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THIS ACTION IS FUNDED BY THE EUROPEAN UNION

ANNEX II

of the Commission Implementing Decision on the financing of the special measure in favour of Yemen for resilience, food security and early economic recovery for 2021

Action Document for Strengthening Evidence-Based Decision Making in Yemen through Improved Food Security, Nutrition and Livelihoods Information and Analysis

ANNUAL MEASURE

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and special measure in the sense of Article 23 of NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Strengthening Evidence-Based Decision Making in Yemen through Improved Food Security, Nutrition and Livelihoods Information and Analysis CRIS number: NDICI ASIA/2021/043-277 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in Yemen
4. Programming document	No programming document / Special Measure
5. Link with relevant MIP(s) objectives/expected results	N/A
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Priority Area 1: Integrated human and social development Rural Development DAC Code: 430 Food Security Sector DAC Code: 520
7. Sustainable Development Goals (SDGs)	Main SDG (1 only): SDG 2: End Hunger, Achieve food security, improve nutrition, and promote sustainable agriculture.

	Other significant SDGs (up to 9) and where appropriate, targets: SDG 1: End Poverty in all its forms everywhere SDG 5: Achieve Gender Equality and Empower all women and Girls, SDG 13: Take action to combat climate change and its impacts.			
8 a) DAC code(s) ¹	<DAC code 1 – 52010 Food security sector – 50 % <DAC code 2 – 43040 Rural development – 25% <DAC code 3 – Basic nutrition (Household food security) -25%			
8 b) Main Delivery Channel @	41000 Delegation agreements with FAO - 41301			
9. Targets ²	<input type="checkbox"/> Migration <input checked="" type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education ³ <input type="checkbox"/> Human Rights, Democracy and Governance ⁴			
10. Markers ⁵ (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

¹ DAC sectors (codes and descriptions) are indicated in the first and fourth columns of the tab 'purpose codes' in the following document: <http://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/dacandcrscodelists.htm>

² Actual contribution to targets will be confirmed ex-post based on a standardised methodology.

³ This target is specific to INTPA. If the action is marked as contributing to the Education target, please make sure the target on "Social inclusion and Human Development" is also marked.

⁴ Thematic target for geographic programmes (at least 15%) in delegated act.

⁵ For guidance, see <https://www.oecd.org/development/financing-sustainable-development/development-finance-standards/> (go to "Data collection and resources for reporters", select Addendum 2, annexes 18 (policy) and 19 (Rio) of the reporting directive).

If an action is marked in the DAC form as contributing to one of the general policy objectives or to RIO principles as a principal objective or a significant objective, then this should be reflected in the logframe matrix (in the results chain and/or indicators).

	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
11. Internal markers ⁶ and Tags ⁷ :	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @ Tags: digital connectivity digital governance digital entrepreneurship job creation digital skills/literacy digital services	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Connectivity @ Tags: transport people2people energy digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Migration @ (methodology for tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	BUDGET INFORMATION			
12. Amounts concerned	Budget line: BGUE-B2021-14.020130-C1-INTPA Total estimated cost: EUR 8 000 000 Total amount of EU budget contribution EUR 8 000 000			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing ⁸	Indirect management with the Food and Agricultural Organisation of the United Nation, FAO.			

1.2. Summary of the Action

Yemen faces the prospect of continued conflict and a growing number of adverse humanitarian, institutional, social, and economic effects. In this challenging environment, playing a humanitarian role is not enough. The lack of complementarity between the emergency response projects and development efforts may also serve to hamper development.

⁶ The internal markers have been created to report on the implementation of the Commission's own policy priorities in areas where no DAC reporting tool is available. For the sake of consistency and comparability, the methodology is equivalent to the DAC markers, with three possible positions (main target, significant target, not targeted)

⁷ Methodology for additional tagging providing granularity on internal markers is under development.

⁸ Art. 27 NDICI

Through its development assistance and in line with the "Strategic Approach to Resilience in the EU's external action", the EU aims to strengthen local actors' capacities for resilience and to equip them with sustainable livelihood tools to weather the current crisis.

This programme aims at consolidating the national Food and Nutrition Security Information System using data collection at governorate level to better understand the key food insecurity and malnutrition drivers and better coordinate the multi-partner's interventions in the country. In particular, the intervention will be instrumental to reaching the goal of the Global Network Against Food Crises, in particular the work will revolve around production of food security information to strengthen prevention, response mechanisms and resilience interventions based on actual needs of the country.

The programme will also build on the progress and lessons learnt from its first three phases with particular attention at the balance between the data collection and its use in the decision making process and the implementation of specific interventions. The programme will be implemented at national scale.

2. RATIONALE

2.1. Context

Yemen faces a complex crisis reflecting the triple nexus of humanitarian, development and peacebuilding needs. Yemen was already the poorest country in the Middle East prior to the escalation of conflict. Between 40% and 60% of the population now has limited or no access to basic services.

