

Action Fiche for Food Security in Yemen 2009

1. IDENTIFICATION

Title/Number	Food Security Programme for Yemen 2009		
Total cost	EU contribution: EUR 7 million UNICEF contribution: 2.0 Million secured + 400.000 per year		
Aid method / Method of implementation	Project approach – centralised / joint management		
DAC-code	52010	Sector	Food Security

2. RATIONALE

2.1. Sector context

Yemen is a country with severe levels of food insecurity. The Global Hunger Index (IFPRI 2008) ranks Yemen 80 out of 88 countries analysed, indicating an “alarming” stage of food insecurity. While other MENA countries have seen a significant improvement according to this ranking, Yemen’s score has not changed between 1990 and 2008. Numerous factors explain the poor state of food security in Yemen, including lack of income to access and buy food and inadequate national safety nets. The latest estimates indicate that Yemen might have lost further ground and the share of poor people might have increased by 6 percent because of higher food prices (World Bank 2008).

The nutrition status in Yemen is worryingly close to emergency thresholds. Levels of malnutrition among children under five are high, with 53% of stunting (chronic malnutrition), 12% of wasting (acute malnutrition) and 46 % of underweight. At birth 32% of Yemeni children are born with low birth weight associated with very low levels of breastfeeding - only 12% of children under six months are exclusively breastfed (UNICEF, 2008).

The malnutrition problem has multi-factor causes closely linked with poverty, health and education, and more directly related to quality and quantity of food intake, lack of knowledge of mothers and recurrent diseases.

(i) Inadequate food balance: this starts with a very low rate of exclusive breastfeeding (see above) and early introduction of breast-milk substitutes and other complementary food (mainly tea and bread). This relates to the delayed start of breastfeeding after delivery, low level of literacy among mothers (more than 75%) and their limited knowledge about appropriate child feeding.

(ii) Inadequate quantity of food: although about 40% of rural population are living under the poverty line, about one third of the income of the poorest families goes to *qat* consumption. This has a very negative impact on the quality and quantity of food available and accessible.

(iii) **High incidence of acute respiratory infections and diarrhoeal diseases** related to unhygienic practices and unsafe drinking water are another direct cause of child malnutrition. So far, despite the progressive expansion of Integrated Management of Child Illnesses (IMCI) training, health workers at first line are still not skilled enough to identify and appropriately manage these diseases.

In this context, sound and appropriate public policies are essential to achieving sustainable food security and nutritional improvement. The Government of Yemen (GoY) has hence requested the European Commission and World Bank to assist in the preparation of a comprehensive **Food Security (FS) strategy** addressing access, availability, consumption and utilisation of food, including both indirect and direct causes of malnutrition. The analytical work on this strategy has started with the support of a research team from IFPRI (International Food Policy Research Institute). A technical committee composed of relevant Ministries, international agencies and donors, private sector and civil society representatives and other stakeholders has already discussed preliminary results of this analysis.

The FS strategy will incorporate, *inter alia*, the nutrition policies, the strategic multi-sectoral actions and the accountability framework for improvement of the nutritional status, as set out in the National Nutrition Strategy, currently under development by the Ministry of Public Health and Population (MoPHP). This **National Nutrition Strategy is composed of 5 main pillars**: control of child undernutrition; control of maternal undernutrition; control of micronutrient deficiencies; school age nutrition; and nutrition for emergency situations. This National Nutrition Strategy has been the policy reference for this EU funded programme.

The first priority is to develop strategic approaches in support of the first component in the National Nutrition Strategy, notably the control of child under-nutrition. As part of the EC-GoY dialogue, the Food Security strategy will be strengthened and incorporate the prevention and long-term dimensions of the Nutrition Strategy. In addition, the NSA activities under the Call for Proposals component of this Action will also cover prevention activities.

2.2. **Lessons learnt**

This programme includes two separate components: a nutrition programme to be implemented in support to the MoPHP under joint management with UNICEF; and bottom-up food security interventions to be implemented by Non State Actors (NSAs). Potential NSA Nutrition projects will have to be embedded in the strategy.

In most cases, past interventions in food security through NSA-implemented projects achieved positive results and increased the availability of food. Experience shows that interventions at local and community level are necessary to reach the final beneficiaries more directly and to link the national policies under development to concrete activities in the field. The limited capacities of local NSAs might limit their capacities to respond to calls and implement effective projects. Therefore, partnerships between European organisation and local actors (NGOs, associations, local authorities, etc.) will be encouraged and will provide direct institutional support at local level.

UNICEF is the lead UN agency supporting the GoY in addressing malnutrition and in the development and implementation of the National Nutrition Strategy through its five-year plan (2006-2011). The MoPHP, with UNICEF support, is already effectively in charge of relevant components of the National Strategy.

