



Standard Project Report 2015

World Food Programme in Yemen (YE)

Logistics & Emergency Telecommunications Augmentation and Coordination to Support Humanitarian Operations in Yemen

Reporting period: 1 January - 31 December 2015

Project Information	
Project Number	200841
Project Category	Single Country Special Operation
Overall Planned Beneficiaries	N/A
Planned Beneficiaries in 2015	N/A
Total Beneficiaries in 2015	N/A

Key Project Dates	
Project Approval Date	April 24, 2015
Planned Start Date	April 25, 2015
Actual Start Date	May 05, 2015
Project End Date	December 31, 2016
Financial Closure Date	N/A

Approved budget in USD	
Food and Related Costs	N/A
Capacity Dev.t and Augmentation	37,324,872
Direct Support Costs	2,966,224
Cash-Based Transfers and Related Costs	N/A
Indirect Support Costs	2,820,377
Total	43,111,472

Commodities	Metric Tonnes
Planned Commodities in 2015	0
Actual Commodities 2015	0
Total Approved Commodities	N/A

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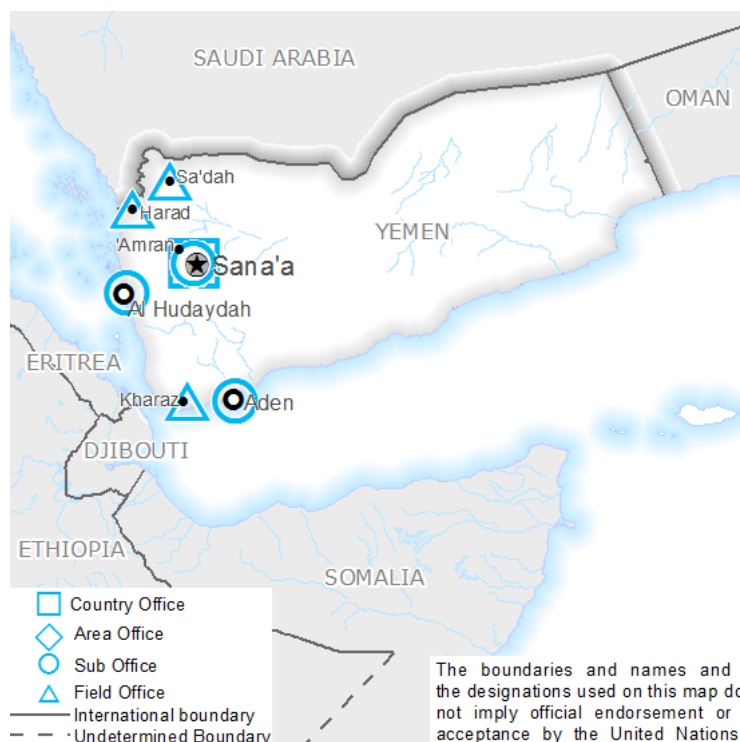
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COUNTRY OVERVIEW



Country Background

In March 2015, Yemen's conflict, which began in 2014 escalated into a full, nationwide conflict drawing international military intervention. After capturing the capital, Sana'a, in September 2014, Houthi forces (also known as Ansar Allah) advanced through Yemen's central and southern governorates, reaching the southern port city of Aden in March 2015. A coalition of Arab states led by Saudi Arabia began a military campaign to assist Yemeni pro-government forces loyal to the Yemeni President-in-exile, Abdu Rabbuh Mansour Hadi, in recapturing territory controlled by Houthi forces. Throughout the associated fighting, and according to the United Nations, more than 3,000 civilians have been killed and almost 6,000 injured, including over 700 children killed, since March 2015. Attacks on civilians by militant groups such as Al Qaeda in the Arabian Peninsula (AQAP), Ansar Al Sharia and Islamic State in Iraq and the Levant (ISIL) have compounded an already alarming humanitarian crisis. There have also been widespread reports of children being forcibly recruited to fight. Despite two humanitarian pauses, in May and a failed pause in July, and a ceasefire in December, the humanitarian situation in Yemen continues to deteriorate - particularly in Taizz, Ibb, Al Bayda, Sa'ada and Aden governorates. Throughout the year, humanitarian access remained heavily dependent on dynamic and frequent changes in the security situation, including denials of security clearance and seizures of humanitarian cargo.

