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Contact Info

Carlotta Negri

Carlotta.Negri@wfp.org

Country Director

Stephen Anderson

Further Information

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SPR Reading Guidance

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Standard Project Report 2017

World Food Programme in Yemen (YE)



World Food Programme

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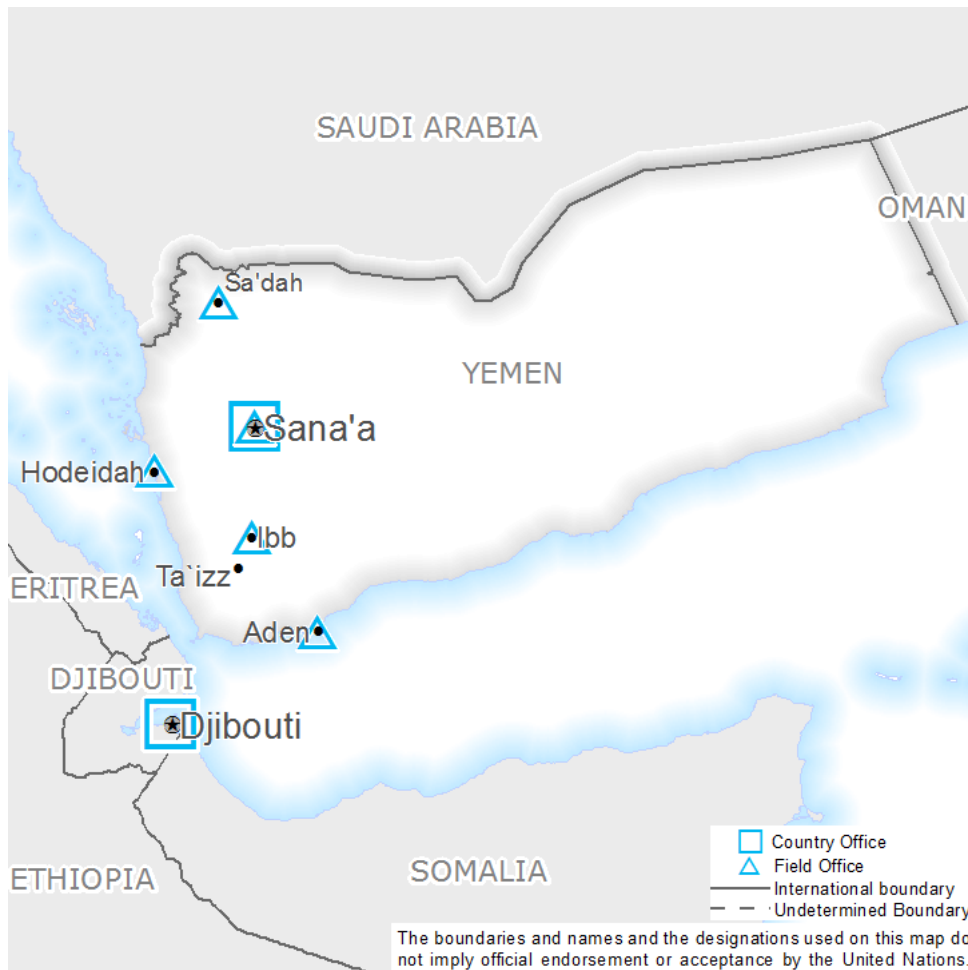
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Country Context and WFP Objectives



Achievements at Country Level

Since the start of the Yemeni crisis in March 2015, WFP has gradually scaled up its food assistance response from less than one million beneficiaries per month to a maximum of 8 million, including 4.1 million men and boys and 4 million women and girls. This was achieved primarily through significantly increased in-kind assistance which, as of May 2017, started to reach beneficiaries regularly on a monthly basis. WFP expanded assistance to 20 governorates, including the ten governorates classified as Phase 4 (emergency) by the March 2017 Integrated Food Security Phase Classification (IPC) analysis.

WFP managed to consistently reach populations in conflict-affected and hard-to-reach areas where food assistance needs were highest, such as Taizz, Hudaydah, Marib, Rayma, Sa'ada, Hajjah, Shabwa and Lahj, using in-kind food and commodity vouchers. WFP Logistics successfully scaled up its capacity to deliver needed commodities to beneficiaries in the targeted locations. Despite severe movement limitations imposed on humanitarian staff, WFP teams successfully conducted monitoring missions to distribution sites in these areas.

