



Food and Agriculture
Organization of the
United Nations

Yemen

Emergency Livelihoods Response Plan

2019

Supporting agriculture-based livelihoods



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Acronyms

| | |
|-------------|---|
| ELRP | Emergency Livelihoods Response Plan |
| FAO | Food and Agriculture Organization of the United Nations |
| FSAC | Food Security and Agriculture Cluster |
| HRP | Humanitarian Response Plan |
| IPC | Integrated Food Security Phase Classification |
| NGO | Non-governmental Organization |



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2018 in review



to support

3.1 million people



USD 52 million

mobilized in 2018

In 2018, a wide range of support was provided to boost household production capacity, increase purchasing power, diversify livelihoods and improve the overall food security situation in Yemen.

As of January 2019, the 2018 Yemen Humanitarian Response Plan (HRP) was 86.9 percent funded against the requested USD 2.96 billion – the largest proportion of which was used to fund food security and agriculture (mainly food assistance), health, nutrition and protection cluster-related interventions. The focus was mainly on life-saving, protection as well as provision of essential services and livelihoods support in the most severely affected districts and governorates through an integrated response approach.

Within the same period, the Food and Agriculture Organization of the United Nations (FAO) mobilized USD 52 million to provide agricultural livelihood inputs and services to more than 436 465 most vulnerable and food insecure households (3.1 million people).

It has been recognized that without the integrated massive humanitarian support provided to the most vulnerable households in the most severely affected districts and governorates, famine would not have been prevented.

In 2019, addressing key drivers of food insecurity and malnutrition will be crucial, vulnerability factors that compounded the current situation should be addressed, especially given that the conflict has become protracted in nature.



Overview



to assist
7 million people



FAO requires
USD 135 million



period
**January–
December 2019**

Yemen is the world's largest humanitarian crisis where the population faces constant threats to their lives and livelihoods. The ongoing conflict has led to a severe economic decline and collapsed essential services, taking an enormous toll on the population and exacerbating existing vulnerabilities. The expansion of the conflict has also led to large-scale displacements and high rates of malnutrition.

Based on the Integrated Food Security Phase Classification (IPC) analysis in December 2018, 151 districts out of 333 would likely be in a more severe phase in the absence of Humanitarian Food Assistance. Food assistance is currently reaching 30 percent of households in Yemen and is considered an important primary source of food. It is estimated that, in the absence of the mitigating effects of humanitarian food assistance, the population in need of urgent action (IPC Phase 3 and above) would reach 20 million (67 percent of total population) including 240 000 (1 percent) in Catastrophe (IPC Phase 5), 32 percent (9.6 million) in Emergency (IPC Phase 4) and 34 percent (10 million) in Crisis (IPC Phase 3).

In response, FAO developed the Yemen Emergency Livelihoods Response Plan (ELRP) 2019. This plan guides FAO's response to prevent the levels of food insecurity and malnutrition from worsening. It sets out key emergency agricultural livelihood interventions to be implemented within the framework of the 2019 HRP. The ELRP was prepared after an extensive analysis of the drivers of food insecurity and malnutrition in Yemen, a thorough review of various assessment reports, and discussions with FAO technical staff, relevant government line ministries and local authorities.

The overall objective of the plan is to accelerate livelihoods recovery for sustained food security and income opportunities for the most vulnerable households through improved availability and access to food, economic empowerment, agricultural infrastructure improvement, capacity development and effective coordination of interventions. Implementing the ELRP will require USD 135 million to support 990 900 households (7 million people) over a 12-month period in the districts with high levels of food insecurity as classified by the IPC.