With a population of 25.9 million, Yemen is a lower middle income, food deficit country. It is ranked 160 out of 188 countries by the Human Development Index 2015, a decrease from its 2014 ranking of 154. Yemen suffers from alarming levels of food insecurity, ranked as the tenth most food insecure country in the world by the Global Hunger Index 2015. In June 2015, the Integrated Food Security Phase Classification (IPC) analysis found that at least 6 million people were in need of lifesaving emergency food assistance, with 10 of the 22 governorates being classified as Phase 4 (crisis). This deteriorating trend is reflected in the 2016 Humanitarian Needs Overview, which found that 82 percent of the population were in need of some form of humanitarian assistance while 14.4 million people were food insecure, of which 7.6 million were severely food insecure. Despite government efforts to make progress in achieving some of the Millennium Development Goals (MDGs), Yemen is likely to remain an off-track country as the national poverty rate remains high at 80 percent.

Even before the escalation of civil conflict, Yemen was highly dependent on food imports, importing 90 percent of its total food requirements. The conflict has severely disrupted the regular supply of food, with serious implications for Yemen's vulnerability and food insecurity levels: prices of cooking gas and diesel have risen by over 500 and 300 percent respectively in Yemen's most affected governorates, in comparison to pre-conflict levels, while prices of all commodities continue to rise across the country.

The Task Force on Population Movements estimated that as of December 2015, there were approximately 2.5 million internally displaced people (IDPs) across Yemen. IDPs continued to be the most vulnerable segment of Yemen's population, and the most food insecure. Due to ongoing instability in the Horn of Africa, migrants continue to arrive in Yemen, and as of December, the United Nations High Commissioner for Refugees (UNHCR) estimated that there were more than 264,000 refugees in Yemen in need of urgent protection assistance.

Yemen continues to perform poorly in terms of gender equality, and has ranked lowest (145) on the Global Gender Gap Index for nine years in a row, most recently in 2015. As income opportunities have been severely reduced, compounded by disruptions to basic social services, the effects of the conflict have been severest on women and households headed by women.

In 2015, the socio-political situation was dominated by the Saudi Arabia-led coalition and the government's air and ground military campaign against Houthi forces.

Summary Of WFP Assistance

With the escalation of the conflict in Yemen in March, the country was upgraded by the United Nations to a "Level 3" humanitarian emergency in July 2015. Even before that, WFP had prioritised the provision of immediate life-saving assistance, beginning general food distribution in all accessible governorates in March. To do so, between March and October, WFP shifted the focus of its Protracted Relief and Recovery Operation (PRRO 200636, launched in mid-2014) from recovery and resilience to emergency food distribution and nutrition interventions for acutely malnourished Yemenis. WFP worked with 15 cooperating partners (CPs), including the Ministry of Education and Ministry of Public Health and Population, to deliver food to prioritised areas.

To better respond to the rapidly evolving security and humanitarian situation, WFP transferred its lifesaving activities to a dedicated Emergency Operation (EMOP 200890) in October, with the aim of assisting 4 million people with GFD over an initial six-month period. The EMOP provided nutrition support, consisting of interventions to treat and prevent acute, chronic and micronutrient malnutrition in children under 5 and pregnant and nursing mothers. An adaptable response mechanism to leverage existing market capacity and private sector supply chain networks through a commodity voucher modality was also contemplated in 2015. With the start of the EMOP, PRRO 200636 was frozen, and closed on 31 December 2015 when it became clear that the PRRO was no longer equipped to address the fundamentally altered humanitarian reality in Yemen. Consequently, WFP's humanitarian relief response was consolidated under the EMOP.

The EMOP was in line with WFP's Strategic Objective 1, to save lives and protect livelihoods in emergencies, and with the 2014-15 Yemen Humanitarian Response Plan, revised in June 2015.

Refugees arriving from the Horn of Africa received assistance under PRRO 200305, which provided emergency food assistance to new refugee arrivals, refugees hosted in the Kharaz refugee camp in Lahj governorate, and urban refugees, totaling 20,000 beneficiaries per month over three years.