The Commodity Voucher through Traders Network (CV-TN) activity provided assistance to beneficiaries in four governorates (Sana'a, Amanat Al Asimah, Taizz, and Hudaydah), reaching a maximum of 863,000 beneficiaries a month out of the planned one million. Introduced in 2016 in Yemen, CV-TN is a market-based modality aimed at leveraging existing food supply networks (wholesalers/retailers) to reach people in need within the context of insecurity and logistical challenges. In addition to providing relief assistance, CV-TN promotes job creation and contributes to revitalizing local economies. The CV-TN activity provides commodity vouchers to beneficiaries and is part of WFP's general food assistance programme.

The food consumption of CV-TN beneficiaries showed a significant improvement. Percentage of households with a poor food consumption score decreased from 22 in the fourth quarter of 2016 to 14 in the fourth quarter of 2017. In addition, the food consumption score of beneficiaries receiving in-kind assistance showed a slight improvement as the percent of households with poor food consumption decreased from 18 in quarter four of 2016 to 17 in quarter four of 2017. The stabilization and improvement in food consumption scores were achieved on account of increased rations and regular monthly distributions during the second half of 2017.

WFP continued to co-lead the Food Security and Agriculture Cluster (FSAC) which introduced, for the first time in Yemen, a Famine Risk Monitoring mechanism at district level, supported by all cluster members. Results of the Famine Risk Monitoring informed the district level prioritization and identified the number of severely food insecure populations in need of general food assistance. Jointly with other clusters, FSAC also identified 107 districts at heightened risk of famine to be supported through inter-cluster programmes.

WFP scaled-up nutrition interventions during the last quarter of 2017. The Treatment of Moderate Acute Malnutrition programme reached 500,100 malnourished children aged 6-59 months as well as pregnant and lactating women (PLW), representing 50 percent of the overall EMOP target. After extensive consultation with key stakeholders and preparations by cooperating partners, distributions under the Prevention of Acute Malnutrition programme began in the fourth quarter of 2017, assisting 93,000 beneficiaries. WFP nutrition interventions have been supported by 22 non-governmental organisation (NGO) partners and by the Ministry of Public Health and Population. WFP started training on Community-based Management of Acute Malnutrition (CMAM) to nutrition coordinators and health staff jointly with the Ministry of Public Health and Population.

In response to the 2017 unprecedented cholera outbreak, WFP -- under its supply chain function -- worked with the World Health Organisation (WHO) to rehabilitate treatment centres and to provide overall logistics support. The cholera response was also supported by the WFP-led Logistics Cluster which continued to fill logistics gaps by facilitating access to a common logistics services platform for the humanitarian community working in Yemen. A key activity of the Logistics Cluster was the facilitation of air transport of humanitarian supplies from Djibouti to Sana'a on WFP-chartered aircraft with the support of the United Nations Humanitarian Air Service (UNHAS). The frequency of airlifts steadily increased in 2017, from almost one airlift per month in the first half of the year to a peak of four flights per week in August 2017. Another critical activity was the transport of both passengers and cargo on board the WFP-chartered vessel VOS Apollo between Djibouti and Aden, which also served as an emergency rescue and evacuation vessel. Overall, 1,391 passengers from 33 organisations and 699 mt of cargo valued at USD 3.3 million on behalf of eight organisations were transported on the VOS Apollo.

The WFP-led Emergency Telecommunications Cluster (ETC) provided security telecommunications and power solutions to support the lifesaving activities of humanitarian organizations in Yemen. Overall, 218 international staff and 1,149 national staff from 21 organizations were supported by ETC connectivity in 2017. The Cluster strengthened the cholera response by establishing IT connectivity in the Emergency Operations Centres at Governorate level.

Finally, the WFP-led UNHAS service continued to provide access for the humanitarian community to vulnerable and conflict-affected populations in Yemen through the transportation of international and national humanitarian staff and urgent light cargo. By providing humanitarian actors with a critical transport link into Yemen, the operation preserved the operational integrity of the international humanitarian response in Yemen. In total, UNHAS transported 9,184 passengers on behalf of 66 organizations. Moreover, UNHAS continued to play a crucial role in undertaking medical evacuations of 55 humanitarian staff from Sana'a to Djibouti.

Country Context and Response of the Government

Three years of conflict and displacement in Yemen, exacerbated by a major cholera outbreak and access constraints, have led to the world's largest humanitarian and food security crisis. Socio-economic indicators for Yemen have sharply deteriorated. The World Bank estimates that the poverty rate in the country has reached 80 percent of the population. According to the 2017 Yemen Humanitarian Response Plan (YHRP), 70 percent of the total population were in need of humanitarian assistance. At the same time, the 2017 Global Hunger Index rated Yemen in the "alarming" category with imminent famine warning.

