



Joint Programme Document and Fund Transfer Request

- Template -

Development Emergency Modality – Response to the Global Crisis on Food, Energy, Finance

Eligibility Check

Does the proposal address one or more of the following sectors affected by the global crisis? Select all relevant sectors.	<input checked="" type="checkbox"/> Food <input type="checkbox"/> Energy <input type="checkbox"/> Finance
What are the areas of intervention that will be implemented by this proposal? Select all relevant intervention areas.	<input checked="" type="checkbox"/> Data collection/analytics <input type="checkbox"/> Analysis and forecasting <input checked="" type="checkbox"/> Help devise comprehensive preventative package of response measures <input type="checkbox"/> Testing / catalysing new integrated policies, financing solutions, programmes
Is the proposal developed under the RC leadership to mobilize the UNCT to effectively and efficiency respond to the crisis?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the proposal contribute to results in the UNSDCF?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the proposal building on and topping up an existing joint programme supported by the Joint SDG Fund?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Cover-page

MPTFO Project Reference Number	<i>(Leave blank, for automatic population in Atlas)</i>
Country	Yemen
Region	Arab States
Joint programme title:	Food affordability in conflict-torn Yemen in light of the Ukraine war
Outcomes(s): <verbatim from CF>	By 2024, people in Yemen, especially women, adolescents and girls and those in the most vulnerable and marginalized communities benefit from better, equal and inclusive access to nutritious food, sustainable and resilient livelihoods and environmental stability.
Duration:	6 months
Anticipated start and end dates:	06/2022 to 12/2022
Short description	<p>This project will provide vital information and actionable policy recommendations for addressing the food crisis in Yemen. Through a political economy lens, the reasons behind various inefficiencies contributing to the food crisis will be assessed and analyzed, with the aim of identifying practical measures for addressing them.</p> <p>The process will start with a desk review of existing work on the food system inefficiencies followed by surveys and key informant interviews. The project will conduct in-depth analysis of the costs of food (imports and domestic), identify systemic inefficiencies as well as identify gatekeepers and key individuals who may play an important role in the resolution of the existing inefficiencies. A significant component of the project will be to explore how such inefficiencies lead to disproportionate food insecurity in Yemen, especially for women and girls both directly and indirectly, and in what ways it can be improved to enable increased and more equitable access to food. At the end, a validation meeting will be organized that brings together key stakeholders from inside and outside Yemen to carefully consider the research outcomes and identify ways in which these can be incorporated in future policy design. The resulting knowledge products will be accompanied with specific policy recommendations that will help the international community to alleviate the food security situation in Yemen.</p> <p>This project directly relates to Outcome 1 of the United Nations Yemen Sustainable Development Cooperation Framework 2022 – 2024, which focuses on access to food, sustainable and resilient livelihoods. Furthermore, the project will inform initiatives under the UN Economic Framework. As such, the work is very carefully embedded in the different planning instruments that are currently in use, as well as the 2030 Agenda, with a strong focus on SDG 2 and SDG 17.</p>

Resident Coordinator	David Gressly, gressly@un.org
UN Joint Program RCO focal point	Olaf J. de Groot, olaf.degroot@un.org , +962792818764

PUNO Lead agency JP Focal point	IOM, Firas Budeiri, fibudeiri@iom.int
Other PUNOs JP focal point	FAO, Kamau Wanjohi, kamau.wanjohi@fao.org
	UNDP, Lina Al-Safi, lina.al-safi@undp.org

Total budget:	
Source of funds:	
• UN Joint SDG Fund	\$250,000
• IOM	\$40,500
• FAO	\$15,000
• UNDP	\$30,000

SDG Targets directly addressed by the Joint Programme	<p>2.1 By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round.</p> <p>2.2 By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons.</p> <p>2.4 By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality.</p> <p>17.E Enhance policy coherence for sustainable development.</p>
<u>Gender Marker</u>	<p>Select only one from the options below</p> <p><input type="checkbox"/> GEN3: Have gender equality/women empowerment as the primary or principal objective.</p> <p><input checked="" type="checkbox"/> GEN2: Make a significant contribution to gender equality/women empowerment.</p> <p><input type="checkbox"/> GEN1: Make a limited contribution to gender equality/women empowerment</p> <p><input type="checkbox"/> GEN0: Make no contribution to gender equality/women empowerment</p>

JOINT PROGRAM DESCRIPTION

Situation Analysis

Yemen is the world's worst humanitarian crisis. The violent conflict has crippled Yemen's economy and has created an unprecedented humanitarian crisis. Oil exports, the main source of government revenue and foreign exchange, came to a virtual halt in 2015 due to repeated sabotage of vital infrastructure and increased insecurity. The severe revenue shortfall has led to expenditure compression. Salary payments to public sector workers have seen frequent delays. Payables to suppliers (mostly to energy suppliers) have continued to build up, disrupting fuel imports and the supply of electricity.

