



WFP Yemen
SPECIAL OPERATION SO 200798

Country:	Yemen
Type of project:	Special Operation
Title:	Air Passenger Service and Logistics Cluster Coordination in Support of the Humanitarian Response in Yemen
Total cost (US\$):	US\$ 2,267,379
Duration:	12 months (from 1 January to 31 December 2015)

Executive Summary

Yemen is undergoing a period of widespread insecurity, violence, and armed conflict. These events have led to large displacement of people, chronic food shortages, a general breakdown of the government apparatus and poor social amenities. As of July 2014, the number of people in need of humanitarian assistance had increased to an alarming total of 14.7 million people (UN News Centre).

Due to the dire security situation, the humanitarian community is facing the challenge of mounting an appropriate response and accessing people in need of assistance. Travel by road between key locations is not safe, and no commercial airlines currently provide viable alternatives. The problem of limited logistics services and inadequate infrastructure is compounded as humanitarian organizations face perennial fuel shortages, which disrupt relief operations.

As the lead agency of the Logistics Cluster, WFP will launch this Special Operation in order to continue supporting the humanitarian community by providing common logistics services, including air passenger services (under the purview of the United Nations Humanitarian Air Service), logistics coordination, information management, provision of fuel and temporary storage facilities. The 2015 Logistics cluster strategy has been established in line with Yemen Humanitarian Response Plan.

Project Background

1. Yemen is in the midst of a humanitarian crisis and political transition. It is a low-income, food-deficit and “least-developed” country which is characterized by widespread insecurity, large-scale displacement, civil strife, political instability, chronic food shortages, and breakdown of social services, endemic poverty, and refugee influxes.
2. Political tensions remain high in Yemen, and there are violent clashes across the country due to disagreement between the political parties and ethnic groups on the implementation of the Gulf Counsel Committee initiative to the National Dialogue Conference decision. In recent developments, armed conflicts in the north and the south of the country have reached the capital, Sa’ana.
3. The government’s ability to provide basic services, which was already challenged by high oil prices (the government lifted the fuel subsidy) has further aggravated the situation as it has lifted fuel subsidies.

4. Yemen is now the tenth most food insecure country in the world, with more than 10 million people – almost half the country’s population – either hungry or at the verge of hunger. Currently 13.1 million people are without access to potable water. Similarly an estimated 8.1 million people do not have access to appropriate health care.¹
5. The crises have led to a significant displacement of people in country. It is estimated that in 2014 alone approximately 80,000 people fled their homes due to conflict. Population movements in general affect over 1.5 million people, including IDPs, returnees and refugees. Between January and October 2014, Yemen received more than 61,000 refugees, mainly from the Horn of Africa.²

Project Justification

6. Safe and secure access is still a major challenge for humanitarian actors, and this limits organizations’ ability to provide regular assistance. Specifically in northern Yemen, field assessments and general implementation of activities are hampered. Under the circumstances, air travel is the most reasonable means for aid workers to reach beneficiaries. However, there are no commercial air service providers serving the center of humanitarian operations. Against this backdrop, the air passenger service provided by WFP under the purview of the United Nations Humanitarian Air Service is crucial to ensure timely access to project implementation sites.
7. Between January and October 2014, the WFP air passenger service in Yemen transported more than 500 passengers and 2.5 mt of cargo on behalf of UN agencies, NGOs and donors present in Yemen. Additional demand for air services is likely in 2015 as increasing numbers of humanitarian staff are expected to be deployed to the center of operations. Further, the air passenger service will assure the safe movement of humanitarian staff during emergencies. A contingency plan has been developed together with the partners to ensure business continuity in a worst case scenario.
8. Access to fuel continues to be a major issue in the country, with the Yemen Petroleum Company (YPC) – the only official fuel provider in the country – struggling to meet demands. If humanitarian partners should rely on this sole supply line, humanitarian operations would be significantly impeded. In case fuel from the official dealer is not available, the Logistics Cluster will identify alternative sourcing in the country (this exercise has been implemented in 2011 and 2014), the exportation of fuel from a neighboring country would be a second option to ensure continuity of humanitarian operation.