In mid-2008, MoPHP requested UNICEF and WHO to extend their programmes against Severe Acute Malnutrition (SAM) to all districts of Yemen. The related capacity-building plan was prepared on 20 December 2008 and implementation started in the first quarter of 2009. A strong follow-up and supervision plan will continue this training effort.

2.3. Complementary actions

The EU intervention in the field of Food Security, funded under several recent programmes launched from 2006 to 2009, is based on a comprehensive approach addressing all dimensions of food security: availability, access and use of food, and institutional development. The overall institutional set-up and the policy coherence of the programme will be strengthened by the institutional component of the action presently being prepared under the Annual Action Programme for 2009. The main activities of this comprehensive support are the following:

- Support to GoY in setting up a **National Food Security Strategy** (funded under the FSTP 2007), with a sector wide coordination framework amongst main actors and the development of management and analytical tools for food security decision makers (FSIS 2009 and AAP 2009 programme).
- Implementing irrigation and agriculture programmes (FSP 2006 and AAP 2009) to **increase food availability** and contribute to reducing chronic malnutrition.
- Strengthening the social safety net system by supporting the Social Welfare Fund (FSTP 2007, FSTP 2008 and Food Facility) will **increase access to food** and impact directly on chronic malnutrition.
- Responding to bottom-up and community-driven initiatives from **Non-State Actors** (this programme, Food Facility and AAP 2009).
- Improving food utilization by supporting the **nutrition strategy of the MoPHP** (this programme). The extent of malnutrition calls for the GoY to implement a range of interventions to address both chronic and acute malnutrition among children under five with community involvement.

2.4. Donor coordination

The WFP is launching an appeal to provide food to poor Yemeni households struggling to survive the global food crisis. It will address acute malnutrition, in the specific context of the soaring food prices. It is also preparing a new programme (PRRO) based on food and cash assistance. Most donors are presently funding the WFP (France, UK, Italy and Germany).

UNICEF, WHO and JICA are committed to supporting different nutritional interventions with involvement of the communities. The GoY and JICA have already

signed the agreement and negotiations with the World Bank are expected to start in 2009.

An inter-ministerial National Food Security Body (NFSB) based on the Food Security Task Force and the Food Council, is being set up under the EU-funded FSP 2007 programme, and will be further supported and strengthened by the Annual Action programme for 2009 as well as the current programme. This body will have a specific decision-making role and be responsible for coordinating all Food security actions. A Technical Secretariat will assist the NFSB. A specific *ad hoc* working group on malnutrition will be set up within this inter-ministerial body, including main actors (NSA, International Organisations, etc.). Nutrition will also be addressed in the policy dialogue with the Ministry of Health in the context of the Health Sector Review. The EU will utilise the EU NGO forum as a mechanism for dialogue with NSAs on the call for proposals.

3. DESCRIPTION

3.1. Objectives

Overall objective: The overall objective of the programme is to contribute to poverty reduction and increased food security among rural households. The programme will consider food security under its three dimensions: food availability, food access and food use.

Programme purpose: The purpose of the Programme is to assist the Government in improving the design, management, delivery and effectiveness of national programmes in nutrition (with special focus on community involvement and beneficiaries' participation), and to provide a local response to food insecurity and malnutrition through International Organisations and Non State Actors support.

3.2. Expected results and main activities

Programme component 1: Mitigating malnutrition among children under five and pregnant and lactating mothers

This component will support the implementation of the GoY National Nutrition strategy in its components of child nutrition and maternal nutrition. This will be done through effective capacity building of doctors and other types of health personnel working in different health facilities, as well as Community Health Volunteers (CHVs). In addition, a system of reporting and supervision will be set up. The expected results and main activities of this component will be the following:

Programme Purpose 1 / Expected Result 1 (PP1 / ER1): Immediate start of breastfeeding after delivery and continuation of exclusive breastfeeding for the first six months, with correct and timely introduction of complementary feeds and sustained breastfeeding until two years old.

- Promote and support breastfeeding immediately after delivery through Community Health Volunteer's duties, campaigns through mass media, education and counselling mothers regarding breastfeeding at all health facilities level.

- Update implementation measures of the National Decree for breastfeeding promotion and protection in order to regulate the marketing of breast-milk substitutes, appoint and train monitors, and expand the monitoring activities at different levels.
- Develop the system of breastfeeding promotion at birth within the main maternity facilities provided with delivery services.

PP1 / ER2: Mothers and families practice correct feeding techniques using local positive deviant and balanced foods, and follow hygiene practices towards reducing the risk of infectious diseases.

- Improve complementary feeding practices through the implementation of a Positive Deviance/Hearth approach. Hearth sessions are used to educate mothers on different issues. They may also include non-health and nutrition issues.
- Raise awareness about the hygiene practices towards reducing the risk of infectious diseases through mass media campaigns and education programmes (health workers and CHVs).

