WFP's prioritization decisions.

5. Findings from the corporate emergency evaluation of WFP's work in Yemen will guide programme adjustments, and a decentralized evaluation of the ICSP planned for 2026 to assess long-term impact and effectiveness.

Risk management and mitigation measures

Overview

6. WFP has a risk management function and an oversight committee in Yemen to support risk informed decision making. WFP maintains a country-level risk register aligned with its defined risk appetite statements, which enables proactive identification and mitigation of emerging and ongoing risks.

Strategic risks

7. *Security environment.* The volatile security context – including armed conflict, threats to humanitarian personnel and the risk of looting – may force WFP and its partners to suspend or scale back operations in affected areas. Mitigation measures include early warning systems, emergency preparedness, operational flexibility, inter-agency coordination and robust contingency planning.

8. *Insufficient funding.* Persistent funding shortfalls compromise WFP's ability to sustain life-saving assistance. WFP will continue to advocate flexible multi-year funding and to apply resource-based prioritization strategies to focus on populations most in need.

9. *Unilateral coercive measures.* Sanctions and economic restrictions – especially those affecting the north – continue to complicate banking, supply chains and logistics efforts. WFP is actively developing operational contingencies and advocating exemptions necessary to maintain programme continuity.

Operational risks

10. *Access constraints.* Administrative and security restrictions impede WFP and cooperating partner access to affected people. WFP mitigates the impact of these restrictions through increased reliance on local partners, remote and third-party monitoring and adaptive delivery modalities that maintain programme oversight and operational independence.

11. *Supply chain disruptions.* Regional instability and sanctions affect transport corridors, port operations and fuel availability. WFP maintains a flexible logistics network, including contingency routes, and engages in active advocacy to safeguard humanitarian corridors.

Fiduciary risks

12. *Fraud risk.* Fraud and misuse of resources remain key risks in high-volume operations. WFP regularly assesses these risks with cooperating partners to prevent fraud, including by integrating fraud prevention measures into agreements and oversight systems. Allegations are managed in line with WFP's anti-fraud and anti-corruption policy, including referral to the Inspector General and Oversight Office.

Financial risks

13. *Financial services risk.* Sanctions, liquidity constraints and the diminishing capacity of financial service providers jeopardize WFP's ability to pay employees, partners and suppliers and to implement CBT programming. WFP will continue to develop risk mitigation measures and alternative solutions in order to maintain financial service continuity and reduce programme disruption.

Social and environmental safeguards

14. Protracted conflict, economic collapse and fragility resulting from changing weather patterns and extreme weather events pose considerable environmental and social safeguarding risks. Humanitarian operations may strain natural resources, generate waste and affect ecosystems. In line with WFP's environmental and social sustainability framework, and based on stakeholder consultations, all activities will be screened for adverse impacts, and mitigation measures will be integrated throughout project cycles. Social safeguarding approaches – in particular the protection of vulnerable groups – will remain a priority and community feedback mechanisms will be embedded in programme delivery to facilitate the identification of, mitigation of and response to risks of harm. These safeguards will help ensure that WFP operations remain responsive, inclusive and accountable across Yemen's complex humanitarian landscape.

ANNEX III

Country portfolio needs budget and cost breakdown by ICSP outcome (*USD*)

TABLE 1: COUNTRY PORTFOLIO NEEDS BUDGET *(USD)*					
ICSP outcome	**Activity**	**2026**	**2027**	**2028**	**Total**
1	1	528 718 695	524 878 206	514 968 667	**1 568 565 567**
	2	84 560 098	84 500 861	84 610 229	**253 671 189**
2	3	78 553 165	94 384 831	107 848 842	**280 786 838**
3	4	38 524 140	45 450 863	53 945 763	**137 920 766**
4	5	34 282 091	31 920 543	28 992 041	**95 194 675**
	6	3 357 115	3 358 513	3 364 052	**10 079 679**
	7	4 047 433	4 059 946	4 076 550	**12 183 929**
	8	30 209 966	30 206 002	30 265 120	**90 681 089**
Total		**802 252 703**	**818 759 765**	**828 071 264**	**2 449 083 732**

TABLE 2: INDICATIVE COST BREAKDOWN BY INTERIM COUNTRY STRATEGIC PLAN OUTCOME (*USD*)					
	WFP strategic outcome 1	**WFP strategic outcome 2**	**WFP strategic outcome 3**	**WFP strategic outcome 4**	**Total**
	ICSP outcome 1	**ICSP outcome 2**	**ICSP outcome 3**	**ICSP outcome 4**	
Focus area	**Crisis response**	**Resilience building**	**Resilience building**	**Crisis response**	
Transfers	1 442 648 780	239 243 631	112 530 369	184 678 286	**1 979 101 066**
Implementation	161 133 547	7 876 882	8 852 364	3 696 996	**181 559 789**
Direct support costs	107 238 101	16 529 100	8 120 334	12 595 275	**144 482 810**
Subtotal	**1 711 020 428**	**263 649 613**	**129 503 067**	**200 970 557**	**2 305 143 665**
Indirect support costs	111 216 328	17 137 225	8 417 699	7 168 815	**143 940 067**
Total	**1 822 236 756**	**280 786 838**	**137 920 766**	**208 139 372**	**2 449 083 732**