According to the latest Yemen Integrated Food Security Phase Classification (IPC), in 2021 there are 16.2 million people (54 percent of the total population) facing Crisis or worse⁹ In the absence of large-scale humanitarian food assistance, the number of people in Crisis or worse (IPC Phase 3 or above) would have likely been higher. Of the total number of people in Crisis or worse (IPC Phase 3 or above), some 5 million are in Emergency (IPC Phase 4), and of greatest concern were approximately 47,000 people facing Catastrophe (IPC Phase 5).

In Yemen, over 7.4 million among the population require services to treat or prevent malnutrition, of which 2.3 million are children under five and 1.2 million are pregnant and lactating women. Among children who suffer from acute malnutrition, 67% from Severe Acute Malnutrition. The conflict has led to a growing number of female-headed households – some estimates the figure at 10 to 30% of Internally Displaced Person (IDP) households. It is a well-known fact that female-headed households are at a higher risk of food insecurity, especially when the female head is young, elderly, has a disability, is an IDP, refugee or part of a minority ethnic group. Female heads of households' vulnerability is exacerbated by the fact that, without an adult male in the household, their income decreases. This forces women into the position of assuming the role of provider, but cultural norms and security considerations do not allow them to the same degree as men. Women also face a number of well documented challenges accessing humanitarian aid.¹⁰

In 2020, civilians continued to bear the brunt of the conflict which has led to a near-collapse of the economy, devastated infrastructure and agricultural land, lack of government services, multiple displacements, and a healthcare system in tatters. Active fighting continues to drive displacement.

In addition, economic conditions remain dire. The country's already weak fiscal position was eroded by depressed oil prices, the depletion of hard currency reserves and the decline in remittances. The average cost of the food basket increased throughout the year. Lastly, according to an August COVID-19 impact assessment, 49 percent of households reported that a family breadwinner had lost their job.

⁹ Yemen: Integrated Food Security Phase Classification Snapshot (October 2020 - June 2021): <https://reliefweb.int/report/yemen/yemen-integrated-food-security-phase-classification-snapshot-october-2020-june-2021>

¹⁰ Narrowing the gender gap in Yemen, a Gender Analysis, 2019, IRC, <https://reliefweb.int/sites/reliefweb.int/files/resources/finalyemengenderassessmentreport2020.pdf>

The COVID-19 pandemic is poised to have a devastating effect on an already devastated economy and impoverished population. The pandemic is straining an already stretched healthcare system, where only 50 percent of health facilities are fully functioning, and those that continue to function lack basic equipment such as masks and gloves, oxygen and other essential supplies. The indirect effects of the pandemic are likely to be substantial. The pandemic is negatively affecting the Yemeni economy through the domestic restrictions on economic activity and, most significantly, through its impact on global markets, particularly through the plummeting oil prices and the weakening of the Yemeni Rial. The latter contributes to increasing the price of imported commodities, eroding the purchasing power of households and increasing operating costs for businesses. Households are affected through reduced incomes and remittances, and particularly higher food prices.

The proposed programme intervention is aligned with the policy of the Government of Yemen and the EU framework on resilience building of the vulnerable communities. The Government's Yemen Strategic Vision 2025 had placed resilience and food security very high on its agenda and highlights the promising role of the agriculture sector in the economy.

The programme intervention will also contribute to the European Consensus for Development and the EU Gender Action Plan III and it will be aligned with the EU Multi-Annual Indicative Programme 2021-2027 for Yemen.

2.2. Problem Analysis

Short problem analysis:

The main problems that this action intends to address are:

1. Severity of food insecurity and the number of people in need of humanitarian (food) assistance.

Reliable data and analysis are important tools in tackling the root causes of food crises and especially in protracted conflict countries.

Since 2011, the IPC has been used to inform evidence-based decision making in Yemen specifically on the severity of food insecurity and the number of people in need of humanitarian (food) assistance. The IPC has proved useful as the primary and only source of evidence that supports resource mobilisation and location specific targeting of responses. The most recent IPC indicate that alarming levels of food insecurity and acute malnutrition have returned to Yemen and that a famine is looming in Yemen with record high malnutrition rates, especially amongst children, elderly, people with disabilities, IDPs and women headed households, who are the groups in the most vulnerable situations.

The information and data used for resource allocations of both humanitarian and development interventions focusing on food security in Yemen primarily comes from the IPC analysis. It is therefore critical for Yemen that quality, timely, and frequent data and analysis are available to inform evidence-based decision making and that IPC analyses as the globally accepted standard for food insecurity and acute malnutrition analyses are conducted annually, anticipating and responding to decision makers' needs.

Food security in Yemen is also affected by desert locust infestation, which pose a high threat to agriculture-based livelihoods. Water sources are slowly depleting and desertification brought on by agricultural pressures, recurrent drought and climate change is threatening the availability of arable land and access to safe drinking water. Yemen also is witnessing a reduction of farming and breeding production. Business and other livelihood opportunities are collapsing and unemployment is increasing sharply due to the conflict. Loss of income and livelihoods, and food insecurity will also lead to high level of malnutrition and associated mortality and other long-term irreversible effects on child growth and development.