PP1 / ER3: Volunteers from the community are supported and promoted. Volunteers become active players for implementation and delivery of services at the community level, with support of community leaders and local governmental health officers.

- Support the CHV system that MoPHP is setting up and strengthen it. Training and required supplies and materials will be provided for CHVs to conduct their duties as per CHV executive guidelines, including growth monitoring and promotion, regular screening and referral for severely malnourished and ill cases.
- Conduct education sessions and deliver essential health, hygiene and nutritional messages: orientation and sensitisation sessions will be organised to increase awareness in the community and ensure the support of community leaders and local governmental health officers to CHVs.

PP1 / ER4: Consolidate existing Therapeutic Feeding Centres (TFCs). Strengthen existing Out-patient Therapeutic Programmes (OTPs): one new OTP is established in each district and one at the out-patient ward of the Governorate hospitals with TFCs. Doctors & paramedics working in these TFCs and OTPs are skilled enough to appropriately manage malnutrition.

- Consolidate 15 TFCs and establish at least one TFC in every governorate.
- Strengthen the existing OTPs and establish a new one in each remaining district and another one at the out-patient ward of the Governorate hospitals with TFCs.
- Capacity building and training of doctors and paramedics in managing malnutrition. This includes provision of TFCs and OTPs with measurement tools, RTUF, Therapeutic Milk based formula and drugs for the management of severe acute malnourished children. Support local production and purchase of RTUF.

PP1 / ER5: The quality of fortified staple food is improved (salt, oil and flour) and small producers are producing adequately iodised salt.

- Strengthen the quality control of fortified staple food (oil/Vit A, salt/Iodine and wheat flour/Iron and Folic Acid) and provide support to small salt producers to adequately iodise their salt.

Programme component 2: Developing Non State Actors activities in support of regional/ local food security action plans and community-driven food security initiatives

In order to achieve a successful implementation of the participatory food security strategies in Yemen, Non State Actors (NSAs) will be supported alongside a strengthened public sector (under FSTP 2007 and the 2009 Annual Action Programme). This project component shall mainly support the delivery of community services that the public sector cannot easily provide.

An *ad hoc* nutrition working group will be organised under the co-ordination of the national Food Security inter-ministerial body (NFSB) with MoPHP, UNICEF, other international organisations and NSAs working on nutrition. This working group will also include NSAs already working in partnership with UNICEF. The following is a non-exhaustive list of possible fields of intervention/priorities, related to the three pillars of food security, and aimed at strengthening the first component by actions targeting prevention and indirect causes of malnutrition:

PP2 / ER1: The food production and availability is increased and/or stabilised at local level, in both rural and urban regions, for rural as well as urban communities and households.

- Increased and diversified agricultural production/productivity, through appropriate biodiversity conservation and soil protection practices.
- Improved access to water for agricultural production, by developing sustainable ground- and surface-water resources management systems, including rainwater harvesting.
- Households/farmers/fishermen communities and water users, particularly women, are better organised and skilled.
- Development and strengthening of facilities to support agriculture and fishery production, transportation, quality control and communication.

PP2 / ER2: Improved access to food, in particular for vulnerable and poor groups.

- Improved and diversified household incomes, through strengthening existing income-generating activities and creating opportunities for new ones, including off-farm and non-rural activities and employment/self-employment.
- Agricultural markets are available and properly organised (marketing, transport, distribution processing or storage of agricultural and food products).

PP2 / ER3: Improvement of the nutrition status of the most affected and vulnerable social groups by means of better food quality and use.

- Improvement of the access to safe drinking water.
- Availability of personal hygiene and hand washing water.
- Improvement of the quality and use of food for the poorest households.

PP2 / ER4: Nutrition activities implemented by NSAs are coordinated and harmonised with component 1 led by UNICEF, particularly through the *ad hoc* nutrition working group placed under the NFSB, and integrated within the Food Security strategy under preparation.

3.3. Risks and assumptions

- The GoY will continue to give priority to food security, health and poverty reduction strategies.
- The GoY is aware of the long term impact that malnutrition can have on human development and poverty reduction.
- The GoY includes malnutrition in the Integrated Management of Child Illnesses (IMCI).
- Financial support for recurring expenditure is ensured through adequate resources committed by the GoY on a predictable, multi-annual basis to the MoPHP; otherwise the expected outcomes may not occur and sustainability of the programme will be endangered.
- UNICEF and NSAs will be able to mobilise community participation and promote active involvement of beneficiaries during planning and implementation of activities.
- Security and access conditions are improved in the country and allow full access for effective implementation and monitoring.

3.4. Crosscutting Issues

A particular effort will be undertaken to develop a sustainable advocacy and communication strategy addressing *qat* consumption. The real effect of *qat* consumption by lactating mothers on child health and nutrition is not perfectly known but its purchase creates a very negative impact upon the family budget and therefore upon food access.

Both the community participation and the training components of the programme will take into account gender issues and priority will be given to strengthening women organisations.