With over 24 million people (out of an estimated 32 million) food insecure¹, food insecurity in Yemen is driven by constrained food production, food supply and distribution as well as households' diminishing purchasing power. Hunger, food insecurity and malnutrition are among the most pressing and overwhelming challenges. As of March 2022, 17.4 million people needed assistance (IPC3 or above), expected to rise to 19 million by June. Moreover, 2.2 million children under the age of 5 and about 1.3 million pregnant and lactating women are projected to suffer from acute malnutrition in 2022². The intensified conflict, exacerbated by the fact that Yemen is home to around 4 million IDPs, as well as an estimated 102,110 refugees and asylum seekers³ has added yet another layer of social and economic burden.

Women have a limited role in decision making in Yemeni society, increasing their risk and vulnerability to food insecurity. This includes limited employment opportunities and reduced access to productive resources and services. Moreover, women are generally excluded from economic transactions throughout the food systems value chain. Agricultural extension and other services, including training, are lacking for rural women.

The war in Ukraine has caused disruptions to global food and energy markets that are also felt in Yemen⁴. As global agricultural commodity and fuel prices continue to increase – FAO Food Price Index increased 17 percent between January and April 2022⁵, mainly driven by increase in cereal prices – Yemen's household purchasing power continues to diminish. This project addresses the dual crisis underlying Yemen's food security challenge, which is greatly exacerbated by the war in Ukraine:

¹ IPC 3 and above

² https://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/IPC_Yemen_Food_Security_Nutrition_2022March_Snapshot_English.pdf

³ [Yemen Fact Sheet, January 2022 - Yemen | ReliefWeb](#)

⁴ https://news.un.org/pages/wp-content/uploads/2022/06/GCRG_2nd-Brief_Jun8_2022_FINAL.pdf?utm_source=United+Nations&utm_medium=Brief&utm_campaign=Global+Crisis+Response

⁵ FAO. 2022. Food Price Index. <https://www.fao.org/worldfoodsituation/foodpricesindex/en/>

1. Affordability crisis. Widespread poverty (with many Yemen-specific reasons behind it) and very high costs related to bringing food to market due to internal inefficiencies⁶.
2. Availability crisis. The increase of prices in the international market, combined with existing internal inefficiencies exacerbate constraints in accessing food for those dependent on aid. The limited budget available for the international community (with the HRP only 26% funded for 2022) coupled with high costs further hinder the ability to support millions of women, men, girls and boys that depend on food aid.

Programme Strategy

This project proposes to address the food crisis through a political economy and conflict-sensitive lens by analyzing the reasons behind the food system inefficiencies inside Yemen. The query will focus on identifying these inefficiencies and potential interrelationships between them, looking at costs at various stages of the value chain as well as the roles of gatekeepers, decision makers and other actors with influence. As a component of this, the analysis will explore various roadblocks in the provision and delivery of food aid. The aim of the study will be to understand potential for reform, and specific measures that can be taken by the international community and national stakeholders to address the inefficiencies and alleviate the food security crisis, while respecting the do-no-harm principles and ensure full protection of key informant.

The research will factor in the multitude of complexities in Yemen, including geographic variations, power relations between actors and political and economic interests among others. It will also account for differences in how groups are affected by different threats to their livelihoods and access to food, with IDPs, women and children being particularly vulnerable. Importantly the study will also look at external factors, such as the global concurrent crises that impact global food systems. These queries will contribute to shaping a new understanding and response to the existing food crisis in Yemen in light of its exacerbation due to the war in Ukraine.