Situation analysis



Without Humanitarian Food Assistance, **20 million** people (**67%** of the total population) would be severely food insecure, including **238 000** people in Catastrophe (IPC Phase 5)



3 million people malnourished, including **1.1 million** pregnant and lactating women and more than **400 000** severely acutely malnourished children

Four years on, the ongoing conflict has internally displaced more than 3.3 million people spread over 22 governorates, led to a severe economic decline and collapse of essential services, taking an enormous toll on the population and exacerbating existing vulnerabilities. Since the conflict escalated in mid-March 2015, the humanitarian and food security situation in Yemen have significantly deteriorated. People have exhausted their coping mechanisms, leading to widespread food insecurity and malnutrition in the country. The conflict has severely compromised food production, disrupted economic activities, destroyed people's livelihoods and reduced their purchasing power, making it difficult for them to meet their minimal food needs.

Before the conflict, significant underlying vulnerabilities made Yemen prone to food insecurity and famine.¹ They include decades of underdevelopment, chronic malnutrition and aggravating environmental factors, such as severe water scarcity.² Yemen relies on imports for more than 70 percent of the food consumed at household level and 90 percent of the main staple food (wheat), while the supply of fuel imports only covers approximately half of national requirements. More than 80 percent of Yemenis live below the poverty line, out of pocket expenditures have been on a steady rise over the past years and critical public services have remained underdeveloped for decades. Even pre-2015 conflict, 70 percent of the population had no access to safe drinking water and 40 percent had no access to basic health services. Moreover, Yemen is in dire need of strengthening its agriculture sector, specifically revitalizing crop and livestock production. While only a small proportion of food is produced domestically, nearly two-thirds of Yemenis derive their livelihoods from agriculture.

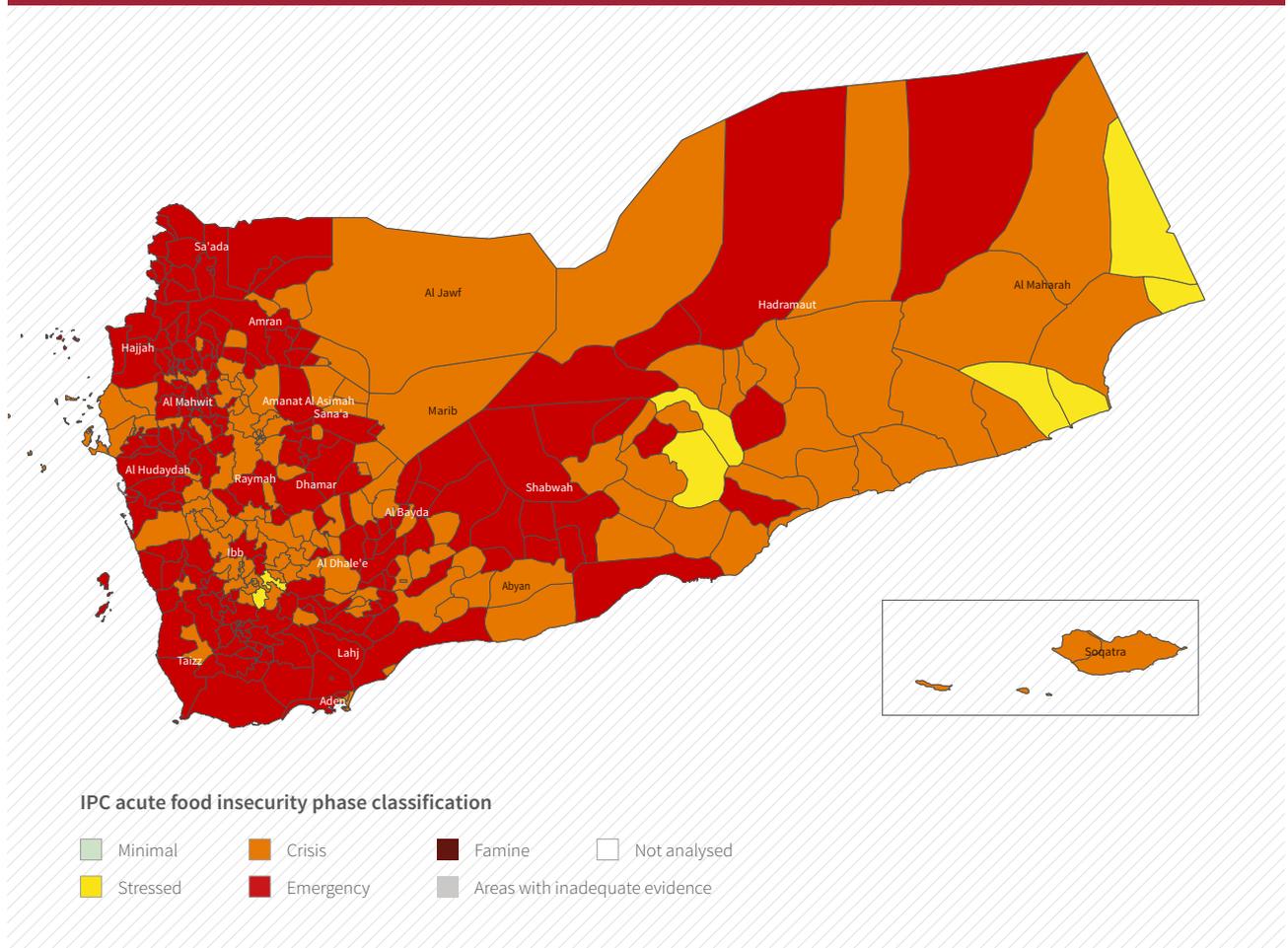
Millions are malnourished, including pregnant and lactating women and children. Stunting levels remain high, with recent surveys showing increases in the last two years. In the absence of Humanitarian Food Assistance, 67 percent of the population would be experiencing Crisis or worse levels of food insecurity and would require urgent assistance to save their lives and livelihoods. Of great concern is a quarter of a million people who would be in Catastrophe (IPC Phase 5) spread over 45 districts in 13 governorates in the country³ – their situation could worsen if no urgent action is taken. Al Hudaydah, Amran, Hajjah, Taiz, Al Jawf, Marib and Sa'ada were identified as the worst affected governorates.