WFP led the Logistics Cluster and Emergency Telecommunications Clusters, and coordinated humanitarian air services, transportation, telecommunications and the provision and storage of fuel for humanitarian agencies throughout Yemen under three Special Operations: 200798, 200841, and 200845.

Beneficiaries	Male	Female	Total
Children (under 5 years)	844,774	756,550	1,601,324
Children (5-18 years)	1,469,920	1,381,537	2,851,457
Adults (18 years plus)	2,294,704	2,118,572	4,413,276
Total number of beneficiaries in 2015	4,609,398	4,256,659	8,866,057

Distribution (mt)						
Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country EMOP	46,189	3,132	4,159	87	0	53,567
Single Country PRRO	127,666	7,487	11,268	12,131	3,850	162,402
Total Food Distributed in 2015	173,854	10,618	15,427	12,218	3,850	215,968

OPERATIONAL SPR

Operational Objectives and Relevance

Against the backdrop of WFP as the lead agency role for both the Logistics Cluster and Emergency Telecommunications Cluster (ETC) in Yemen, the objective of Special Operation 200841 was to augment logistics and emergency telecommunications in support of the ongoing EMOP 200890. Special Operation 200841 aimed to provide the humanitarian community with adequate logistics and information and communications technology (ICT) capabilities and enhanced coordination mechanisms to deliver relief items to affected populations in Yemen. The operation was launched in April, a month into the escalation of Yemen's conflict, to replace Special Operation 200798. Special Operation 200841 follows the objective of providing the humanitarian community with adequate logistics services, fuel provision and enhanced coordination mechanisms to deliver relief items to the population of Yemen. In addition, the operation incorporates the ETC, which was activated in April, to provide secure telecommunications services for the humanitarian community. Humanitarian air services under the United Nations Humanitarian Air Service (UNHAS), are now catered for by Special Operation 200845.

Results

Outputs

The ETC established two inter-agency radio rooms in Sana'a and Aden with 24-hour working capacity. New installations were carried out at the Diplomatic Transit Facility (DTF) housing international United Nations staff. This included an ETC Wi-Fi network covering the main areas of the DTF as a backup to the main DTF network. In addition, an internet hub was installed as a back-up office activated at the office of international NGO, *Action Contre La Faim* (ACF: Action Against Hunger) in Sana'a providing the international NGO community in Sana'a with internet access. It also provided a solar charging station to support the core network infrastructure, including the indoor satellite ground base station (Very Small Aperture Terminal, VSAT) equipment, and provided much needed power charging facilities to the humanitarian community. In Djibouti, the ETC installed and upgraded VSAT connectivity to facilitate the use of Djibouti as a logistics staging ground.

To ensure efficient utilisation of ETC services, facilitate staff access and maintain full security awareness of staff using the services in the ACF compound, the ETC created a procedure that was shared through the appropriate channels. A standard operating procedure (SOP) was also developed by the ETC, despite no SOPs being planned for the year.

Outside of Sana'a, the ETC continued to maintain a presence in Aden, and a Memorandum of Understanding was signed between UNHCR and WFP on the provision of a back-up office for NGOs in the UNHCR sub-office. In accordance with Minimum Operating Security Standards (MOSS) and at the request of the United Nations Department of Safety and Security (UNDSS), the ETC participated in missions to Aden where a UNDSS Communications Centre was set up. Additional planned ETC deployments in Aden were postponed for security reasons.

In terms of logistical support, internet access was set up at the UNHAS office at Sana'a Airport and the ETC installed a VSAT system aboard the dedicated Logistics Cluster motor vessel (MV), Mainport Cedar, for the transport of inter-agency cargo between Djibouti and Yemeni ports.

The ETC coordinated ICT efforts and organised 46 meetings in 2015, of which 30 were global ETC teleconferences with ETC technical partners and 16 were meetings with personnel in Sana'a or Amman. These meetings were aimed at coordinating operational efforts, sharing resources and avoiding duplication of efforts. The ETC produced 68 documents, including eight situation reports, 16 minutes of global meetings, 30 minutes of global ETC teleconferences, 11 service maps showing operators where to find services, and three factsheets. All documents were stored on the ETC website and were password protected for security reasons.