The research will be conducted through a partnership with a Yemen-based research company, to ensure wide reach and enumerators that are well ingrained in the local context. The expected outputs will have the following elements:

1. Desk review of existing work on the socioeconomic and political factors surrounding food security in Yemen, including food system inefficiencies, to document in one place all available knowledge and existing gaps in knowledge that the project will address.
2. In-depth analysis of the various systems and costs of food production and distribution (imported and domestic) through interviews with key commercial and non-commercial stakeholders. Using a thorough qualitative approach, this element will assess the various value chains, associated cost elements including factors that contribute to increases in costs and factors that can lead to their decrease. This will help identify the size and location of the inefficiencies and potential ways to address them.
 - I. An in-depth analysis will be executed that identifies gatekeepers and key individuals at various levels (e.g. national, governorate, etc.) and categories (e.g. government, private sector, NGOs, etc.) who may play an

⁶ [Food security in Yemen paper 2 FINAL \(odi.org\)](#)

important role in the resolution of the existing inefficiencies, while protecting informants' identities in order to do no harm.

3. As a key element, the study will explore how food insecurity affects different people disproportionately in Yemen and in what ways it can be improved to enable increased and more equitable access to food for commonly marginalized groups including women and girls, IDPs, persons with disabilities and other groups as identified during the assessment. Nuanced understanding of food access constraints and entry points for improving access across various geographies and population groups will be built through household surveys and key informant interviews (KIIs).
4. Finally, a common validation meeting will be organized that brings together key stakeholders from inside and outside Yemen, including the Office of the Special Envoy and the World Bank, to carefully consider the above analyses and to find ways in which these can be incorporated in future policy design. This validation meeting, as is common for Yemen, will take place in Amman, Jordan.

The resulting knowledge products will be accompanied with specific policy recommendations that will help the international community and key national actors to alleviate the food crisis in Yemen. There is a very large and active UN presence in Yemen, but there is substantial room for thought leadership in this area. The proposed activities link to other existing initiatives, such as:

- UNDP efforts to reduce the cost of war insurance, which is one of the inefficiencies that is increasing final food prices;
- In the negotiations led by the Special Envoy of the Secretary General, the opening of some specific roads around Ta'iz, the third-largest city of the country, which contributes to reducing the burden of transport⁷;
- Work on the strengthening of different value chains, such as fisheries⁸ by UNDP and other UN agencies, which helps to strengthen local food production and stimulate local earning and spending capacities;
- Work to open up ports to commercial goods and lift import restrictions.

These different projects feed into the newly operative Development Cooperation Framework (DCF) 2022-2024, that was completed at the end of May 2022. This project directly relates to Outcome 1 of the DCF: *"By 2024, people in Yemen, especially women, adolescents and girls and those in the most vulnerable and marginalized communities benefit from better, equal and inclusive access to nutritious food, sustainable and resilient livelihoods and environmental stability."* Furthermore, the project also contributes to the Yemen Humanitarian Response Plan. Finally, in collaboration with other multilateral and bilateral actors, a UN Economic Framework (UNEF) has been developed, which articulates a nexus-oriented, longer-term development vision for Yemen. The proposal addresses several key elements of the UNEF. As such, the work is carefully

⁷ <https://osesgy.unmissions.org/un-special-envoy-concludes-initial-round-discussions-between-parties-opening-roads-taiz-and-other>.

⁸ https://www.ye.undp.org/content/yemen/en/home/library/fishery-value-chain--market-study.html?utm_source=EN&utm_medium=GSR&utm_content=US_UNDP_PaidSearch_Brand_English&utm_campaign=CENTRAL&c_src=CENTRAL&c_src2=GSR&gclid=CjwKCAjwkYGVBhArEiwA4sZLuIPVC4cXMwhw0LVg7VwmQVQcuBPYfsgU2JPFa1n5LnZPVTsXiRJBVRoC6u8QAvD_BwE.

embedded in the different planning instruments that are currently in use, as well as the 2030 Agenda, with a strong focus on SDG 2 and SDG 17.

The most important immediate risk is that the truce would not be renewed, and that fighting could restart. This would increase the risks for much of the Yemeni population and it is likely to exacerbate the inefficiencies that this proposal is trying to address. However, it would not necessarily affect the research, as the frontlines are not necessarily core to the research. Another key risk is that the security situation worsens, independent of the truce. In this case, it may not be possible to execute as many field visits, and more of the research would have to be done from a distance. This would not be unheard of in the Yemeni context and can be accommodated if necessary. Other risks and their mitigation are described below.