¹ Famine is a catastrophe when substantial deaths occur due to lack of food consumption alone or its interaction with disease. A series of events between severe food deficits, acute malnutrition and high mortality (more than two deaths per 10 000 people per day).

² Yemen is currently the seventh most water scarce country in the world, with the per capita share of renewable water resources of only around 80 m³.

³ The 45 districts are not classified under IPC Phase 5. The aim is to indicate the whereabouts of the people in a situation of catastrophe.

Figure 1. Acute food insecurity situation (December 2018–January 2019)



Source: IPC Yemen Technical Working Group, December 2018

The continuing depreciation of the Yemeni Rial is another major factor impacting food security. In the past year, the Rial has depreciated 47 percent against the United States dollar. Since September, it has lost 20 percent of its value. The impact of this depreciation affects every family in Yemen. In October/November 2018, the price of the basic food basket had increased by 25 percent of the pre-crisis levels. Hundreds of thousands of families are being forced out of local markets and more are likely to be forced out unless the currency stabilizes. Prices of agricultural inputs have also doubled. The currency crisis has also led to an almost complete collapse of public services (agricultural extension, veterinary services, irrigation, health and water) and collapse of national systems (social protection) due to lack of public funds for salaries and operational costs, driving humanitarian needs and food insecurity. The currency crisis has also forced the price of fuel up by 45 percent. Soaring fuel costs are already impacting transport, water, electricity, health and sanitation services.

Rationale

Agriculture

Agriculture, which used to be the mainstay of the population, has been greatly compromised leading to low food production and availability. Around 70 percent of the total population of 29 million, used to rely on agriculture for their livelihoods. Economic access to food has also been significantly affected due to the low household purchasing and shrinking imports of essential commodities such as wheat flour, rice, milk, sugar, cooking oil and fuel.

Crop production

Over the years, crop production has declined mainly due to conflict and other factors such as drought, water scarcity, insufficient and erratic rainfall, declining soil productivity, poor crop management practices and shortage of inputs. The most recent threat to crop production, especially of cereals, is the fall armyworm, which was first identified in Yemen in July 2018. The invasive pest has a wide host range and, if not controlled, has the potential of dramatically causing huge yield loss, thereby affecting the food security situation in Yemen. FAO in collaboration with counterparts and other actors are currently putting in place measures to manage the pest.