The ETC launched three surveys in 2015. In May, ETC conducted a needs assessment survey to prioritise the provision of services. In October, an ETC Yemen priorities survey helped to define priority operational areas, with AI

Mukalla in Hadramaut governorate, Sa'ada and Taiz identified as priority areas. ETC is currently operating in Sa'ada, and the other two locations are not accessible due to insecurity. Finally, an ETC user satisfaction survey was conducted in December 2015: although only eight users responded due to the low presence of humanitarian personnel in the country at the time, it was decided to re-launch the user satisfaction survey when new operational sites have opened.

Throughout 2015, the ETC carried out a total of 11 trainings for 144 inter-agency radio users, operators and drivers. These trainings helped increase staff safety and security as they focused on how to use radios and manage radio rooms. Some training sessions were organized proactively by the ETC, while several United Nations agencies approached the ETC to run additional training sessions resulting in more training sessions conducted than planned. However, due to challenges associated with receiving clearances from the Yemeni authorities, the ETC did not manage to secure a radio license in 2015, and will renew efforts to do so in 2016.

The ETC continued to face challenges in operating in the Yemeni context. The greatest challenge by far was obtaining clearance for imported telecommunications and ICT equipment. To mitigate this challenge, the ETC explored the local markets and managed to purchase power generation equipment and other items locally. An additional constraint was the limitation in number of staff allowed to access Yemen, due to the cap to international staff and the slots system. In some periods of the year, the ETC had as little as two slots for staff to be deployed. The ETC mitigated this challenge by leveraging the existing talent pool of ICT personnel in WFP. Another challenge was limitations on movement due to security constraints. ETC personnel were prevented from deploying to some operational areas for security concerns, particularly Al Mukalla and Taiz, and for this reason, several planned assessments could not be carried out.

In 2015, the Logistics Cluster facilitated reliable logistics services free of charge to humanitarian organizations to support humanitarian operations in Yemen. The Logistics Cluster played a key role in providing fuel, ground transport and storage facilities to humanitarian actors. With the escalation of the conflict in March 2015, shortages and increases in the price of fuel were reported throughout the country, with a significant impact on humanitarian assistance. Between April and December, over 2.5 million litres of fuel were allocated by the Logistics Cluster to more than 60 organizations from its Aden, Sana'a and Hodeidah storage facilities. The blockade of Yemeni ports between March and July prevented the import of fuel and created a gap in supply, which was progressively addressed with the arrival of 500,000 litres of fuel in Aden in July, the first shipment of fuel to reach Yemen since March. Further shipments of fuel aboard the Logistics Cluster-chartered MV Drive Mahone (180,000 litres) and MV Great Star (1.8 million litres) further contributed to easing the fuel shortage among humanitarian actors. In addition, the Logistics Cluster facilitated and controlled the fuel delivery, transporting over 800,000 litres which allowed food and non-food items (NFIs) to move across Yemen in a period where food was scarce or not available. The temporary closure of Hodeidah port in August due to damage caused by airstrikes resulted in a backlog of vessels at Djibouti port. The Logistics Cluster distributed 211,722 litres of fuel per month, which was 53 percent of the monthly target.

The Logistics Cluster provided ground transport for inter-agency humanitarian cargo throughout the year. A total of 233 mt and 1000 m³ were transported from Sana'a, Hodeidah and Aden to severely affected locations in Yemen on behalf of the International Medical Corps (IMC), International Organization for Migration (IOM), UNHCR and the World Health Organization (WHO).

In response to cyclones Chapala and Megh that hit eastern Yemen in November, the Logistics Cluster facilitated the delivery of humanitarian assistance by carrying out four airlifts from Nairobi and Djibouti to Socotra on behalf of WHO and IOM, with a total of 55 mt and 173 m³. By road, the Logistics Cluster facilitated the loading of humanitarian trucks in Sana'a to Aden, bound for Hadramaut on behalf of four United Nations partners, and dispatched 30 trucks to cyclone-affected areas in Hadramaut, Shabwa and Al Mahra governorates. By sea, a total of 18 mt of medical supplies was transported on behalf of WHO from Djibouti to Aden.