2. Weak institutional capacity and human capital

Building capable institutions is essential for preventing conflict, managing tensions and other stresses.

Since 2013, FAO has been supporting the Government of Yemen in the establishment of a National Food Security and Nutrition Information System (FSIS). However, high staff turnover, austerity measures and loss of institutional memory continue to affect a full institutionalisation of these capacities and the burden on international organisations to sustain these institutions is increasing.

Data, analyses and information systems play an important role in decision making and policy formulation, and without the right capacities in data collection, analyses, communication and management, or without properly functioning local institutions that support data collection and analyses, there cannot be reliable analysis.

In terms of data collection and analysis, international organizations rely on local institutions such as the Central Statistics Organization for sample design and provision of sample units for field assessment. Other local institutions that support data collection and analysis include the Food Security Technical Secretariat (FSTS) and the parent Ministry of Planning and International Cooperation who produce periodic food security and nutrition reports used by line ministries to support decision making and policy formulation; the Governorate Focal Units (GFU) who collect weekly food security and livelihoods data used in producing monthly market reports; and the Policy Dialogue Forums who play an important role in policy analysis and formulation. In addition to these primary interlocutors that support information systems working closely with international organisations, there is also close collaboration with the line ministries. At the same time, all these institutions rely solely on financial support from international organisations to operate. With the current economic situation in Yemen, the majority of the civil servants do not receive salaries and the burden to sustain and keep certain institutions operational has fallen on the international organisations that work closely with them.

In addition to sustaining institutional capacity, there is also a big gap in human capital as a result of high turnover and inadequate number of qualified personnel. Therefore, there is a significant need for continuous trainings in relevant topics such as those related to food security and nutrition, sampling, data collection practices, analyses and information management among others.

3. Gaps in availability of data and timely analysis to trigger early action

Inadequate availability of data to support analysis negatively influences the timeliness and availability of reliable information and analysis to trigger early action.

Due to the dynamic and challenging environment in Yemen, primary data collection prior to the analysis is very important. In the latest IPC analysis, the relevance of data collection representative at district level supported higher-quality and reliable analyses for decision making. For Yemen, collecting data at district level and providing analysis at this level is important for planning resource allocations. Future data collection and analysis should aim for district level at the minimum, with the intention to disaggregate further on livelihoods, households and gender lines.

Quality, timeliness, and frequency of analysis are also crucial. The IPC is the most important tool in Yemen as it is the primary and only source of evidence-based information with the capacity to identify pockets of severe food insecurity and malnutrition including famine-like conditions. Therefore, ensuring that timely and reliable analyses with no interruptions are done is critical for all stakeholders. As the operating environment becomes more challenging and access constraints expand, new and innovative ways of generating evidence-based information are required for timely decision support.

In addition to supporting the IPC, other data sources are also important in decision making and policy formulation. It is therefore paramount to build on previous gains and to strengthen market information systems which are important for the long-term sustainability of the economic sector; disaster risk management, in particular prevention/mitigation, preparedness and early warning systems for natural hazards such as floods, temperature extremes, tropical cyclones or tsunamis), and monitoring of IPC assumptions to identify emerging areas of high food insecurity (hotspots) between different IPC analyses. In the long-term, such efforts can be made through a common multi-agency vision that absorbs the challenges and gaps identified above.

In a recent evaluation, stakeholders indicated that while IPC is an important source of information for resource allocation, its role in early warning should be strengthened with a greater emphasis on prediction. As part of strengthening information systems in Yemen, the programme will develop a monitoring framework that will constantly review the projection assumptions and scenarios aimed at making IPC projection analysis alive through monitoring of the main drivers and risks to food insecurity. The monitoring framework will provide timely information on whenever certain set thresholds are passed and thereby, trigger immediate and appropriate actions such as: rapid assessment and analysis, an IPC update or even direct response. The framework will therefore act both as an early-warning system that is, identify areas where food insecurity drivers are quickly deteriorating (hotspots) and require rapid assessment and analysis, and as an information system that is constantly monitoring and providing frequent updates on the evolution of food insecurity drivers when fresh IPC analyses are not available.

4. Lack of understanding of the livelihoods profiles

Understanding livelihoods is the base for re-establishing the agri-food system that existed before the war and for putting in place more long term and sustainable agricultural development policies.

After six years of conflict, the loss of agricultural productive assets is one of the biggest challenges faced by many Yemenis due to deliberate destruction or due to multiple displacement of families and communities. In addition to conflict, there has also been accumulated loss due to physical processes such as erosion, to social constraints such as inheritance, and most importantly, for rural households, significant loss of productive land and water resources due

to the dramatic increase in the *qat* production over the past two decades. For rural households in Yemen whose livelihoods are mainly based on agriculture (estimated at nearly seventy percent), a decrease or loss in their cultivated land and water resources can have significant consequences on their livelihood strategies.