3.5. Stakeholders

Component 1:

Ministry of Planning and International Cooperation (MoPIC): The MoPIC is responsible for the GoY coordination with international organisations and donors and the follow up of projects implemented in the country. It has a central role in coordinating with line ministries for the successful implementation of Food Security strategies and projects.

Ministry of Public Health and Population (MoPHP): The MoPHP is the organisation responsible for the health sector in Yemen. The MoPHP is developing a National Strategy on nutrition. The activities described in the present programme are part of it and have been included under request of MoPHP. The implementation of the first component of this programme will be the responsibility of the Governorate Health Offices of the MoPHP, with support from UNICEF.

UNICEF: as mentioned in paragraph 2.2, UNICEF is the lead UN agency supporting the GoY in addressing malnutrition, and the lead agency to address Severe Acute Malnutrition (SAM) in agreement with MoPHP. Most of UNICEF activities are implemented by MoPHP, and by NGOs through specific partnerships.

National NSAs: Support will be requested from relevant national and international NSAs with well distributed branches at district level to deliver nutrition related services. As mentioned above required technical support will be given to national NSAs by UNICEF and other competent stakeholders, and they will be involved in reviewing and updating activities.

Private sector: MoPHP is working with the private sector on the fortification of oil and ghee with Vit. A, salt with Iodine and wheat flour with Iron and Folic Acid.

Component 2:

Local and International Non-State Actors: grants will be awarded through a Call for Proposals open to local NSAs and international NGOs.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

The EU will sign a Financing Agreement covering the entirety of the action with the GoY. The two components will be managed under two different methods of implementation. Component 1 will be implemented under joint management with UNICEF and Component 2 will be centrally managed by the EU Delegation in Yemen.

Component 1: A Contribution Agreement will be concluded with UNICEF for the implementation of Component 1. The Contribution Agreement will be concluded in accordance with the Financial and Administrative Framework Agreement (FAFA) concluded between the European Commission and the United Nations (agreement signed 29 April 2003). The choice of UNICEF for the implementation of component 1 is justified by the fact that UNICEF has a clear mandate and specific technical expertise in child/mother malnutrition. Nutrition is included in UNICEF current strategy and five-year plan in Yemen. UNICEF will assist the MoPHP in implementing the programme, and the coordination role will be placed under the

inter-ministerial National Food Security body (NFSB), thereby fully ensuring the ownership of the GoY and improving sustainability of the actions.

Component 2: The Commission will launch a call for proposals opened to both local and international NSAs. For international NSAs, the EU contribution must not exceed 80% of the total cost. For national NSAs, the maximum rate of co-financing will be 90%. International NGOs will be encouraged to develop specific partnerships with local organisations.

4.2. Procurement and grant award procedures

Component 1: Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the International Organisation concerned.

Component 2: Specific rules for grants

The essential selection and award criteria for the award of grants are laid down in the Practical Guide to contract procedures for EU external actions. They are established in accordance with the principles set out in Title VI 'Grants' of the Financial Regulation applicable to the general budget.

4.3. Budget and calendar

The maximum EU contribution is **EUR 7 million**. The indicative breakdown is outlined below:

Categories	EU contribution (EUR)	UNICEF contribution (EUR)	Total (EUR)	Implementation modality
Component 1 (Nutrition)	4,800,000	2,000,000 + 400,000/year from regular programme	6,800,000 + 400,000/year from regular programme	Joint management
Component 2 (NSAs)	1,850,000		1,850,000	Centralised
Contingency	250,000		250,000	Centralised
Audit and evaluation	100,000		100,000	Centralised
TOTAL	7,000,000			

The indicative operational duration of the programme will be 60 months from the signature of the Financing Agreement. The Call for Proposals should be launched immediately after the signature of the Financing Agreement.

4.4. Performance monitoring

The project will be subject to both internal and external results oriented monitoring. The internal monitoring functions will be carried out by the EU Delegation in Sana'a and UNICEF Yemen. The external monitoring will be undertaken by external consultants.

4.5. Evaluation and audit

The programme will undergo a final external and independent evaluation. Moreover, verification missions will be executed by the European Commission.

4.6. Communication and visibility

Visibility activities will be covered by the relevant provisions of the FAFA for Component 1, and by the budget under the grant contracts to be awarded under the Call for Proposals for Component 2.

Standards regarding visibility will be derived from the “EU visibility guidelines for external actions” (http://ec.europa.eu/europeaid/visibility/index_en.htm).