The Logistics Cluster received 181 requests from humanitarian organizations operating in Yemen and successfully fulfilled 143 requests for sea, air and road transport, with unfulfilled requests stemming from delays linked to security clearance and short notice requests. From the Djibouti Logistics Hub, the Logistics Cluster facilitated transport by sea through humanitarian vessels and *dhow*s (local sailboats) to the ports of Aden and Hodeidah, with a total of 982 mt or 3245 m³ transported on behalf of 12 humanitarian organizations. The Logistics Cluster facilitated passenger bookings and sea transport from Djibouti to Aden for inter-agency assessments of the humanitarian situation in the governorate and to prepare for a scale-up of operations, given the unavailability of air transport due to insecurity. Between July and December, a total of 58 humanitarian workers from four United Nations agencies were accommodated aboard the MV Mainport Cedar and transported to Aden.

To ensure better coordination and information sharing among humanitarian agencies, the Logistics Cluster expanded its presence to three operational locations: Djibouti, Sana'a and Amman, with weekly coordination meetings held in all three locations. The Logistics Cluster conducted 60 coordination meetings with representatives

from 40 humanitarian organizations in Djibouti, Amman and Sana'a - a substantial increase from 17 the previous year, and reflective of the increased demand for logistical services. The Logistics Cluster continued with coordination and information management activities, including the regular provision of updated operational information such as port and airport status updates, relevant logistics procedures, as well as the publication of meeting minutes, monthly operational overviews, weekly situation updates, forms and guidance, and geographic information system (GIS) maps. The Logistics Cluster published weekly access constraint maps and from May, a dedicated information management officer was deployed to ensure an adequate supply of quality information products. All information material was regularly shared with humanitarian organizations and made available through the Logistics Cluster webpage. As a result of this augmentation in activity, the number of information products produced greatly exceeded the planned number, and the Logistics Cluster will adjust its plan in 2016 to reflect this strengthened capacity.

Output	Unit	Planned	Actual	% Actual vs. Planned
SO1: Special Operation (ICT)				
Number of ETC meetings conducted on local and global levels	instance	25	46	184.0
Number of ETC user satisfaction surveys conducted	survey	4	1	25.0
Number of IM products (sitreps, factsheets, maps and other ETC information) produced and shared via email, information management platform, task force and ETC website	item	15	68	453.3
Number of Standard Operating Procedures developed and implemented	SOP	0	1	-
Number of UN agencies and NGOs provided access to data communications services	agency/organization	9	10	111.1
Number of UN agencies and NGOs provided access to the security telecom network	agency/organization	9	10	111.1
Number of UN agency/NGO staff members trained in radio communications	individual	90	114	126.7
Number of assessments/surveys conducted	assessment	16	5	31.3
Number of common radio frequency licences made available	license	1	0	0
Number of operational areas covered by common security telecommunication network	operational area	5	3	60.0
Number of operational areas covered by data communications services	operational area	10	4	40.0
Number of operational areas covered with charging stations	operational area	15	5	33.3
Number of operational areas in which radio trainings are conducted	operational area	3	1	33.3
Number of radio-rooms (COMCEN) established	radio room	3	2	66.7
Number of training sessions / workshops organized	training session	5	11	220.0

Output	Unit	Planned	Actual	% Actual vs. Planned
Number of web-based information- sharing and collaboration platforms established/updated	information-sharing platform	1	2	200.0
SO1: Special Operation (Logistics)				
Number of agencies and organizations using transport services	agency/organization	30	18	60.0
Number of bulletins, maps and other logistics information produced and shared	item	30	163	543.3
Number of cluster coordination meetings conducted	instance	80	60	75.0
Percentage of fuel requests fulfilled	%	90	80	88.9
Percentage of passenger bookings served	%	60	57	95.0
Percentage of service requests to handle, store and/or transport cargo fulfilled	%	85	79	92.9

Outcomes

Through the emergency telecommunications and logistics services provided under this operation, the humanitarian community was able to access vulnerable and conflict-affected populations in Yemen, particularly in the ten most food insecure governorates.