Since the conflict started in 2015, more than 3 million Yemenis have been displaced. Over 62,000 casualties have been reported, including 9,245 killed [1]. Areas in northern governorates are regularly targeted by airstrikes and in many of the southern governorates the security landscape has been mired with terrorist attacks and occasional improvised explosive devices (IED) explosions. Presence of Al Qaeda in the Arabian Peninsula (AQAP) and Islamic State in some parts of Yemen further compromise the security environment. The United Nations Children's Fund (UNICEF) reports that 2 million children are currently out of school and a significant number of schools are either damaged due to fighting or occupied by the militants. According to the World Health Organization (WHO), only 45

percent of health facilities in Yemen are fully functional and accessible. The recent cholera outbreak, which began at the end of April 2017, affected 90 percent of all districts in Yemen. Over one million people were suspected with cholera and nearly 2,200 Yemenis lost their lives.

The relocation of Yemen's Central Bank from Sana'a to Aden in September 2016 resulted in the suspension of salaries for some 1.2 million public servants, thereby severely affecting their livelihoods and worsening the dire food insecurity situation in the country. The suspension of salaries also hampered significantly the delivery of basic social services in health facilities, schools, etc., since many staff no longer reported to office or irregularly.

Yemen has traditionally been highly dependent on food imports for around 90 percent of its total food needs. The country requires approximately three million tonnes of wheat and 420,000 tonnes of rice annually, of which 70 percent are imported through the Red Sea of Hodeidah and Al Saleef ports and the rest through Aden port. Since the onset of the conflict, restrictions on imports, destruction of port infrastructure, the collapse of the financial and banking sector, security risks and high transport costs were key factors negatively affecting imports and supply of basic goods across Yemen. The November 2017 blockade imposed on ports and airports further exacerbated the situation and led to severe scarcity and steep price increases of basic commodities, including food and fuel. Access constraints have also significantly impacted the presence and movement of humanitarian staff in Yemen.

WFP Vulnerability Analysis and Mapping (VAM) market analysis reports that food prices increased between 30 - 90 percent by the end of 2017 compared to pre-crisis levels. Fuel prices rose by over 150 percent during the same period. The Yemeni Riyal (YER) depreciated by 210 percent. Critical food and energy imports are now facilitated exclusively through private channels without support offered earlier by the Central Bank of Yemen. This has further aggravated inflation in the country. Coupled with rising unemployment, the purchasing power of the local population has been eroded and so has their access to food as well as other essential goods and services.

Conflict and sharp economic decline have severely impacted the food security and nutrition situation in the country. According to the 2016 Emergency Food Security and Nutrition Assessment (EFSNA), 63 percent of households in Yemen had to cope with limited access to sufficient food compared to 41 percent in 2014. Poor food consumption had increased by over 44 percent since 2015, affecting more than one in four households. The Famine Risk Monitoring conducted in the last quarter of 2017 estimated 17.8 million food insecure people of which 8.4 million people severely food insecure, marking a 24 percent increase from the March 2017 Integrated Phase Classification (IPC) results where 6.8 million people were classified in Phase 4 'emergency' and 10.2 million people in Phase 3 'crisis.'

The School Feeding Project and Humanitarian Relief (SFPHR), embedded in the Ministry of Education, remained one of WFP's largest partners under the in-kind food assistance programme in the northern governorates. SFPHR conducted monthly food distributions to some 2.8 million beneficiaries, using the wide network of schools. WFP continued to work closely with SFPHR to build their capacity in programme implementation.

As outlined in the 2017 Humanitarian Needs Overview, malnutrition in Yemen – a chronic challenge – has steadily increased since the escalation of conflict. As a result, about 3.3 million children under five years of age and pregnant and lactating women were acutely malnourished. This included 462,000 children under five suffering from severe acute malnutrition; a 57 percent increase since late 2015.

The Ministry of Public Health and Population continued to be a key partner in WFP nutrition activities. The Treatment of Moderate Acute Malnutrition was exclusively channeled through local health facilities with the overall support of the Governorate and District Health Officials. WFP signed agreements with both the Ministry and the Governorate Health Officials to support the activity implementation.