Action Fiche for Food Security in Yemen 2009

1. IDENTIFICATION

Title/Number	Support Programme to the Yemen National Food Security Information System (FSIS)		
Total cost	EU contribution: EUR 3 million		
Aid method / Method of implementation	Project approach – centralised management		
DAC-code	52010	Sector	Food Security

2. RATIONALE

2.1. Sector context

National Food Security policies and strategies

In 1996, the European Commission (EC) assisted the Government of Yemen (GoY) in formulating, developing and adopting its National Food Security Strategy (NFSS). The GoY endorsed the document in July 1999. Although the strategy was based on a comprehensive diagnostic, it suffered from several weaknesses: lack of ownership, weak assessment of the institutional capacity, etc. Today there is little evidence of a consistent follow-up of the strategy in GoY policies and programmes, except for some donor-funded projects. The NFSS has not been updated since its initial formulation. Available data on food access and nutrition are often outdated or inaccurate. Fast, reliable, and accurate information, which is a must to understand food security evolution and challenges, is not available under present conditions.

The 2008 food crisis has contributed to a renewed drive to formulate a sustainable and updated Global Food Security Strategy (GFSS). This strategy is being supported under the Food Security Thematic Programme (FSTP) 2007 in collaboration with the World Bank, the GTZ and the International Food Policy Research Institute (IFPRI). It will address all three dimensions of food security: availability, access and consumption / utilisation of food. It will take into account economy-wide linkages between production, poverty, natural resources and health, and address nutrition challenges. The analytical work on this strategy has started with the support of a research team from IFPRI, and preliminary outcomes have already been discussed by a technical committee composed of relevant Ministries, international agencies and donors, private sector and civil society representatives, and other stakeholders.

This National Food Security Information System (FSIS) project will form an integral part of the development of the GFSS as it will seek to improve data collection, analysis and use for informing its preparation and implementation. In conformity with the objectives of the FSTP component 2, this FSIS is an essential element for supporting GoY institutions in charge of food security policy and developing effective linkages with the decision-making level.

Food Security issues

In the medium to long term, the country is facing major constraints in terms of national food security: (i) Fast increasing population; (ii) Acute land scarcity problems relative to rural population growth; (iii) Excessive dependency on declining oil exports to finance imports; and (iv) Unsustainable groundwater use and current misuse of water, which hinder improvements of low productivity rain-fed agriculture and livestock sub-sectors.

In the short term, the GoY response to food insecurity focuses on the need to minimise the impact of economic reform measures through social support. Therefore, the GoY increased allocations to social funds. With EU support, the Social Welfare Fund (SWF) is now in the process of overcoming its main initial difficulties, and is collecting and analysing relevant quantitative data on poverty distribution, on coping mechanisms, etc. However, the SWF data are demand driven, and therefore do not necessarily represent a significant sample of poverty across the total population. Also, the SWF does not monitor under-nourishment or malnutrition among the households living below the poverty line.

Food security information

To date, the GoY and primary stakeholders - national and international - have very limited qualitative and quantitative information on the prevailing food security situation in Yemen. For example, Regional Food Balances - RFBs similar to NFB - cannot be established for the Governorates with the information on hand. Consequently, decision-makers in the regions do not have access to relevant analyses or objective sources of coordinated information that would enable them to assess the food security situation in the area under their jurisdiction, and to take appropriate corrective action if necessary. However, various initiatives and projects have been implemented in specific areas, and existing data can already provide some indication about food security in these areas.

In order to help evaluate the impact of these projects and, more importantly, in order to inform the GoY on its policies and strategies, the EU has earmarked FSTP funding for a National FSIS. In 2003, the EU has co-financed the Food Insecurity and Vulnerability Information and Mapping System (FIVIMS) survey, implemented by FAO as an extension of the planned national agricultural census. The information collected is useful but the methodology used (open questions to the sample population selected for the agricultural census) is questionable. The latest data on poverty (Household Budget Survey) dates back to 1998 and since then the World Bank has used extrapolation methods. In 2008, another Household Budget Survey was funded by the EU for the SWF and its results will be available in July 2009.

National institutions

The Central Statistical Organisation (CSO) will be the Government institution in charge of the FSIS project implementation at national and regional levels through its decentralised branches in the Governorates. At national level, the FSIS will be placed under the authority of the inter-ministerial National Food Security Body (NFSB) currently being established by combining the existing Joint Task Force and the Food Council in order to develop, implement and monitor the new Global Food Security Strategy.

The CSO is the only Government institution responsible for collecting, processing, disseminating and publishing official data and statistical information – demographic, social, economic and environmental – as well as addressing the information needs of businesses and their organisations. To ensure optimal utilisation of CSO data, it also endeavours to meet the needs of statistical analysts, research centres, universities and other concerned parties.

The most important goals of the CSO are to create a unified and comprehensive statistical system for the Republic of Yemen, to keep pace with the developments in society, and to unify the criteria, conceptions, definitions, and terms, for developing the statistical system as a tool for planning and development in every field. It coordinates with its branch offices located in most Governorates, including Al Hodeidah where the pilot FSIS is currently being developed under CSO coordination. Under the GoY policy of decentralisation, the CSO also delegates increased responsibilities to its Governorate level entities.