In 2010, a desk review, update and mapping of livelihoods was done as a first step to more comprehensive livelihoods baseline profiling. However, after the war the profiling exercise proved more challenging. To date, it is still unclear how the dynamics of war, physical and social processes, and changes in land use practices have influenced households' livelihood systems and strategies. Understanding livelihoods is the first step towards a better understanding of the national food system, and through the lens of livelihood profiles, we understand the needs of women, men, girls and boys better and therefore, decisions are based on specific needs. Working on resilient, inclusive and sustainable food systems is key to addressing and preventing food crises and the first step is to understand the daily livelihood practices of Yemenis in order to build sustainable food systems. More broadly, livelihood profiles will provide decision and policy-makers with new methods to characterise livelihood dynamics and to monitor some of the key Sustainable Development Goals: food security (SDG2), employment dynamics (SDG8), inequalities (SDG10) and sustainability of communities (SDG11).

The programme will also indirectly contribute to address the **Priority Area 2 Promoting Peace and Security** as there is a proven link between the conflict and food security on the one hand, and related food security policies and interventions to enhance resilience, on the other. Given the centrality of food insecurity to conflict, food security should be addressed as the highest priority because it is not only expected to support economic development but also may help in preventing conflicts.¹¹

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

Community development committee and villages cooperative councils: community elected representatives and community level bodies

NGOs: implementing partners and facilitators of the programme.

Governorate and district authorities: district councils and administrative units including the executive office at governorate and district levels. They develop and implement district economic and social development plans that have a direct impact on the service delivery and social protection.

Ministry of Agriculture and Irrigation: the Ministry is responsible for agriculture development and improve the food security in the country. The Ministry has a large network of technicians and extension agents across the country.

Ministry of Water Resources and Environment.

Water use associations (WUAs): Group of farmers supervising the main activities related to water and irrigation at the community level.

Business community: Private sector has a key role in revitalisation and recovery of local economies.

Ministry of Planning and International Cooperation: will play an active role in monitoring and evaluation of the programme and manages the FSTS to enhance the collection, analysis, dissemination and management of food security information in order to support evidence-based decision making and policy and programming action.

FSTS: The FSTS is among the key institutions in the FSIS governance structure. Due to the current operating environment and the presence of two government structures, the project is obliged to establish and support two FSTS branches in Sana'a and Aden. The two FSTS branches consisting staff seconded from key Ministries is the government structure that is responsible for the coordination and delivery of the Food Security Information System outputs.

Civil Aviation and Meteorological Authority: is a key player in strengthening Early Warning System

Yemen's Central Statistical Organization: in charge of sample design and provision of sample units for field assessment.

Food Security and Agriculture Cluster: has the mandate for the coordination, integration and advocacy of emergency and longer term food security, nutrition and agriculture interventions.

Additional stakeholders also include the EU Directorate General for Civil Protection and Humanitarian Aid Operations (DG ECHO), the EU Joint Research Centre (JRC), and international organisations (UN agencies such as FAO, WFP, WMO, UNEP, UN ESCWA, OCHA and IFRC) and in particular their specialized initiatives/centres such as the Regional Initiative for the Assessment of Climate Change Impacts on Water Resources and Socio-Economic Vulnerability in the Arab Region (RICCAR à responsible for the Regional Climate Outlook Forum), Regional Specialized Meteorological Centre New Delhi (for tropical cyclones in the Indian Ocean), Red Cross Climate Centre, GDACS, to complement the Civil Aviation and Meteorological Authority/Yemen Meteorological Service, which may not always have sufficient capacity to provide the required historical and real-time information.

¹¹ *How to build resilience to conflict, the role of food security, International Food Policy Research Institute, October 2014*

3. DESCRIPTION OF THE ACTION Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to increase resilience to food crises, acute malnutrition and climate change.

The Specific(s) Objective(s) (Outcomes) of this action are:

- 1. Decision makers have access to early warning information and analysis on food, nutrition and livelihoods security to better prevent, prepare and respond to the specific needs of women, men, girls and boys, especially those in the most vulnerable situation regarding to food crises, acute malnutrition and other threats caused or exacerbated by climate change and variability;**
- 2. Medium to long term strategies on food security, nutrition and agriculture are defined through better understanding of livelihoods profiles.**

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

- 1.1 contributing to Outcome 1 (or Specific Objective 1): capacity in data collection, analyses, communication and management of food security and nutrition early warning information is enhanced**
- 1.2 contributing to Outcome 1 (or Specific Objective 1): improved provision of timely and relevant food security, nutrition and early warning information and analysis to inform evidence based programming**
- 2.1 contributing to Outcome 2 (or Specific Objective 2): increased understanding of livelihoods profiles**

3.2. Indicative Activities

Activities related to Output 1.1:

- Conduct training and capacity building of government and non-government stakeholders in food security and nutrition assessment, analysis, monitoring and communication, data collection and storage, human-rights and gender approach.

Activities related to Output 1.2:

- Conduct and effectively communicate IPC Acute Food Insecurity and Malnutrition Analyses to all stakeholders for effective decision support;
- Develop and implement a conceptual and analytical framework for monitoring key drivers of food insecurity, malnutrition, and livelihood vulnerability, with a human-rights and gender approach.