[1] 2018 Yemen Humanitarian Response Plan

WFP Objectives and Strategic Coordination

The conflict that erupted in March 2015 in Yemen marked WFP's transition from a Protracted Relief and Recovery Operation to an Emergency Operation. EMOP 200890 was launched in October 2015 to address the emergency food and nutrition needs of food insecure women, men, boys, and girls displaced or affected by the crisis. Aligned with WFP's Strategic Objective, the EMOP aimed to save lives and protect livelihoods in emergencies - specifically by increasing food consumption through the scale-up of life-saving emergency food assistance in areas classified as experiencing "emergency" and "crisis" levels of food insecurity by the Integrated Food Security Phase Classification analysis. The EMOP envisaged the provision of an adaptable and flexible response mechanism through both in-kind and Commodity Voucher through Traders Network (CV-TN) assistance. The EMOP further encompassed in-kind assistance for refugees from the Horn of Africa and other vulnerable economic migrants that had previously been assisted under PRRO 200305 with the aim to save lives and maintain adequate dietary standards. In addition, the EMOP aimed to address the needs of children 6 - 23 months at risk of acute malnutrition

through prevention programme. Children 6-59 months and pregnant and lactating women (PLW) affected by moderate acute malnutrition were covered by the treatment programme.

In April 2017, WFP launched a new Emergency Operation, EMOP 201068, aiming to avert famine in Yemen. This operation encompassed many of the same components of EMOP 200890 and scaled up assistance through unconditional resource transfers and nutrition. In line with WFP Strategic Objectives 1 and 2 this operation aimed to provide life-saving food assistance to internally displaced, other severely food insecure populations, refugees and vulnerable economic migrants. It further supported malnutrition prevention and treatment programmes.

Through the special operations 200841 and 200845, WFP-led Logistics and Emergency Telecommunications Clusters were of foremost importance to facilitate access to common services in both Djibouti and Yemen for the entire humanitarian community, supporting Yemen. Alongside the Clusters, UNHAS not only supported the Logistics Cluster air operations, but also ensured humanitarian access to Sana'a and Aden thanks to regular flights from Amman and Djibouti. In addition to co-leading the Food Security and Agriculture Cluster (FSAC) with FAO, WFP has also been an active member of the Nutrition Cluster, the Yemen Gender Group, Cash and Voucher Technical Working Group and Humanitarian Access Work Group.

To respond to the cholera outbreak, WFP, through partnership with the World Health Organization (WHO), led the logistics and emergency telecommunications branches of the cholera response.

Country Resources and Results

Resources for Results

The country office, with support from the Regional Bureau and Headquarters, developed a fundraising strategy and action plan which fed into streamlined fundraising efforts. As a result, funding for the WFP Yemen country office significantly increased in 2017 thanks to increased donor support and confidence. In 2016, WFP Yemen was supported by 12 donors, while in 2017 this number increased to 30, including the World Bank and eight private sector donors. WFP received a total of USD 720.8 million against an estimated requirement of USD 874 million, covering 82 percent of the 2017 funding requirements. Cash contributions represented 65 percent of total funding received and enabled WFP to programme these funds flexibly.

Thanks to generous donor funding, WFP succeeded in more than tripling the amount of food distributed per month and in doubling the number of beneficiaries assisted between January and August 2017. Specifically, an average of 20,000 mt were distributed on a monthly basis during the first quarter of 2017, compared to 70,000 mt by August 2017. The number of beneficiaries increased from 3.5 million in January to 7 million from August 2017 onwards.

Limited predictability of the level and timing of funding posed some challenges to WFP's planning, particularly since it takes WFP in general three to four months lead time for commodities to arrive in country. There were periods when funding gaps were imminent which may have led to an interruption in assistance. The country office was able to prevent these by making extensive use of WFP's advance financing mechanism. Donors confirmed a number of unrestricted contributions which allowed access to the internal loan facility, thereby enabling WFP to purchase against contributions in advance. Keeping donors regularly informed of WFP's funding situation helped address the issue and mobilise additional support.

WFP implemented cost saving measures and significantly improved internal control processes of its operation which led to greater donor buy-in. Since the beginning of the EMOP, WFP relied heavily on procuring food requirements through the Global Commodity Management Facility (GCMF), where GCMF had these commodities purchased and stored at hubs near Yemen (or on the arrival to these hubs). WFP would charter a vessel to bring the commodities into Yemen and/or use liner services. The usage of GCMF enabled WFP Yemen to save up to 1.5 months of lead time -- once funding was confirmed -- and saved WFP Yemen over USD 27 million on commodity costs. Additionally, WFP relied on internal loan mechanisms to enable programming of funds that were still at forecast stage. In 2017, WFP received over USD 81.7 million from the Internal Project Lending Account (IPL). Additionally, in 2017, WFP received USD 5 million from the Immediate Response Account, of which USD 4.6 million was repaid.

Continued advocacy for donor support was undertaken at various levels, ensuring that donor governments and other stakeholder were kept abreast on food assistance needs, programme modalities, the funding situation and any arising challenges. WFP increased communication with donors, including through regular meetings and bilateral conference calls. This allowed donors to coordinate among themselves and make well-informed funding decisions.