Livestock

The livestock sub-sector has been significantly affected by the conflict and yet it is one of the main sources of income of the rural population as it is considered as one of the repositories of wealth and a cushion against shocks for at least one in every three households owning livestock in the country. Many animals have been killed by attacks on farms and agricultural facilities. Conflict has aggravated the already reduced livestock productive capacity caused by low investment, limited access to livestock production inputs and veterinary services, inadequate availability and access to quality animal feed, and epidemic and infectious diseases.

Fisheries

Like the crop and the livestock sub-sectors, the fisheries sub-sector is vital for the coastal population who have greatly suffered from the brunt of the ongoing conflict. Before the conflict, the fisheries sub-sector was the third in order of importance contributing up to 3 percent share of the gross domestic product.⁴ It has significant potential to diversify Yemen's economy creating more employment opportunities for social-economic

⁴ The International Fund for Agricultural Development: Fisheries investment project for Yemen (2010)

development of the country⁵ considering that 71 percent of the fishers' community is very poor, 21 percent poor and only 8 percent is above poverty line. The sub-sector used to account for 1.5 percent of the national labour force supporting the livelihoods of 3.2 percent of the population. In fact, it used to be the major source of employment, income and food security throughout the coastal areas.

Natural resources

The destruction of Yemen's natural resources is being exacerbated by the conflict. Conflict is compounding the existing challenges of demographic pressure, weak governance and institutions, poor management and the consequences of climate change. The natural vegetation and forests have been degraded and have almost disappeared due to overcutting for construction, fuelwood, fodder and concentration of the displaced people in some locations.

⁵ Republic of Yemen, Ministry of Fish Wealth, National Fisheries Strategy (2012–2025)



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FAO's strategic approach



to assist

7 million people



FAO requires

USD 135 million



period

**January–
December 2019**

Objective

The overall objective of the plan is to accelerate livelihoods recovery for sustained food security and income opportunities for 990 900 most vulnerable households (7 million people) in Yemen through availability and access to food, economic empowerment, agricultural infrastructure improvement, institutional support, capacity and value chain development, water resource management, cash-based interventions and coordination for effective decision-making activities.

Planned interventions

Proposed interventions will target the most vulnerable and food insecure households in IPC Phases 2, 3 and 4 that have been identified and prioritized in the December 2018 IPC. The focus of the assistance will mainly be on households in displaced, marginalized and host community settings who are facing difficulties in accessing basic services and conducting livelihood activities.



Outcomes

The Plan aims to accelerate livelihoods recovery for sustained food security and income opportunities for the most vulnerable households in Yemen through availability and access to food, economic empowerment, livelihoods restoration, agricultural infrastructure improvement, institutional support, capacity and value chain development, water resource management, cash-based interventions and coordination for effective decision-making activities. The main outcomes with specific outputs, set of targets and indicators, and assumptions are outlined in the logical framework.

Table 1. Projected costs and outcomes of the FAO Yemen ELRP 2019

| Outcome | Total (USD) |
|--|----------------------|
|  <p>Outcome 1. Improved availability and access to food for the most vulnerable and food insecure households</p> | 14.1 million |
|  <p>Outcome 2. Economic empowerment and restored livelihoods of the most vulnerable and food insecure households</p> | 117.9 million |
|  <p>Outcome 3. Enhanced capacity of national institutions and private sector engagement</p> | 1.8 million |
|  <p>Outcome 4. Strengthened coordination for effective humanitarian response</p> | 1.2 million |
| Total | 135 million |



to achieve
Outcome 1



FAO requires
USD 14.1 million



period
**January–
December 2019**

Outcome 1. **Improved availability and access to food for the most vulnerable and food insecure households**

Output 1.1. Enhanced food production capacities of 795 900 most vulnerable and food insecure households