Activities related to Output 2.1:

- Conduct livelihoods baseline assessment and analysis to generate baselines profiles, including gender baseline;
- Review, update and rezone the 2010 livelihood zones.

3.3. Mainstreaming

Mainstreaming in AAP is very general and provided possibly before the mandatory analysis at action level are realised. This sections is based on the mainstreaming annex. We suggest to keep it.

The following issues have been identified to be mainstreamed across the programme interventions:

Environmental Protection & Climate Change

Outcomes of the EIA (Environmental Impact Assessment) screening

The EIA screening classified the action as Category C (not requiring an EIA).

Outcome of the CRA (Climate Risk Assessment) screening

The CRA screening concluded that this action is at no or low risk.

Based on the results of the screenings, the action will make use of information available on weather, climate variability and climate change and how these affect food security.

In order to be pro poor and pro food secure in the long run, growth needs to be both socially and environmentally sustainable. Environmental sustainability is especially important for Yemen given its fragile natural resource base, especially water and land. Agriculture that can make an important contribution to food security is constrained by the lack of water, water scarcity and contamination that threaten the health of many households. Yemen's future food security depends heavily on reducing overall groundwater use and redistributing water used for agriculture to more productive economic activities and human consumption. The programme will consider steps towards efficient and sustainable water management when developing the baseline livelihood analysis.

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as **G1**. This implies that identification of needs, planning and targeting and implementation of interventions will take into consideration vulnerable groups' needs. Increased importance will be given to gender-based analysis in assessing needs and formulating emergency and restoration responses. In particular specific needs and capacities will be identified with regard to women, men, girls and boys in order to implement targeted actions and strengthening their livelihood resilience in crisis situations.

Human Rights

The Action adopts a human rights-based approach and it promotes the fulfilment of the rights of youth and women, in particular all activities will be designed taking into account the *do-no-harm* principle.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as **D0**. This implies that persons with disabilities may be among the beneficiaries of this initiative but are not specifically targeted.

Democracy

The action will take into account the principles of good governance when designing activities for local actors. In particular, specific attention will be dedicated to local governance when planning activities with line ministries and community and village councils.

Conflict sensitivity, peace and resilience

The Yemen context requires an institutionalised understanding of the conflict dynamics so as to inform programme design, implementation access and effective evaluation. FAO developed conflict sensitive approaches and specific tools to be applied by partners to ensure that interventions do not contribute to a deterioration of the conflict and where possible, positive transformations can be achieved.

Disaster Risk Reduction

The programme will build the capacity of targeted communities and local institutions to get prepared to cope up with risks and shocks so that the impact of the environmental and conflict-based disasters is reduced or mitigated.

3.4. Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
External environment	Deterioration of the security situation restricting access to data collection and	High	High	Close monitoring of the security situation and development of contingency plans such as focusing on data collection in areas that are

	thereby affecting timely analysis and communication			accessible while negotiating access in other areas
External Environment	Delays or denial in granting permissions by the authorities to access some areas to collect data	High	High	Inclusion of local authorities such as GFUs in collection of alternative data and evidence to inform analyses such as IPC
External Environment	Delays or denial by the authorities to release IPC report	High	High	Activate GSU who have the mandate to release IPC reports in cases where there is direct blockage by authorities
External Environment	Restrictions due to impact of COVID 19	Medium	Medium	Contingency plans are in place for remote working and safe access to communities.
Planning, Process & Systems	Participation by communities: - Access to and by communities - Availability of people to participate - Appropriacy of activities	Medium	Medium	Use local partners; Ensure project design considers cultural, availability and access issues when developing activities and interventions; undertake conflict, gender and do no harm assessments and analysis.
Legal & Regulatory	Restriction of imports of equipment necessary for operations.	Medium	Medium	Identify equipment that can be procured locally or with minimal potential disruption to supply chains
External Environment	Natural hazards affecting communities directly but also humanitarian supply chains and overall project activities should be included in the Risks	Medium	Medium	Close monitoring of the situation and development of contingency plans such as focusing on data collection in areas that are accessible, as well as flexibility on selected locations of operations at different times.

Lessons Learnt:

The intervention builds upon FAO experience in working on food security information and analysis in fragile settings, and on the three previous interventions funded by the EU in Yemen¹².

Key lessons learned from previous interventions include decentralised project implementation and follow-up through FAO Field Coordination Offices, ensuring backstopping and monitoring are close to the field; flexibility in selection criteria for data collection and training activities; a systematic approach to policy review and formulation of recommendations/ directives on specific sub-sector interventions without necessarily going through lengthy legal processes; and strengthening linkages with technical resource national and international agencies.