Moreover, in 2017, WFP scaled up its donor visibility strategy and embarked upon a social media strategy to create a culture of continuous real-time donor engagement. Two visits by the Executive Director and two working visits by the WFP Regional Director for the Middle East and North Africa to the country office in Sana'a enhanced synergies in resource mobilisation efforts.

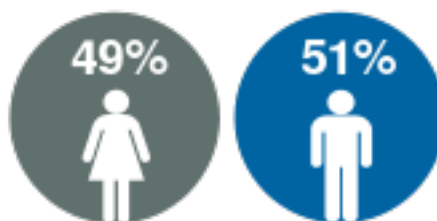
Finally, in 2017 the WFP-led UNHAS service and Logistics Cluster provided continuous and transparent information sharing with the international community which led to sustained funding levels to ensure the continuation of the critical services. Under special operation 200841 (Logistics Cluster) and special operation 200845 (UNHAS service), some USD 20 and 10 million were raised, respectively.



Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	682,816	674,783	1,357,599
Children (5-18 years)	1,486,129	1,397,765	2,883,894

Beneficiaries	Male	Female	Total
Adults (18 years plus)	1,911,886	1,879,753	3,791,639
Total number of beneficiaries in 2017	4,080,831	3,952,301	8,033,132



Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country EMOP	528,052	43,693	46,373	7,740	5,901	631,759
Total Food Distributed in 2017	528,052	43,693	46,373	7,740	5,901	631,759



Cash Based Transfer and Commodity Voucher Distribution (USD)

Project Type	Cash	Value Voucher	Commodity Voucher
Single Country EMOP	-	-	55,042,392
Total Distributed in 2017	-	-	55,042,392

Supply Chain

WFP's supply chain in Yemen is highly complex, characterized by a combination of multiple corridors, logistical staging areas and modes of transport, to deliver commodities into the country. In 2017, the importation of cargo was done through the ports of Hodeidah, Al Saleef and Aden. The commercial sector also used overland corridors from Saudi Arabia and Oman. Logistics hubs in Djibouti and Berbera port were used as staging areas for air and sea transport. Djibouti port was also used to transship WFP and Logistics Cluster humanitarian cargo via air or sea. Chartered vessels loaded in Djibouti transshipped commodities to the ports of Aden. In addition, Berbera port in Somalia was used for the bagging and transshipment of bulk and containerized cargo destined for Aden and Hodeidah.

WFP imported 652,624 mt of different food commodities, including fortified vegetable oil, wheat, sugar and pulses. 283,302 mt of these commodities were purchased from the Global Commodity Management Facility (GCMF).

Cereals were procured from Russia and Ukraine, pulses from Turkey and Ukraine. Fortified vegetable oil was procured from Indonesia and sugar from the United Arab Emirates. In addition, WFP received in-kind food donations, amounting to over 339,103 mt, including 272,723 mt of wheat grain.

To support local markets, WFP purchased 109,093 mt of wheat from commercially operated silos in Aden, Hodeidah and Saleef. WFP used the food supply agreement procurement modality (FSA) to maintain reserve stocks of food which could be called forward at any given time. WFP entered into Long Term Agreements with suppliers. A local purchase contract of 35,000 mt of wheat flour had to be cancelled in December 2017 so as not to further strain markets, while the port restrictions had only be partially lifted.

The country office faced extended lead times of three to four months for contributions to be programmed and converted into commodities ready for dispatch. Delays at Yemeni ports presented major challenges for timely dispatches and distributions. At times, vessels carrying WFP-procured food spent up to several weeks waiting for berthing windows at Yemeni ports. At Hodeidah port, conflict related damage to the port's cranes further constrained the port capacity. Recognizing the importance of Hodeidah as the primary access point for humanitarian supplies for Yemen's northern governorates, WFP procured mobile cranes for the port. After extensive negotiations, clearance was received from concerned parties to deliver the cranes to Hodeidah.

Port functioning came to a halt with the closure of all air, land and sea ports on 6 November. The port closure delayed the berthing of a WFP-chartered vessel, carrying 25,000 mt of wheat. Commercial vessels were not able to access Hodeidah and Saleef port for weeks. This led to a sharp increase in market prices and significantly impacted on food and fuel availability. The fuel scarcity disrupted the transportation of goods and services throughout the country and impacted also on milling capacity. WFP was not able to mill sufficient quantities of wheat flour on time for in-kind distributions in December. As a result, food rations had to be reduced to 55 percent in order to serve all beneficiaries during that month.

The continuation of port restrictions forced WFP to divert large amounts of cargo from Hodeidah to Aden port. This diversion not only increased lead times for delivery, but entailed a significant increase in transport costs. In total, it added over USD 3.8 million on Landside, Transport, Storage and Handling (LTSH) costs by year end.