- Distribute 3 600 tonnes of cereal seeds to 170 000 households.
- Distribute 625 tonnes of forage seeds (sorghum and cowpeas) to 25 000 households.
- Vaccinate and treat 8.5 million animals belonging to 600 000 households against transboundary animal diseases.
- Repair or provide 300 boat engines belonging to 900 households.



to achieve
Outcome 2



FAO requires
USD 117.9 million



period
**January–
December 2019**

Outcome 2. **Economic empowerment and restored livelihoods of the most vulnerable and food insecure households**

Output 2.1. Diversified income-generating opportunities and livelihoods of 78 000 most vulnerable and food insecure households

- Provide 45 000 livestock restocking kits to 45 000 female-headed households.
- Provide 1 300 dairy processing equipment and tools to 13 000 households.
- Distribute 1 000 fodder chopper machine kits to 10 000 households.
- Distribute 2 000 beekeeping kits to 10 000 households.

Output 2.2. Rehabilitated and restored agricultural infrastructure and facilities to support 116 500 most vulnerable and food insecure households

- Rehabilitate 30 facilities (landing sites, markets, shipyards, etc.) through employment to benefit 1 500 households.
- Distribute 28 333 drip irrigation systems and accessories to 85 000 households.
- Distribute 4 800 greenhouse kits to 24 000 households.
- Provide 200 solar pumps to 6 000 households.



to achieve
Outcome 3



FAO requires
USD 1.8 million



period
**January–
December 2019**

Outcome 3. Enhanced capacity of national institutions and private sector engagement

Output 3.1. Improved capacity of counterpart institutions in early warning, quarantine and food safety

- Support six centres to improve their early warning system for animal disease outbreaks.
- Provide equipment and technical support to seven centres and laboratories.
- Rehabilitate and equip five fish laboratories to improve fish quality and safety.
- Train 500 community animal health workers.
- Involve the private sector in activities related to rehabilitation and equipment of laboratories, and dissemination of early warning information.



to achieve
Outcome 4



FAO requires
USD 1.2 million



period
**January–
December 2019**

Outcome 4. Strengthened coordination for effective humanitarian response

Output 4.1. Improved coverage of food security and agricultural livelihood needs in the most affected governorates

- Support evidence-based information generation, analysis and dissemination to inform food security and agricultural livelihoods cluster (FSAC) and humanitarian response programming.
- Lead discussions on food security- and agricultural livelihood-related issues at cluster and inter-cluster levels, especially when developing key strategic and advocacy documents (HRP and Humanitarian Needs Overview).
- Support planning and implementation of joint intra-cluster or inter-cluster projects/programmes for effective coverage of food security and nutrition needs.

Implementation arrangements

Institutional framework

FAO has country representation based in Sana'a as well as sub-offices in other parts of the country to be closer to the people most in need. These offices continue to be strengthened as circumstances allow. With the collaboration of its partners, FAO is able to reach all 22 governorates. FAO operations also benefit from the expertise available at the Regional Office for the Near East and North Africa in Cairo, Egypt and FAO headquarters in Rome, Italy. FAO has developed resilience-based frameworks and action plans for a number of crisis-affected countries in the Near East and North Africa region and will provide important technical support in the various technical areas of the proposed action. FAO headquarters will support the proposed action as required, in particular through the Strategic Programme – Resilience, whose role is to provide technical assistance to country offices and share FAO's global knowledge in building livelihood resilience in the face of threats and crises.

Coordination and partnership

Coordination of interventions will be done within the framework of FSAC coordination arrangement. Planning will be conducted in close collaboration with the authorities and counterpart institutions in the country (Ministry of Agriculture and Irrigation, Ministry of Fish Wealth, Ministry of Planning and International Cooperation) to facilitate clearances for movement of FAO personnel to and from locations where interventions are being implemented. FAO will implement its programme directly, unless access to certain areas requires partnership with national and international Non-governmental Organizations (NGOs).