Several strategic meetings have recognised the crucial role of the intervention in provision of information and analyses for evidence-based decision making in Yemen. In particular, a high-level meeting between agencies representative and donors in October 2019 highlighted several key areas of focus in order to ensure that information generated is transparent, inclusive and free from influence by any parties. Some of the lessons learnt and recommendations from the strategic meeting included:

- i) the need for reinvigorating a common vision and support for improved information systems for Yemen through dedicated funding for assessments and analyses, and education of technical and non-technical audience on what IPC is (and is not) to avoid basic misunderstandings and increase uptake;
- ii) the need to improve planning and preparedness for data generation and IPC analysis through ensuring that timely, adequate and reliable nutrition and mortality data are available, and that there are sufficiently trained staff in IPC to use this information and conduct proper analysis;
- iii) the need for measures to prevent political influence on the collected data and analysis through consistency in the extent and level to which organisations deal with authorities in data generation;

¹² The Food Security Information Systems Development Programme (2013-2017); the Enhancement of Food Security and Resilient Livelihoods Programme - EFRLP (2017-2019) and the Strengthening Food Security Information and Early Warning System FSEWIS (2019-2021).

- iv) the need for improved communication during the analysis combined with more effective communication of results to promote action through providing clarity on who is responsible for communication of IPC processes, results and timelines, and improved communication products that target technical and non-technical audiences.

The Result oriented monitoring report – ROM 2020 indicated that this type of intervention remains relevant as it still addresses the needs and the rights of the beneficiaries, and the stakeholder analysis carried out at design stage remains valid. Reports and analyses produced by the intervention have been used by national authorities and development and humanitarian partners in the design and planning of appropriate actions and resource mobilisation. The ROM report also highlighted a number of areas for improvement including: the finalisation of the national food security strategy, the need to continue with the financial support to the Food Security Information System/Early Warning System, in particular designing a follow-on intervention aiming at strengthening the streamlining of EWS operations and developing the concept of early-warning early-action and the need to support a transformative approach to humanitarian assistance using information to mitigate and prevent rather than react. To this effect, humanitarian actors have suggested the usefulness of producing monthly rather than quarterly reports, as well as broadening the set of indicators to include nutrition and other relevant fields.

3.5. The Intervention Logic

The underlying intervention logic for this action is that Yemen's resilience to food crisis, acute malnutrition and climate change is enhanced. This will be achieved first of all through an increased access by decision makers to early warning information and analysis on food, nutrition and livelihood security so as to better respond to the needs of women, men, girls and boys, especially those in the most vulnerable situation regarding food crises, acute malnutrition and climate change. A better understanding of livelihoods profiles is also key to defining medium to long term strategies and action on food security, nutrition and agriculture.

Reliable and quality data are fundamental to IPC analysis. While IPC uses data and information from a myriad of sources, data collected from households is important to capture the primary outcomes of food security and nutrition such as number of meals a household consumes per day, sources of income and food at household level and how populations cope when faced by different shocks, and what are the gender differences and gaps amongst the categories under consideration. In order to ensure that the information is reliable, timely and communicated appropriately, this intervention will first focus on ensuring that the right capacities at different levels are in place. The intervention will focus on training and capacity building of key government and non-government partners in technical skills such as questionnaire design, standard methods of data collection, database development, data processing and analysis, IPC monitoring and analysis, and enhanced communication skills, as well as gender analysis. Decision makers' capacity building on the understanding and use of IPC information will be a priority.

Transforming data from surveys, assessments and other sources to meaningful evidence that is reliable and timely is crucial and a focus for this intervention. While IPC plays a big role in informing programming and resource allocations for Yemen, the design and frequency of the IPC analyses often does not provide regular updates on the evolution of the key drivers of food and nutrition insecurity. In fragile contexts like Yemen where the drivers of food and nutrition insecurity are volatile and dynamic, constant review of the IPC projection assumptions and scenarios, and high frequency analysis of the key drivers is necessary. This review and analysis process will preserve the importance of IPC projection analysis by keeping it alive through the projection period and most importantly, support timely and effective decision making whenever there is deviation from the projection analysis.

The development and implementation of a monitoring framework is necessary to monitor key drivers of food insecurity and malnutrition as identified in IPC projection analysis. Through a consultative process, the framework will define thresholds for each of the key drivers for food and nutrition insecurity and set triggers for action whenever these thresholds are passed. The monitoring framework will therefore act both as an early-warning, early-action system identifying areas where food and nutrition insecurity drivers deteriorate quickly (hotspots) and require rapid action, and as an information system that is constantly monitoring and providing frequent updates on the evolution of food insecurity drivers when fresh IPC analyses are not yet available.

Lastly, livelihoods analyses are the core of understanding livelihood assets and strategies and helps define longer term interventions aimed at improving livelihoods. Through gender-sensitive participatory qualitative data collection, spatial earth observation, meta-analysis and consensus process, the intervention will study, profile and document 13 Yemen's livelihood systems and strategies to orient future investments in agriculture developments as well as inclusive and sustainable food systems. In addition to profiling rural agriculture livelihoods, focus will also be given to urban livelihood baseline assessments and profiling.