Programme monthly requirements increased significantly over the year from 35,000 mt in May to 75,000 mt in August 2017. In order to manage the scale-up, WFP Supply Chain used a forward hub supply chain concept whereby all food procured was moved to warehouses in five hubs located in Aden, Ibb, Hodeidah, Sa'ada and Sana'a, operated by commercial logistics service providers. Food was dispatched from these warehouses to over 5,000 final distribution points (FDPs) throughout the country. Adherence to a strict programming schedule was required to allow operations to deliver a steady flow of commodities in the most challenging districts. Appropriate tracking tools and standard operating procedure (SOPs) were developed to support this further.

The post-delivery losses during the period were 0.3 percent, well below the corporate threshold of 2 percent. This was achieved by making transporters accountable for any loss en route from WFP warehouse to FDPs. WFP also worked closely with cooperating partners (CPs) to develop the capacity of their staff in terms of warehouse management and commodity handling. A total of 141 staff were trained during 2017.

The country office further invested in the roll-out of the Commodity Vouchers through Trader's Network (CV-TN) modality, by bringing in Supply Chain expertise. The commodity voucher modality relied on retailer networks. It was implemented through a "business-to-business" approach under which large importers guaranteed the steady supply of food commodities to WFP beneficiaries. Beneficiaries redeemed commodity vouchers distributed by WFP's cooperating partners for food rations at the closest retail outlets linked to WFP's Yemeni food suppliers. Thus, CV-TN complemented WFP's own in-kind supply chain and ensured availability of food commodities for beneficiaries.

In view of the unprecedented cholera outbreak, WFP Supply Chain extended support to WHO to rehabilitate Diarrhea Treatment Centres and rural hospitals.



Annual Food Purchases for the Country (mt)

Commodity	Local	Regional/International	Total
High Energy Biscuits	-	305	305

Commodity	Local	Regional/International	Total
Ready To Use Supplementary Food	-	1,380	1,380
Split Peas	-	726	726
Vegetable Oil	-	1,001	1,001
Wheat	58,003	-	58,003
Wheat Flour	40,817	9,607	50,424
Wheat Soya Blend	-	14,755	14,755
Total	98,820	27,774	126,594
Percentage	78.1%	21.9%	

Annual Global Commodity Management Facility Purchases Received in Country (mt)

Commodity	Total
High Energy Biscuits	85
Ready To Use Supplementary Food	3,788
Split Peas	27,092
Sugar	3,926
Vegetable Oil	32,052
Wheat	266,253
Total	333,196

Implementation of Evaluation Recommendations and Lessons Learned

WFP's emergency operation response in Yemen continued to be informed by experience and lessons learned in a unique operational context, characterised by conflict, economic decline and cholera outbreak.

In 2017, insecurity and access challenges negatively affected WFP's ability to provide timely and monthly assistance to affected populations. Transport convoys regularly experienced administrative delays at checkpoints. WFP appointed enumerators and cooperating partners reported at times that access for assessments, the selection of beneficiaries and distribution of assistance were hindered by political interference and conflict at the local level.

WFP continued to rely on a beneficiary call centre to contact randomly-selected beneficiaries to confirm that beneficiaries had received assistance and to monitor their food security status. The use of the call centre proved to be critical in a context like Yemen where physical access to beneficiaries is limited in certain areas due to security concerns. When the security situation allowed, WFP monitored food distributions through its programme staff and/or by engaging WFP contracted third party monitors (TPM).

The country office adopted 2016 audit recommendation to identify an additional TPM partner to be ready to respond to any forthcoming monitoring needs that might emerge as a result of the fragile situation. WFP also adopted the audit recommendations to update beneficiary lists and enhance beneficiary identification through the use of biometrics. Finally, WFP agreed to step up advocacy vis-à-vis cooperating partners on deconfliction of distribution points.

From past experience, WFP had learned that operational scale-up in a complex environment can only be possible through cohesion in the humanitarian response. Famine prevention requires coordinated monitoring and inputs from various sectors, and access can only be maintained and improved through joint and stepped up advocacy. As a

result, WFP increased its inter-agency engagement with the Humanitarian Country Team. Coordination was also stepped up with the Office of Coordination of Humanitarian Assistance (OCHA) on protection and access issues, specifically on the re-opening of Red Sea ports and clearance for bringing in mobile cranes for Hudaydah port to boost the offloading capacity. Moreover, quarterly donor meetings and regular conference calls with donors allowed WFP to establish a dialogue on progress in the emergency response, to align advocacy and to highlight funding gaps.