Project Objectives

9. The objectives of this SO are to:
 - a.) Provide safe, effective and efficient access to beneficiaries and project implementation sites for NGOs, UN agencies, and donor organizations, and to facilitate the delivery of light cargo;
 - b.) Ensure that humanitarian partners can access fuel stock to continue a minimum operational level, through the provision and distribution of fuel; and
 - c.) Ensure a continued coordinated humanitarian logistics response, through the deployment of dedicated Logistics Cluster staff and provision of services, if required.

¹ WFP Comprehensive Food Security Survey, September 2014.

² ACAPS, Global Emergency Overview, Snapshot 19-25 November 2014, pp. 92-93

Project Implementation

10. WFP will manage the air passenger service in Yemen to facilitate access to beneficiaries and project implementation sites. The air service is expected to support approximately 25 organizations by providing eight flights a month from Sana'a to Sa'ada in the North and two flights per month to Hodeidah in the West and one flight per month to Aden with two ad-hoc chartered fixed wing aircraft. Further, provision is made for the ad-hoc chartering of a medium-size helicopter to provide two flights per month to Haradh as there is no airstrip at this destination.
11. User Group Committee meetings will be conducted on a monthly basis to review the flight schedule, determine requirements, and establish priorities in air transport needs. Additionally, surveys will be launched on customer satisfaction and access provision with an aim to receiving feedback from a wider audience and tailoring the use of air assets to real demands. The WFP Aviation Service (OSLA) in Rome will be responsible for contracting aircraft and quality assurance while the safety oversight of the air operation is conducted by the WFP Aviation Safety Unit.
12. The air component of the SO will be managed according to the regular common air service procedures of the United Nations Humanitarian Air Service (UNHAS) and will implement standard WFP Aviation management structures and support systems:
 - a.) Passenger and cargo bookings will be made through appropriate management structures to ensure the dissemination of flight schedules and manifests to all locations.
 - b.) A dedicated communication system to monitor the progress of all flights through Safety Management System (SMS).
 - c.) The web-based electronic Flight Management Application (E-FMA) that enables on-line booking requests and the service by various agencies and monitoring of load factors, operational trends and costs.
 - d.) Structured flight schedules (weekly and monthly) to ensure flexibility and accommodate special flights.
13. WFP will continue procuring fuel from the official dealer and supplying them to recipient organizations on a full cost-recovery basis through Service Level Agreements. The Logistics Cluster will ensure that the quality and quantity of fuel stored and distributed meets the needs of humanitarian agencies. The average quantity of fuel targeted to be distributed per month is 30,000 liters from three established fuel stations in WFP warehouse compounds: one in the capital Sana'a with a storage capacity of 210,000 liters, another in Haradh with a 152,000 liter storage capacity, and one in Aden with a capacity of 92,000 liters. The humanitarian agencies faced difficulties to have easy access to the fuel in the market as the fuel was not available in the market.
14. The Logistics Cluster will continue providing coordination and information sharing support including GIS mapping to humanitarian agencies through existing Vulnerable Analysis Mapping data and the Head Quarter Information Management/Geographical Information System team. Coordination is one of the key factors in facilitating humanitarian assistance in Yemen. Logistics challenges, gaps, meetings and information sharing will always be matters to address commonly among humanitarian agencies working in the country.

15. The Logistics Cluster will provide temporary storage facilities only in Sana'a to the humanitarian agencies on a full cost recovery basis, this service already existing in the 2014 Special Operation Project. One warehouse installed at the existing WFP warehouses in Sana'a and one in Haradh will be available for storage of humanitarian agencies' non-food items (NFIs). The total target volume of NFIs to be handled during the SO for temporary storage will be around 30,000 cubic meters. The humanitarian agencies faced difficulties to find storage for short period during emergency response, the current existing temporary storage facility will help the partners to store the NFIs for short time and distribute to the beneficiaries.
16. The WFP Yemen Country Director will be the Funds Manager for this Special Operation and the Head of Finance will be the Allotment Manager. The Project Manager will be the Logistics Cluster Coordinator.