3.6. Logical Framework Matrix

¹³ This is also referred to as livelihood baseline analysis, rezoning and profiling

Results	Results chain (a): Main expected results (maximum 10)	Indicators (a): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To increase resilience to food crisis, acute malnutrition and climate change	1 Resilience Capacity Index (RCI) 2 Decrease in the percentage of acutely food insecure population in need of urgent humanitarian assistance 3 Decrease in the prevalence of acute malnutrition among children (median Global Acute Malnutrition-GAM); 4 Number of women of reproductive age, adolescent girls and children under 5 reached by nutrition-related interventions supported by the EU (EU RF 2.2)	1 TBD	1TBD	1 FAO Yemen Resilience studies 2 Food Security and Nutrition Assessments Reports	<i>Not applicable</i>
Outcome 1	1 Decision makers have access to early warning information and analysis on the specific needs of women, men, girls and boys, especially those in the most vulnerable situation regarding food, nutrition and livelihood security to better respond to food crises, acute malnutrition and climate change	1.1 % of decision-makers who confirm information and analyses generated is helpful to them in designing and funding programmes	1.1 TBD	1.1 >60% of representatives interviewed	1.1 End-line evaluation 1.2 User survey report 1.3 Humanitarian Programming Cycle (HNO, HRP)	Political economy and environment are open to utilization of programme outputs for policy and programming
Outcome 2	2 Medium to long term strategies on	2.1 # of programming and	2.1 0	2.1 3	2.1 Food Security and Nutrition	Political economy and

	food security, nutrition and agriculture are defined through better understanding of livelihood profiles	policy documents where livelihood profiles are cited and/or reportedly being used in strategy development			policy documents, programme documents, programme/project proposals, and donors' resource allocation documents	environment are open to utilization of programme outputs for policy and programming
Output 1 related to Outcome 1	1.1 Capacity in data collection, analyses, communication and management of food security and nutrition early warning information is enhanced	<p>1.1.1 # of personnel competent in data and information management, analyses and communication skills, gender analysis (F/M)</p> <p>1.1.2 % increase in the number of users who confirm access to information and analysis (F/M)</p> <p>1.1.3 Capacity development strategy developed to guide capacity development intervention</p>	<p>1.1.1 300</p> <p>1.1.2 TBD</p> <p>1.1.3 0</p>	<p>1.1.1 800</p> <p>1.1.2 >50% of representative interviewed</p> <p>1.1.3 1</p>	<p>1.1.1 Certificate of Competency specific skills and performance reviews on applied knowledge</p> <p>1.1.2 User survey report</p> <p>1.1.3 Strategy report</p>	<p>Security does not deteriorate to levels that would prevent field-level operations (including monitoring)</p> <p>COVID related restrictions do no prevent filed level operations</p>
Output 2 related to Outcome 1	1.2 Improved provision of timely and relevant food security, nutrition and early warning information and analysis to inform evidence-based programming	<p>1.2.1 # of emergency and resilience programmes designed using information generated by the project</p> <p>1.2.2 # of information products produced by the programme</p> <p>1.2.3 % users reporting that information products provide actionable information</p>	<p>1.2.1 TBD</p> <p>1.2.2 TBD</p> <p>1.2.3 TBD</p>	<p>1.2.1 TBD</p> <p>1.2.3 TBD</p> <p>1.2.2 >50% of representative interviewed</p>	<p>1.2.1 Food Security and Nutrition policy documents, programme documents, programme/project proposals, and donors' resource allocation documents</p> <p>1.2.2 User survey report</p>	<p>Political economy and environment are open to utilization of programme outputs for policy and programming</p> <p>No external factors prevent data collection, and/or release of information and analysis</p>
Output 1 related to Outcome 2	2.1 Increased understanding of livelihood profiles	2.1.1 # of emergency and resilience programmes designed using livelihood profiles information	<p>2.1.1 0</p> <p>2.1.2 0</p>	<p>2.1.1 5</p> <p>2.1.2 >30% of representative interviewed</p>	2.1.1 Food Security and Nutrition policy documents, programme documents, programme/project proposals, and donors' resource	Political economy and environment are open to utilization of programme outputs for policy and programming

		<p>generated by the project</p> <p>2.1.2 % users reporting that livelihood profiles provide actionable information for longer-term programming (F/M)</p>			<p>allocation documents</p> <p>2.1.2 User survey report</p>	<p>Security does not deteriorate to levels that would prevent field-level operations (including field work)</p> <p>No external factors prevent data collection, and/or release of information and analysis</p>
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4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the partner country.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is **72 months** from the adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3. Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹⁴.

4.3.1. Indirect Management with an international organisation

This action may be implemented in indirect management with the Food and Agricultural Organisation of the United Nation, FAO.

This implementation entails on part of the FAO to enhance local capacity in data collection, analyses, communication and management of food security and nutrition early warning information, as well as contribute towards an improved provision of timely and relevant food security, nutrition and early warning information and analysis to inform evidence based programming and provide for an increased understanding of livelihoods profiles.

The envisaged entity has been selected using the following criteria:

- Significant presence in the country;
- Proven experience as EU implementing partner;
- Proven experience in the region;
- Relevant technical expertise in the sectors tackled by this Action;
- Previous experience in conflict affected countries.