The CSO produces several publications, censuses and surveys, including statistical yearbooks. A considerable bulk of statistical tables and macro-economic data (limited to national indicators) including demography, labour force, poverty, health, nutrition, agriculture, water and wastewater, environment and land-use, house and housing conditions, energy etc. is available and could be used for analysis and comparison.

Local institutions

Under its decentralisation policy, the GoY is no longer involved in detailed planning and budgeting for the Governorates. To prepare its annual budget, the Ministry of Finance (MoF) sets indicative targets for each Governorate, which then transmit their consolidated budgets to the MoF before end of June. The Governors' budgets are based on the requirements of the local branch offices of each Ministry, which are then consolidated by the local branches of the Ministry of Planning and International Cooperation (MoPIC).

In the Governorates, future efforts to establish an FSIS will be directly influenced by the decentralisation policy. The Governor chairs two councils: an elected "Local Council" and an "Administrative Council" composed of the heads of the local branches of each Ministry. The decision power of both councils is far-reaching, and may increase over the years to come.

This will have to be taken into account for the Governorates of Al Hodeidah, Taiz and Hajja selected for this new phase of the FSIS project. In the Tihama coastal plains - a natural region that covers all the Governorate of Al Hodeidah and the lower parts of the two neighbouring Governorates - the Tihama Development Authority (TDA) is in charge of agricultural and rural development. Therefore, all functions of the Ministry of Agriculture and Irrigation (MAI) in the Tihama region have been consolidated under TDA. The chairman of TDA is a member of the Governorate administrative council, and works under the chairmanship of the Governor on equal terms as the heads of local branches of all other Ministries.

2.2. Lessons learnt

As in all regions under severe food insecurity, the FSIS will be a vital tool to allow the GoY to analyse the situation and implement appropriate responses for the benefit of vulnerable populations. It will also help the GoY in co-ordinating the response better by forging effective partnerships between central and regional entities, and with its international partners.

However, experience with other FSIS projects shows that the main limitations are the quality and reliability of information, which should be standardized among the different regions, and the linkages with decision-making bodies. In both areas, the role of national-level institutions is crucial, and they should involve all concerned stakeholders, particularly Ministries.

In Yemen, the central unit is already under implementation and will be strongly linked to the new National Food Security Body (NFSB) being set up through the FSTP 2007 and the Annual Action 2009 programmes. This body will take responsibility for the central FSIS unit and will be in charge of the coordination of all stakeholders. The data and analyses provided by the FSIS will help decision-makers assess the needs of the country and plan their response.

2.3. Complementary actions

The proposed FSIS project will be used to expand the Food Security Information System already launched under FSP 2004 and 2006. The previous phase included the establishment of the Central Component, the coordination mechanisms and the implementation of a pilot system at regional level in the Governorate of Al Hodeidah. The present phase will strengthen the Central level and its links with decentralised units, while expanding the system into two new Governorates within the Tihama region.

Under FSP 2004-2006, the CSO is currently setting up institutional mechanisms in its premises with Technical Assistance. First, it is recruiting staff among key stakeholders within the GoY for establishing the temporary FSIS Coordination Unit (CU) at central level. This CU will be incorporated under the authority of the NFSB once it is fully established. And second, it has organized the first Steering Committee Meeting in February 2009 to discuss urgent actions required from GoY side.

Additionally, for developing its pilot FSIS in Al Hodeidah Governorate, the CSO is setting up a regional Implementation Unit (IU) at CSO branch office. The IU is similar in its temporary nature and composition to the CU in Sana'a but is exclusively tasked with implementing the project in the Governorate, while the CU in Sana'a is working more on the institutional strengthening and national co-ordination tasks. These institutional mechanisms are included in the expanded FSIS and will be fully incorporated into the Government structures.

The FSIS will also provide support to the IFPRI experts working on the Global Food Security strategy (GFSS) and contracted under FSTP 2007. Activities are co-ordinated and facilitated at the national level by the Ministry of Planning and International Cooperation (MoPIC).

2.4. Donor coordination

Various donors have been responding to the 2008 food crisis and the MoPIC has established a *Joint Task Force*. The focus was on short-term interventions such as food distribution, treatment for cases of malnutrition and distribution of seeds and fertilizers, implemented particularly by WFP and UNICEF. In parallel, the Ministry of Industry and Trade (MoIT) established a *Food Council* whose mandate focuses on market regulation.

The World Bank and the EU (under FSTP 2007) are supporting the development of the updated Global Food Security Strategy (GFSS). Other donors, particularly Japan and Germany are also engaged in the agriculture sector and rural water management. The GTZ is providing Technical Assistance for implementing the GFSS. This increasing donor involvement will require enhanced coordination mechanisms placed under GoY authority, and the development of joint review and implementation mechanisms.