In terms of programming, WFP stepped up coordination with the Ministry of Public Health and Population and the Ministry of Education among others to inform programme design, strengthen implementation and to nurture local capacity development. WFP strengthened its engagement in various clusters on the review of the district level prioritization, the Community Management of Acute Malnutrition (CMAM) scale-up plan and the forthcoming resumption of a school meals programme. To further support synergies between Severe Acute Malnutrition (SAM) and Moderate Acute Malnutrition (MAM), WFP started to hold regular bilateral meetings with the United Nations Children's Fund (UNICEF).

Story worth telling

In 2017, Mariam's house, located in the governorate of Hodeidah, Bagel district, was totally destroyed by an airstrike targeting a nearby military camp.

"One day I went with my eight children to visit my friend. A few hours later, we heard warplanes hovering over the area and bombing various sites as usual. After that, I returned to my house but I was astonished to see the damage," said Mariam.

Stunned and homeless, Mariam was not sure what to do to support her eight children. She is a single mother who must independently support her family.

In a moment of despair, she heard that the World Food Programme was distributing monthly food rations to displaced persons in Al-Sukhna district in Hodeidah. Thus, she moved her family from Bagel to Al-Sukhna and registered to be part of WFP's assistance programme in Al-Sukhna and once a month Mariam began to receive a food basket from WFP that consisted of wheat, flour, pulses, salt and oil. She lived with a family friend with whom she shared the rations.

"Without this assistance," said Mariam "My kids would have died. We were in a very desperate situation after our house was destroyed and myself and my children were very much lacking in nourishment."

Project Results

Activities and Operational Partnerships

Special Operation 200845 aims to provide safe and reliable air transport services for humanitarian aid workers in Yemen through the United Nations Humanitarian Air Service (UNHAS), and provides stand-by capacity for evacuation of humanitarian staff, as and when required. The Special Operation was launched in 2015 to address the severe constraints on humanitarian staff on entering and exiting Yemen in the context of an escalating conflict. Through this Special Operation, WFP, in its capacity as the custodian of UNHAS, supports operational continuity for humanitarian actors to respond to the crisis in Yemen, in line with WFP's Strategic Objective 1: saving lives and protecting livelihoods in emergencies.

Since its launch in 2015, UNHAS has witnessed a progressive increase in the demand for flights in and out of Yemen, as United Nations agencies and international and national non-governmental organizations (INGOs) progressively increased their number of staff and missions into Yemen. In addition, the lack of commercial airlines, as well as the closure of Sana'a airport since August 2016, make UNHAS the only common air service transporting passengers to Yemen, aside from the air services operated by MSF and ICRC for their own staff.

In addition to continuing to serve Sana'a from Amman and Djibouti, in 2017 UNHAS scaled up its operation by adding a fourth destination in March, the city of Aden in southern Yemen. To meet the high passenger demand for UNHAS flights which sharply increased in view of humanitarian efforts to avert famine and during the world's largest cholera outbreak, UNHAS increased its fleet by engaging a second jet aircraft based in Amman. Throughout 2017, UNHAS adjusted its schedule to meet the requests by users, settling on three flights a week between Amman and Sana'a; three flights a week between Djibouti and Sana'a; and two flights a week between Djibouti and Aden. This schedule allowed UNHAS to operate flights serving Sana'a 6 days a week. UNHAS operates according to standard operating procedures, which are approved and shared among the UNHAS Yemen user group, and its Emergency Response Plan, which has been developed for the current Yemen context.

One of the main challenges that UNHAS faced in 2017 was when commercial aviation fuel supplies become no longer available at Sana'a airport and northern Yemen generally, which developed during the first quarter of 2017. Without measures to address this situation, this might have resulted in a halt in flights between Amman and Sana'a. However, UNHAS successfully managed to secure a regular supply of aviation fuel through local suppliers in Aden which was trucked to Sana'a, which allowed UNHAS to keep the route operational without interruption.

Overall, 66 organizations used the United Nations Humanitarian Air Service (UNHAS) in 2017, including 15 United Nations agencies and 51 international and national non-governmental organizations (NGOs) to ensure a continuous humanitarian response to the crisis in Yemen. The WFP UNHAS User Group Committee, composed of 16 United Nations agencies and 40 international NGOs, met regularly to discuss and agree upon standard operating procedures, flight rates, and schedules. The User Group Committee played a critical role in ensuring the cost recovery or free-of-charge service provided by UNHAS to humanitarian organizations, and further facilitated advocacy and resource mobilization in order to sustain the service.