By facilitating the transportation of over 35,000 mt of humanitarian cargo aboard chartered vessels, the Logistics Cluster supported the humanitarian community in responding to logistical needs in a coordinated and effective manner, while allowing the rapid mobilization of humanitarian resources in response to two tropical cyclones that hit parts of eastern Yemen. The Logistics Cluster's provision of GIS mapping for supply chain and logistics maps further boosted the logistics capacity of the humanitarian agencies, while the provision of fuel enabled humanitarian partners to replenish stocks in order to maintain and scale up their life-saving humanitarian operations across the country.

Crucial installations and upgrading of internet hubs, power charging stations and security telecommunications networks by the ETC facilitated the lifesaving activities of humanitarian partners and WFP's own logistics and programme activities. By providing connectivity to the UNHAS office at Sana'a airport, aboard inter-agency MVs and radios for Cluster-operated vehicles, the ETC enabled the various clusters to facilitate the movement of inter-agency relief items in a challenging operating environment affected by airstrikes, ground fighting, sudden road closures and checkpoints.

Sustainability, Capacity Development and Handover

Due to the escalation of the conflict in March, planned coordination activities with the government, such as the training of customs officials by the Logistics Cluster, did not take place. These activities will be revisited in 2016, subject to the security and political situation in-country. To boost local capacity, the ETC conducted training sessions for inter-agency radio operators, and the management of radio rooms, and agencies sent local staff to attend these sessions.

Management

Partnerships

WFP, as Logistics Cluster lead, worked closely with all United Nations agencies and international NGOs operating in Yemen to coordinate logistics facilities, share information, facilitate air operation services between Djibouti and Sana'a on UNHAS, and deliver fuel to humanitarian agencies. WFP facilitated regular service provision and coordination meetings of the Logistics Cluster. Attendance at the meetings was frequented by 120 participants from 30 United Nations agencies and international NGOs.

Following its activation in April, the ETC partnered with a consortium of Luxembourg based organisations, including the Grand Duchy of Luxembourg and private companies, set up emergency.lu to install VSAT services in Djibouti and with Ericsson Response for the provision of ICT equipment. In addition, the ETC provided telecommunications services and conducted trainings for 114 United Nations staff, including all United Nations agencies with operations in Yemen and UNDSS. Both the ETC and WFP continued to maintain close communication with the Ministry of Planning and International Cooperation, particularly in regard to the import of telecommunications equipment.

Lessons Learned

While the Logistics Cluster successfully responded to a growing number of demands for fuel during periods of acute fuel shortage caused by challenges in reaching Yemeni ports, pre-emptive measures were taken to increase the total storage capacity to allow for the availability of contingency stock. Moreover, partners were encouraged to communicate their long-term fuel requirements in advance, to ensure proper planning and adequate allocation of fuel. The Logistics Cluster planned a new petrol station for fuel storage and distribution, to be located at the WFP warehouse outside Hodeidah port. This was in development at the end of 2015, with plans to become operational in early 2016.

To manage the backlog of vessels and humanitarian cargo at Djibouti port, the Logistics Cluster planned additional crossings to Hodeidah with WFP-contracted *dhow*s and a second Logistics Cluster staging ground was opened at the port of Berbera in Somaliland to support the primary staging ground in Djibouti.

To improve its service provision in the face of growing humanitarian needs, the Logistics Cluster took steps to refine its information management system, primarily by increasing the number of weekly and monthly updates on the activities as well as regular interactions with humanitarian partners through coordination meetings. Given the formidable access constraints, particularly during the evacuation of international United Nations staff between April and June, online coordination proved to be key to ensuring regular flows of information between Amman, Djibouti and Yemen, and ETC support such as the setting up of VSAT systems and internet hubs helped to ensure that partners were alerted about any operational changes well in advance.

The ETC continued to face challenges in importing ETC and ICT equipment into Yemen, with instances of hardware not being allowed to be offloaded at Yemeni ports or being withheld at customs. To mitigate the effects of unavoidable bureaucratic delays, the ETC has sought, where possible, to source equipment within Yemen, and pre-positioned ETC equipment in Djibouti for immediate delivery to Yemen upon receipt of import clearance. To assist the small number of ETC staff deployed in Yemen due to the limited slots for international United Nations staff and delays in obtaining visas, ETC staff elsewhere in the region were mobilised to provide remote backup for the Yemen operation, in coordination with other institutional players and partners.