Accountability to affected populations

FAO will strive to ensure that the principles of accountability to affected populations are integrated into the various phases of the programme cycle, recognizing in particular opportunities to collaborate among agencies in order to ensure complementarity and coherence when engaging with communities. Good practices identified after operating in similar contexts will be taken into consideration. These include the use of beneficiary-sensitive distribution protocols, communicating with target beneficiaries in local languages and inviting feedback (even if informally) on the quality and appropriateness of FAO's support.

Monitoring and reporting

FAO has a monitoring system that helps track all interventions implemented in the country and links them to the FAO Corporate Strategic Framework. FAO will collect information on the performance of the interventions and provide updates on a regular basis through FSAC. The resource partner community will be briefed and updated on the progress of the Plan's implementation as per the FAO briefing schedule.

Communication and outreach

The ELRP aims to strengthen and support efforts in advocacy, awareness raising, knowledge management and communication, as well as other initiatives that raise awareness of emergency interventions targeting agricultural livelihoods.

In particular, the strategy will focus on the following areas:

- Increase awareness, knowledge, understanding and visibility of the importance of emergency interventions targeting agricultural livelihoods in the fight against hunger.
- Advocate for greater commitment and financial investment in emergency agricultural livelihood activities from resource partners, humanitarian partners and authorities.
- Promote good practices that can be scaled up and institutionalized.

To maximize reach, various groups will be targeted, including local institutions, government agencies, project partners (including NGOs and community-based organizations), the humanitarian community, local and international media, resource partners and beneficiaries.

Logical framework

Strategic objective



Accelerate livelihoods recovery for sustained food security and income opportunities for the most vulnerable households in Yemen.

| Outcome | Indicators and targets | Budget (USD) | Assumptions |
|---|---|----------------------|---|
| <p>Outcome 1. Improved availability and access to food for the most vulnerable and food insecure households</p> <p>Output 1.1. Enhanced food production capacities of 795 900 most vulnerable and food insecure households</p> | <ul style="list-style-type: none"> Percentage of target beneficiaries with a household dietary diversity score of at least 6 Type and quantity of inputs provided Number of households supported Average yield per household Reduction in outbreaks and spread of livestock diseases | 14.1 million | <ul style="list-style-type: none"> Improvement in the security situation allowing more access to the affected governorates and factors of production by target beneficiaries |
| <p>Outcome 2. Economic empowerment and restored livelihoods of the most vulnerable and food insecure households</p> <p>Output 2.1. Diversified income-generating opportunities and livelihoods of 78 000 most vulnerable and food insecure households</p> <p>Output 2.2. Rehabilitated and restored agricultural infrastructure and facilities to support 116 500 most vulnerable and food insecure households</p> | <ul style="list-style-type: none"> Percentages of households with diversified income sources and livelihoods Percentage of households with increased purchasing power Number of agricultural infrastructure and facilities rehabilitated Amount of cash injected into local economy Number of households supported | 117.9 million | <ul style="list-style-type: none"> Willingness of national and international NGOs to work with FAO in hard-to-reach areas Security situation will allow timely recruitment, procurement and delivery of project inputs Presence of staff not impeded by travel bans or blockades |
| <p>Outcome 3. Enhanced capacity of national institutions and private sector engagement</p> <p>Output 3.1. Improved capacity of counterpart institutions in early warning, quarantine and food safety</p> | <ul style="list-style-type: none"> Quality and timeliness of early warning, quarantine and food safety services provided by counterpart institutions Number of centres and laboratories rehabilitated and equipped Number of personnel trained | 1.8 million | <ul style="list-style-type: none"> Weather conditions are favourable for project implementation |
| <p>Outcome 4. Strengthened coordination for effective humanitarian response</p> <p>Output 4.1. Improved coverage of food security and agricultural livelihood needs in the most affected governorates</p> | <ul style="list-style-type: none"> Effective and timely response to food security and agricultural livelihood needs Proportion of 2019 food security and agricultural livelihood needs covered Number of joint programmes/ activities implemented Number of local partners and institutions actively involved in future humanitarian response | 1.2 million | |
| Total | | 135 million | |



Saving livelihoods saves lives

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