ANNEX IV

TABLE 3: BENEFICIARIES BY YEAR				
	2026	**2027**	**2028**	**Total**
Total beneficiaries (without overlaps)	7 417 200	7 422 452	7 581 529	12 351 607

ANNEX V

FOOD RATION (*g/person/day*) AND CASH-BASED TRANSFER VALUE (*USD/person/day*) BY INTERIM COUNTRY STRATEGIC PLAN OUTCOME AND ACTIVITY														
	ICSP outcome 1										ICSP outcome 2			ICSP outcome 3
	Activity 1								Activity 2		Activity 3			Activity 4
Beneficiary type	**FFA**	**TEFA**	**TEFA**	**TEFA**	**Rapid response mechanism**	**Preventive supplementation – children under 2**	**Preventive supplementation – pregnant and breastfeeding women and girls**	**Prevention– pregnant and breastfeeding women and girls**	**Moderate acute malnutrition support children under 5**	**Moderate acute malnutrition support – pregnant and breastfeeding women and girls**	**School feeding**	**Emergency school feeding**	**Take home rations**	**FFA/FFT**
Modality	**CBTs**	**CBTs**	**In-kind**	**In-kind**	**In-kind**	**In-kind**	**In-kind**	**Cash**	**In-kind**	**In-kind**	**CBTs**	**In-kind**	**In-kind**	**CBTs**
Cereals			298										238.1	
Pulses			25										16.66	
Oils			26.14										17.33	
Salt			4.76											
Fortified biscuits												100		
Dates				19										
Plumpy'Doz						20								
Super Cereal (WSB+)							100			200				
Plumpy'Sup									100					

FOOD RATION (*g/person/day*) AND CASH-BASED TRANSFER VALUE (*USD/person/day*) BY INTERIM COUNTRY STRATEGIC PLAN OUTCOME AND ACTIVITY														
	ICSP outcome 1										ICSP outcome 2			ICSP outcome 3
	Activity 1								Activity 2		Activity 3			Activity 4
Beneficiary type	**FFA**	**TEFA**	**TEFA**	**TEFA**	**Rapid response mechanism**	**Preventive supplementation – children under 2**	**Preventive supplementation – pregnant and breastfeeding women and girls**	**Prevention– pregnant and breastfeeding women and girls**	**Moderate acute malnutrition support children under 5**	**Moderate acute malnutrition support – pregnant and breastfeeding women and girls**	**School feeding**	**Emergency school feeding**	**Take home rations**	**FFA/FFT**
Modality	**CBTs**	**CBTs**	**In-kind**	**In-kind**	**In-kind**	**In-kind**	**In-kind**	**Cash**	**In-kind**	**In-kind**	**CBTs**	**In-kind**	**In-kind**	**CBTs**
Pre-packaged food parcels					353									
Total kcal/day			1 426		1 865	112	381		535	763		450	1 083	
% kcal from protein			10.2		28.14	3.4	17.2		10.5	17.2		11.1	10.6	
CBTs (*USD/person/day*)	1.10	0.33						0.27			0.35			1.1
Number of feeding days per year	180	240	240	30	60	360	360	360	360	360	140	140	210	180

Abbreviation: WSB = wheat–soya blend.

ANNEX VI

Links to technical and related resources

More operational and budgetary information is available through the CSP data portal.[1]

Specific information will be provided for the full duration of the CSP and will be updated annually, including the following:

a) the transfer modality for each CSP outcome and activity;

b) an overview of beneficiaries, broken down by age group, sex and residence status, and data on beneficiaries disaggregated by beneficiary group, sex and transfer modality for each CSP outcome and activity;

c) the distribution of food rations or transfers for each CSP outcome and activity;

d) a breakdown of transfers by modality;

e) quantitative information in US dollar value for each CSP outcome and activity and by tonnage where applicable; and

f) a prioritization plan calibrating implementation plans to reflect the resource outlook.

[1] As mandated by the 2016 Policy on country strategic plans.

Acronyms

CBT	cash-based transfer
FAO	Food and Agriculture Organization of the United Nations
FFA	food assistance for assets
FFT	food assistance for training
FSAC	Food Security and Agriculture Cluster
HNRP	Humanitarian Needs and Response Plan
ICSP	interim country strategic plan
IDPs	internally displaced persons
NGO	non-governmental organization
TEFA	targeted emergency food assistance
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNSDCF	United Nations sustainable development cooperation framework
WASH	water, sanitation and hygiene
WHO	World Health Organization