Since 2014 the FAO implements the Food Security Information System (FSIS) Programme financed by the EU, enhancing the technical capacity of government and non-government partners in the collection, measurement, analysis and communication of food security and nutrition data. The proposed intervention is a build up to the previously established national and governorate level structures and institutions which are at national level the FSTS which works with the Federal line Ministries and at the governorate level 22 governorate focal units (GFUs) which works with the FSTS governorate authorities and local line ministries.

FAO will therefore continue strengthening and expanding its technical support to FSIS programme under the partnership and leadership of the national and governorate level structures whenever possible and with the necessary capacity development interventions.

In cooperation with the World Food Programme (WFP) and other partners, FAO aims to enhance coordination of longer term food security, nutrition and agriculture interventions.

¹⁴ www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

FAO possesses an indispensable and unique set of technical and functional skills: resilience building; coordination; knowledge management; capacity development; sound financial management; and development of strategic partnerships and alliances to enhance the recovery process and the transition towards sustainable development

FAO is the main provider of technical expertise in Yemen to introduce sustainable and efficient practices in agriculture, livestock, and fisheries. It has been training Yemenis for years to improve productivity, resulting in improved incomes and self-employment through value chain development. FAO has developed an extremely efficient system to support local actors in decentralized water management. It empowers Water Users Associations and other local stakeholders in evidence-based water and land management to reduce water use and increase water productivity while avoiding a decline in agricultural production and rural incomes

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

Exception to the non-retroactivity of costs

The Commission authorises that the costs incurred may be recognised as eligible as of 1st of September 2021 to ensure business continuity with previous phase of the project and to align the EU co-financing with the contribution of the Kingdom of the Netherlands. The retroactivity of costs is further justified by the protracted crisis situation in Yemen.

4.4. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Implementation modalities – indirect management	
Objective/Outputs 1: Decision makers have access to early warning information and analysis on food, nutrition and livelihood security to better respond to food crises, acute malnutrition and climate change Indirect management	3 000 000
Objective/Outputs 2: Medium to long term strategies on food security, nutrition and agriculture are defined thought better understanding of livelihood profiles Indirect management	5 000 000
Evaluation and Audit	
Evaluation – cf. 5.2 Audit – cf. 5.3	Will be covered by another Decision
Totals	8 000 000

4.6. Organisational Set-up and Responsibilities

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

A **Steering Committee (SC)** will be established. The SC is the programme oversight and advisory authority, representing the highest body for strategic guidance, fiduciary and management oversight/coordination. It will be responsible for the oversight of both components of this Action. The SC is co-chaired by a senior representative of the Government of Yemen, the implementing partner(s) and a representative of the European Union. Observers can be invited to attend the SC on a regular or an ad hoc basis. The Steering Committee will meet at least bi-annually. The Secretariat will be ensured by the implementing partner(s).

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

- The implementing partners are responsible of collecting data
- The specific requirements in terms of information and data collection methods are defined by the implementing partners.

The selection of monitoring tools should always be compatible with the competencies of the people in charge of data collection, analysis and reporting.

5.2. Evaluation

Having regard to the importance of the Action, a mid-term and final evaluation(s) will be carried out for this Action or its components via independent consultants contracted by the Commission.

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

A mid-term evaluation will be carried out for problem solving, learning purposes, in particular with respect to the support to private sector and women's economic empowerment.

A final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that complementary actions will be needed due to the level of vulnerabilities and state fragility.

The Commission shall inform the implementing partner at least one month in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and

recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a Financing Decision.

5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

It will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

APPENDIX 1 REPORTING IN OPSYS

An Intervention¹⁵ (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: 'a given contract can only contribute to one primary intervention and not more than one'. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a 'support entities'. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit).

The level of the Primary Intervention is defined in the related Action Document and it is revisable; it can be a(n) (group of) action(s) or a (group of) contract(s).

Tick in the left side column one of the three possible options for the level of definition of the Primary Intervention(s) identified in this action.

In the case of 'Group of actions' level, add references to the present action and other action concerning the same Primary Intervention.

In the case of 'Contract level', add the reference to the corresponding budgetary items in point 4.6, Indicative Budget.

Option 1: Action level		
<input checked="" type="checkbox"/>	Single action	Present action: all contracts in the present action
Option 2: Group of actions level		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#): <Present action> <Other action>
Option 3: Contract level		
<input type="checkbox"/>	Single Contract 1	<foreseen individual legal commitment (or contract)>
<input type="checkbox"/>	Single Contract 2	<foreseen individual legal commitment (or contract)>
<input type="checkbox"/>	Single Contract 3	<foreseen individual legal commitment (or contract)>
<input type="checkbox"/>	Group of contracts 1	<foreseen individual legal commitment (or contract) 1>

¹⁵ [ARES \(2021\)4204912](#) - For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including 'action' and 'Intervention' where an 'action' is the content (or part of the content) of a Commission Financing Decision and 'Intervention' is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the [concept of intervention](#).