Governance and implementation arrangements

Under the leadership of the RC/RCO, the project will be implemented by three UN agencies, FAO, UNDP and IOM, allowing for operational reach based on their individual comparative advantages. IOM will be the lead agency for the implementation of the project and will be a recipient of the Joint SDG financing together with FAO. The UN agencies will work with an implementing partner (ACAPS) to ensure technical rigor and timely delivery. ACAPS has been identified based on their experience in similar projects and wide operational reach in Yemen. The UN agencies will be jointly responsible for technical accountability while IOM and FAO will be responsible for financial accountability to the extent of the contributions. The three agencies will set up a formal Project Support Unit (PSU) for increased efficiency, chaired by IOM. The PSU will be responsible for implementation of the project and ensuring all other aspects of the project such as monitoring, and reporting are fulfilled. All agencies will assign dedicated staff to support project implementation, ensure timely and relevant contributions to the PSU work. The PSU structure builds on the experience with previous collaboration between UN agencies in Yemen.

Each agency will contribute to the project based on their individual comparative advantages and experience:

1. IOM will be the lead agency for this project based on their long experience in leading assessments in Yemen through the multisectoral, needs-based and area-based approach adopted for Yemen context. As the lead agency, IOM will recruit a lead researcher to coordinate the study, ensuring all other aspects of the project such as monitoring, and reporting are fulfilled. Through the lead researcher, the lead agency will;
 - coordinate with the implementing partner (ACAPS)
 - provide oversight of the research process
 - chair the Project Support Unit (PSU)
 - organizing the validation workshop for the research analysis and recommendations

2. FAO is the specialized UN agency responsible for agriculture and food security through sustainable and resilient food systems whose mandate is exclusively driven by SDG 2, Zero Hunger. In this capacity and through its comparative advantage in supporting sustainable food systems through data collection, research and knowledge management, FAO will play a contributory role to this research through provision of prices and market data, research and analytical expertise and contribute toward satisfactory achievement of results under this project.

3. UNDP is the UN's development programme and it is committed to supporting the peacebuilding initiative in Yemen, political stability and enhanced local governance. UNDP has a long experience in supporting resilience building in Yemen and has good collaboration with FAO on various projects. As the lead UN development agency, UNDP's support achieving the SDGs in Yemen through integrated solutions, focusing on systems, root causes and connections between challenges. UNDP will contribute through provision of expertise and information from various assessments which focus on assessing the developmental impact of the Yemen war and progress towards achieving the SDGs. UNDP also brings expertise related to the technical lens of gender analysis.

Legal context

IOM, FAO and UNDP maintain the following legal arrangements with the Government of Yemen:

Agency name: International Organization for Migration (IOM)

Agreement title: Status Agreement on Privileges and Immunities between the Government and the International Organization for Migration

Agreement date: 13 November 2013 and its Corrigendum signed on 16 July 2017

Agency name: Food and Agricultural Organization (FAO)

Agreement title: Host Country Agreement for the opening of the FAO Representation in Yemen

Agreement date: 23 October 1979.

Agency name: United Nations Development Programme (UNDP)

Agreement title: **basic agreement to govern UNDP's assistance to the country (Standard Basic Assistance Agreement (SBAA)**

Agreement date: 8 November 1976

Workplan Template

Outcome 1		<i>Better understanding of the existing inefficiencies in the food system architecture and ways to address the inefficiencies in order to improve food access for women, men and children in Yemen</i>															
Output	Target/s	List of activities	Time frame						PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved			
			July	August	September	October	November	December	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)					
Output 1.1 Improved understanding of function of markets and food distribution chains	TBD	Conduct desk review of ongoing activities															
		Survey of stakeholders and Key Informant Interviews (KII)															
		Development of recommendations for constructive and implementable policies and measures towards improving market functions and									102545	35070	137615	IOM, FAO, UNDP	ACAPS		

		food distribution chains												
Output 1.2 Improved understanding of the ecosystem of key stakeholders and political economy	TBD	Conduct desk review of ongoing activities fed by KIIs												
		Map and analyse the player network in food distribution						47525	16255	63780	IOM, FAO, UNDP	ACAPS		
		Development of actionable recommendations on the roles of various actors in addressing the food security crisis in Yemen												
Output 1.3 Policy suggestions are presented and validated	Final and validated report with recommendations	Design key policy outcome document to address inefficiencies						99930	34175	134105	IOM, FAO, UNDP	ACAPS		
		Organize validation meeting to present results in context												

Monitoring, accountability, financial management, and public disclosure

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. **The Convening/Lead Agent will develop a simple final narrative report and submit it to the Joint SDG Fund Secretariat, through the Resident Coordinator no later than two (2) months after the operational closure of the programme activities.**