Project Cost and Benefits

17. The estimated project cost includes the ad-hoc charter of three aircraft, equipment, office, communications, transport, and staffing expenses with total value of US\$ 2,267,379.
18. The project's resources are expected to be raised through donor contributions supplemented by income generated through nominal booking fees (partial cost-recovery) for the air service component. It is estimated that donor contributions will make up 80% of budget requirements while 20% will be generated through nominal booking fees. Full cost-recovery will be applied to special flights.
19. 47 humanitarian organizations (UN, INGOs, International Organizations, local NGOs, donors, and diplomatic missions) will benefit from this project through safe, effective and efficient air transport of staff and cargo to the affected area, supplying sufficient fuel supply for the continuity of the humanitarian aid assistance, and providing temporary storage facilities to meet immediate needs.
20. The services provided under this Special Operation will be crucial to the humanitarian community's ability to deliver urgently needed humanitarian aid and relief in Yemen.

Monitoring & Evaluation

21. The progress and performance of this Special Operation will be regularly monitored and measured based on the below Key Performance Indicators.
 - a.) Number of Needs Assessments carried out (target: 4);
 - b.) Number of passengers transported against planned during the project period (target: 1,000)
 - c.) Tonnage of humanitarian cargo transported against planned during the project period (target: 4 mt)
 - d.) Response to medical and security evacuations duly requested (100%)
 - e.) Total 320 storage space made available within Yemen
 - f.) 40 agencies and organizations using the storage, fuel and air services provided through this Special Operation
 - g.) 10 different types of bulletins, maps, and other Logistics information products produced and shared
 - h.) Use of inter-agency coordination and information related services provided (websites, reports, surveys, assessments)
 - i.) 40 organizations attending Logistics coordination meetings
 - j.) 424,000 liters of fuel storage capacity available and in 2014 total 700,000 liters of fuel stored at the fuel depot and supplied to more than 30 organizations

- k.) Organizations receiving services from Logistics Cluster and responding to a user survey rate service satisfaction as 80% or above.

Risk Assessment & Contingency Planning

22. A number of risks could impact the implementation of this SO. The main risks identified are presented through the three risk areas; contextual, programmatic and institutional.
23. **Contextual Risks.** The volatile security situation limits humanitarian staff travel in Yemen. WFP is working in coordination with UNDSS to ensure timely communication of the security situation and plan its operations accordingly. Relevant risk analyses and mitigation actions will be implemented as required to keep an acceptable level of risk.
24. **Programmatic Risks.** Humanitarian organizations may scale up their assistance in the country through an increase in their staffing. Based on the budgeted aircraft capacity increase in humanitarian travel can be met through efficient planning of the air operation.
25. **Institutional Risks.** The success of the SO is conditional on adequate resources being made available to WFP throughout the implementation period. Resource mobilization strategies will include steps to be taken to address any funding shortfalls. WFP will continue its advocacy efforts in order to ensure uninterrupted operations for the humanitarian community.

Exit Strategy

26. WFP will rely on regular feedback and devise an exit strategy accordingly. However, in the view of the current humanitarian context and the volatile security situation it is envisaged that this SO will be required in 2015 to facilitate the work of humanitarian organizations.

RECOMMENDATION

This Special Operation covering the period from 01 January 2015 to 31 December 2015, at a total cost to WFP of US\$ 2,267,379 is recommended for approval by the Deputy Executive Director and Chief Operating Officer, under the Executive Director's delegated authority with the budget provided.

APPROVAL

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Amir Abdulla
Deputy Executive Director and Chief Operating Officer

ANNEX A

Route map as of 20/10/2014