To this aim, the *Joint Task Force* and the *Food Council* are being merged and consolidated into the National Food Security Body, assisted by a Technical Secretariat and the FSIS central unit. The NFSB is an inter-ministerial institution in charge of preparing, endorsing and implementing the Food Security strategy. It will ensure better GoY ownership and improved coordination with all stakeholders involved in Food security (Ministries, para-state agencies, international organisations, donors, international and national NSAs, etc.).

3. DESCRIPTION

3.1. Objectives

The overall objective of the project is to support the efforts of the Government of Yemen towards reducing the number of food insecure people in Yemen through the strengthening of a relevant, effective and sustainable National Food Security Information System.

This project will develop the ongoing FSIS programme and will be used to achieve the three following specific purposes within its overall objective:

- Strengthen the central FSIS institutional structure and integrate it within the NFSB
- Expand the FSIS to the whole of the Tihama region i.e. in two additional Governorates
- Train and build government capacities on FSIS at both national level and in the Governorates to consolidate and sustain the integration of the overall structure

3.2. Expected results and main activities

Project component 1: Strengthening of the central FSIS institutional structure

Project Purpose 1 / Expected Result 1 (PP1 / ER1): Effective participation of all relevant institutions – government and non-government – in the FSIS central coordination structure:

- Organise regular Steering Committee meetings
- Clearly define the role and responsibilities of the FSIS central Coordination Unit (CU) within the CSO and later within the National Food Security Body
- Establish participatory coordination mechanisms with international development partners (e.g. donor forum) and national non-governmental stakeholders (including civil society and private sector representatives)

PP1 / ER2: Information provided by the FSIS is used by key GoY decision-makers (MAI, MWE, MoF, Ministry of Social Affairs - MOSA, MoPHP and MoPIC) and other stakeholders:

- Analysis and mapping of decision-making processes and institutions related to Food Security
- Implement specific short training programmes for decision-makers on Food Security
- Consolidate information provided by the regional levels with other national sources
- Develop effective presentation tools and disseminate national Food Security information among all stakeholders

PP1 / ER3: Integrate the FSIS central unit in the National Food Security Body and closely coordinate with the Governorates' Implementation Units:

- Establish an agreement between the CSO and the NFSB for the distribution of FSIS management responsibilities and integration of the temporary CU into the NFSB
- Build and/or strengthen linkages between the FSIS regional components and the existing National FSIS

Project component 2: Expansion of the pilot to the whole of Tihama region

PP2 / ER1: Effective institutional systems are in place to coordinate the collection, analysis and distribution of the Tihama's Food Security Information in Taiz and Hajja Governorates:

- Establish new FSIS regional Implementation Units in the Governorates of Taiz and Hajja and link them to the information networks
- Expand the Steering Committee to include representatives from the new Governorates
- Strengthen National FSIS unit links with regional units

PP2 / ER2: Sound and cost-effective methods are in place to collect and process dynamic information relevant to food security in the Tihama:

- Share methods, tools, database and necessary skills on FSIS, and develop cross-learning practices between Al Hodeidah and FSIS regional units in new governorates
- Establish information exchange and consolidation mechanisms to collect, share and compile food security information between national and local levels

PP2 / ER3: FSIS regional Implementation Units in the Tihama Governorates as well as key stakeholders have adequate human resources and expertise to collect, analyze and use FS information. Stakeholders are involved in information dissemination and use:

- Elaboration of a proposal by the Steering Committee to allocate staff to the FSIS units at regional level, to be submitted to the MoF
- Approval process is led by the Steering Committee and followed closely by the CSO and MoPIC with the MoF
- Awareness campaign to stakeholders in the two new Governorates, including donors, Non State Actors and private sector representatives
- Share strategies and mechanism to ensure information dissemination

Project component 3: Training and capacity building of stakeholders at central level and in the Governorates

PP3 / ER1: FSIS national and regional units as well as key stakeholders have adequate and sustainable capacities to collect, analyze and/or use Food Security information:

- Training needs assessment of GoY at regional and national levels
- Capacity building programme preparation and implementation at regional and national levels, with Technical Assistance support
- Awareness campaign and visibility action to keep stakeholders informed at national level, including donors, Non State actors and private sector

PP3 / ER2: The FSIS project produces both relevant and high quality information to meet the needs of all relevant institutions - local, international, governmental:

- Evaluation of the first phase of the project and determination of main weaknesses in the system at national level and in the pilot phase in Hodeidah
- Implementation of a sustainable system of control to ensure high quality of primary data collected at local level – communities and Governorates

3.3. Risks and assumptions

- The GoY will continue to give priority to food security and poverty reduction strategies.
- The GoY keeps its commitment to ensure autonomy of FSIS thus guaranteeing independence from political pressure on the nature of information.
- Financial support is assured through adequate resources committed on a predictable, multi-annual basis; otherwise the expected outcomes may not occur in the established timeframe.
- The GoY on-going decentralisation policy continues to evolve in a favourable manner in terms of political and financial support to Governorates.
- Institutional mechanisms, roles and responsibilities of concerned stakeholders are clearly defined and agreed.
- Cooperation and coordination among all stakeholders is maintained and users are involved in the FSIS operation. This is an essential factor of success of any FSIS.