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

The Project will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent. The programmatic UN entity of the Facility shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Project in accordance with its own regulations, rules, directives and procedures. The entity shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent. Indirect costs of the Participating Organizations recovered through project support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs. Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund. PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Risk Management

Risks	Risk Level: (Likelihood x Impact, as per instructions)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
Contextual risks					
Resumption of conflict	Medium	3	2	Substantial probability that conflict may resume, but as frontlines are generally fixed, this does not affect work in other parts of the country. However, the risk will be monitored and field work schedules will be adjusted accordingly	All PUNOs
COVID-19 pandemic threatens programmatic progress	Low	2	2	While it is expected that COVID-19 pandemic continues to be a factor throughout the programme cycle, programmatic progress is not expected to be impacted. Virtual alternatives to work methodologies are foreseen in case necessary.	All PUNOs
Programmatic risks					
Insufficient support from partners	Low	2	2	External partners play a relatively small role in the proposal, so their engagement	All PUNOs

				is relatively minor. The project aims to accommodate changes to planning in case necessary	
Missing programme targets and timelines	Medium	4	2	The activities are linked to foundational work already laid by PUNOS. In addition, the governance structures of the joint programme will help to mitigate these impacts.	All PUNOs
Challenges in contracting with external partners	Medium	2	4	Outreach to potential external contracting partners has already taken place in order to reduce this risk. Different potential service providers will be engaged in order to have different options. Finally, different PUNOs have had previous engagements with external partners further reducing the risks	All PUNOs
Breach of privacy data with respect to key informants	Medium	2	4	Careful systems will be built to reduce the probability of this issue taking place. Terms of Reference with external partners will fully embed the required do-no-harm approach and provide safeguards for privacy protection	All PUNOsx`
Institutional risks					
UNCT not willing to consider policy outcomes	Medium	2	3	From the outset of the project, the UNCT will be informed of the progress and objectives of the research. The outcomes will be shared with them on a timely basis in order to take in their feedback	All PUNOs

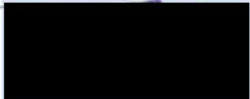
Collapse of institutions that make policy recommendations no longer relevant	Medium	2	4	The context in Yemen is one of extraordinary fragility, however, public institutions have proven to be particularly resilient. The likelihood of an actual institutional collapse is small. However, continuous monitoring will be done to address concerns as they arise	All PUNOs
Fiduciary risks					
Misappropriation of funds	Medium	1	4	This will be mitigated by applying UN operational principles and procurement guidelines in addition to consistent programmatic and operational oversight as well as clear separation of processes within organisations.	All PUNOs

Budget per UNSDG Categories

UNSDG BUDGET CATEGORIES	IOM		FAO		UNDP	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	56,400	40,500	7,000	15,000		30,000
2. Supplies, Commodities, Materials	0		0		0	
3. Equipment, Vehicles, and Furniture (including Depreciation)	0		0		0	
4. Contractual services	9,000		0		0	
5. Travel	17,645		0		0	
6. Transfers and Grants to Counterparts	0		85,393		0	
7. General Operating and other Direct Costs	55,207		3,000		0	
Total Direct Costs	138,252		95,393		0	
8. Indirect Support Costs (Max. 7%)	9,678	6,677	0			
TOTAL Costs	147,930	40,500	102,070	15,000	0	30,000

Signature of Joint Programme document and Fund Transfer Request as per UNSDG budget categories.

I hereby confirm that the funds requested are in accordance with the approved Work Plan & Joint Programme Document. * I also certify that the copy transmitted to the MPTF Office is a true copy of the original which is secured by the RC Office. I have received documentation from Participating Organizations demonstrating Committed amounts where applicable. I also confirm that the PUNOs' indirect cost does not exceed 7%.

RESIDENT COORDINATOR SIGNATURE	Name: David Gressly Date and Signature  16 June 2022
IOM Representative SIGNATURE	Name, Title: Date and Signature  Digitally signed by ROTTENSTEINER Christa Date: 2022.06.16 11:25:24 +03'00'
FAO Representative SIGNATURE	Name, Title: Dr Hussein Gadain, FAO Representative Date and Signature  16 June 2022
UNDP Representative SIGNATURE	Name, Title: Auke Lootsma Date and Signature Resident Representative 16 June 2022 