Given the very limited options available to the humanitarian community for moving critically needed humanitarian cargo into Yemen (mainly done through highly time-consuming sea transportation), UNHAS collaborated with the Logistics Cluster to charter flights to conduct periodic airlifts from Djibouti to Sana'a of combined humanitarian agency cargo between March and December 2017.

Results

Through this Special Operation, the humanitarian community was able to maintain access to vulnerable and conflict-affected populations in Yemen through the transport of international and national humanitarian staff and urgently needed light cargo. By providing humanitarian actors with a critical transport link into Yemen, the operation preserved the operational integrity of the international humanitarian response in Yemen.

In 2017, UNHAS transported a total of 9,184 passengers on behalf of 66 organizations, serving 97 percent of planned passengers. An increase in the number of passengers throughout the year translated into increased activity compared to 2015 and 2016. An average of 766 passengers was transported per month (compared to 549 in 2016, and 320 in 2015) on an average of 27 flights per month (compared to an average of 15 flights in 2016 and 13 flights per month in 2015). UNHAS was able to operate its flights despite ongoing operational challenges related to the political and security situation in Yemen, and UNHAS flights continued to take place subject to operational

window slots granted by Saudi-led Coalition forces and the obtaining of landing permits. In addition, UNHAS continued to play a crucial role in undertaking medical evacuations for humanitarian staff in for urgent medical cases, and in 2017 facilitated the safe and rapid evacuation of 55 people from Sana'a to Djibouti, serving 100 percent of the medical evacuation requests.

In addition, UNHAS was crucial in the downsizing operation of international staff from Sana'a on 05 December 2017, following the decision of the UN Designated Official on 02 December. Due to the intense clashes taking place in the capital, less-critical international staff had to be relocated to Djibouti. After moving the Amman-based aircraft to Djibouti, UNHAS operated four flights in one day with its two jet aircraft; the flights were carried out in a six-hour timeframe, successfully transporting 124 international staff from Sana'a to Djibouti. This operation was remarkable in terms of the result achieved, as well as professional ability and efficiency. Due to the prolonged instability in Sana'a after these events, UNHAS aligned the December schedule with the decreased international staff cap that was instituted for Sana'a and northern Yemen, carrying out one flight per week from Amman to Sana'a, and one flight per week from Djibouti to Sana'a.

UNHAS was able to achieve these significant results in 2017 despite continued numerous operational challenges. In addition to the lack of aviation fuel at Sana'a airport, the operational windows for UNHAS flights granted by the Saudi-led coalition only on very short notice (on average 12 hours or less before each planned flight), allowed only a limited time for complex flight preparations to be made. This aspect makes the UNHAS Yemen operation unique among its worldwide operations for not being able to confirm departure dates, departure and arrival times until only a few hours before planned flights. However, UNHAS successfully managed to cope with these constraints through strong control and communications systems. Despite the ability of UNHAS to successfully overcome these difficulties, a prolongation of these challenges may potentially limit the ability of UNHAS to provide reliable air transportation services to the humanitarian community in Yemen.

Performance Monitoring

WFP and the United Nations Humanitarian Air Service (UNHAS) continued to monitor the performance of the air passenger service through regular interaction with user organisations, particularly through Logistics Cluster coordination meetings in Djibouti, Sana'a, and Aden. UNHAS carried out one user survey in October 2017 and one operational assessment in Djibouti in December 2017. A Quality Assurance assessment was planned in Sana'a in December 2017, but due to the volatile security situation it had to be postponed until January 2018.

In addition to these monitoring mechanisms, UNHAS conducted regular inspection of the runway at Sana'a airport in order to ensure the safety of flights. Regular meetings of the WFP UNHAS User Group Committee also allowed the continued monitoring of standard operating procedures, flight rates, and schedules. Overall, six Steering Committee meetings took place in 2017.

Figures and Indicators

Data Notes

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The UNHAS fleet.

Project Indicators

Output Indicators

Output	Unit	Planned	Actual	% Actual vs. Planned
SO1: Special Operation (Air Ops)				
Amount of light cargo transported	metric ton	9	3	35.3%
Average no. of passengers transported monthly by air	individual	500	766	153.2%
Number of agencies and organizations using transport services	agency/organization	60	66	110.0%
Number of aircrafts made available	aircraft	2	2	100.0%
Number of assessments/surveys conducted	assessment	4	2	50.0%
Number of passengers transported	individual	9,500	9,184	96.7%
Number of persons evacuated / relocated due to insecurity	person	-	124	-
Number of requests for air transportation (cargo) fulfilled	instance	12	18	150.0%
Percentage of passenger bookings served	%	95	100	105.3%
Percentage response to medical and security evacuation	%	100	100	100.0%
Utilization of the contracted hours of aircraft	%	60	60	100.0%