3.4. Crosscutting Issues

Gender equality

In order to provide decision-makers with adequate information on food insecurity and vulnerability for both women and men, all data collected and processed by the Food Security Information System will be disaggregated by gender. Non State Actors, including community-based women organisations, will be closely associated to the work of the central and regional FSIS units.

Capacity building

This project will focus on the development of expertise on food security information and strengthen institutional capacities of all stakeholders of the FSIS programme with a view to improve linkages between information and decision-making.

3.5. Stakeholders

The Central Statistic Organisation (CSO): the CSO is responsible for collecting, processing, disseminating and publishing all official data and statistical information. It is in charge of the FSIS implementation at both central and Governorate level.

Ministry of Agriculture and Irrigation (MAI): the MAI fields of competence range from research, cooperatives to significant extension services. Moreover, the Ministry of Agriculture and Irrigation is responsible for irrigation management through its General Directorate of Irrigation (GDI). In practice GDI services are very much confined to a small dams programme. The management of spate irrigation systems has been delegated to autonomous regional offices such as the Tihama Development Authority.

Ministry of Water and Environment (MWE): the MWE was established in May 2003 to reorganise the water sector, with the aim of creating an institutional structure for integrated water management and to prepare the necessary institutional and investment conditions to face the increasing water problem in Yemen. MWE is monitoring efforts in all sectors including agriculture and irrigation which consumes 90% of the water.

Ministry of Planning and International Cooperation (MoPIC) and Ministry of Finance (MoF) are the two key central-level ministries entrusted with coordination and management tasks. This is especially vital to FSIS project as the food security depends on the successful coordination of activities between different line ministries. The MoPIC is also responsible for the establishment of the NFSB.

Ministry of Public Health and Population (MoPHP): the MoPHP is the organisation responsible for the health sector in Yemen. However, there are number of other public and private organisations involved in the financing, planning, management and/or delivery of health services in Yemen, including private and autonomous hospitals. There are 21 Directors-General (DG) in the regions who are heading the Governorate Health Offices.

The Tihama Development Authority: as mentioned above, the TDA is in charge of agricultural and rural development within the Tihama plains and will be involved in the implementation of the pilot FSIS in the three Governorates under its jurisdiction.

International agencies, donors and Non State Actors organisations involved in Food Security will be invited to FSIS meetings and informed of the results. They will be closely involved in the utilisation and dissemination of the results.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

A Financing Agreement covering all components of the action will be signed with the GoY. All components of the project will be implemented under centralised management. A Steering Committee chaired by MoPIC and later by the NFSB will supervise project implementation.

Regional Implementation Units will be established in the Governorates of Hajja and Taiz, through the local representation of CSO, which will be the institution in charge of the project. The stakeholders are the same at all levels, represented by their regional branches. The Governorate FSIS Committee will be chaired by the Governor.

4.2. Procurement and grant award procedures

All contracts implementing this action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the DCI Regulation. Further extensions of this participation to other natural or legal persons by the concerned authorising officer shall be subject to the conditions provided for in articles 31(7) and (8) DCI.

4.3. Budget and calendar

The maximum EU contribution is **EUR 3 million**. The indicative budget breakdown is set out as follows:

Categories	EU Contribution (EUR)	Implementation modality
Component 1 (strengthening of the FSIS central structure)	500,000	Centralised management
Component 2 (extension of the pilot to the whole Tihama)	1,850,000	Centralised management
Component 3 (training and capacity building)	400,000	Centralised management
Contingencies	150,000	Centralised management
Audit and Evaluation	100,000	Centralised management
TOTAL	3,000,000	

The operational duration of the action will be 36 months from the signature of the Financing Agreement.

4.4. Performance monitoring

The project will be subject to both internal and external results oriented monitoring. The internal monitoring functions will be carried out by the EU Delegation in Sana'a. The external monitoring will be undertaken by external monitors.

4.5. Evaluation and audit

The project will be subject to external evaluation and auditing missions to be conducted by consultants contracted by the European Commission.

4.6. Communication and visibility

The tender documents financed under the project will include a provision for a separate "EU visibility" component. The latter may consist of brochures, articles and reports, visits, conferences, seminars, promotion materials etc. intended to publicise activities of the project, to be delivered by the "supplier", the "service provider" or the "(sub-)contractor" upon provisional and/or final acceptance of deliveries. Standards regarding visibility will be derived from the "EU visibility guidelines for external actions" (http://ec.europa.eu/europeaid/visibility/index_en.htm).