

SAVING
LIVES
CHANGING
LIVES

Project Number: 200841 | Project Category: **Single Country Special Operation**

Project Approval Date: April 24, 2015 | Planned Start Date: April 25, 2015

Actual Start Date: May 05, 2015 | Project End Date: December 31, 2018

Financial Closure Date: N/A

Contact Info

Stephen Anderson

stephen.anderson@wfp.org

Country Director

Stephen Anderson

Further Information

<http://www.wfp.org/countries>

SPR Reading Guidance



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

Standard Project Report 2018

World Food Programme in Yemen (YE)



World Food
Programme

Table Of Contents

Country Context and WFP Objectives

Achievements at Country Level

Country Context and Response of the Government

WFP Objectives and Strategic Coordination

Country Resources and Results

Resources for Results

Supply Chain

Implementation of Evaluation Recommendations and Lessons Learned

Story Worth Telling

Project Results

Activities and Operational Partnerships

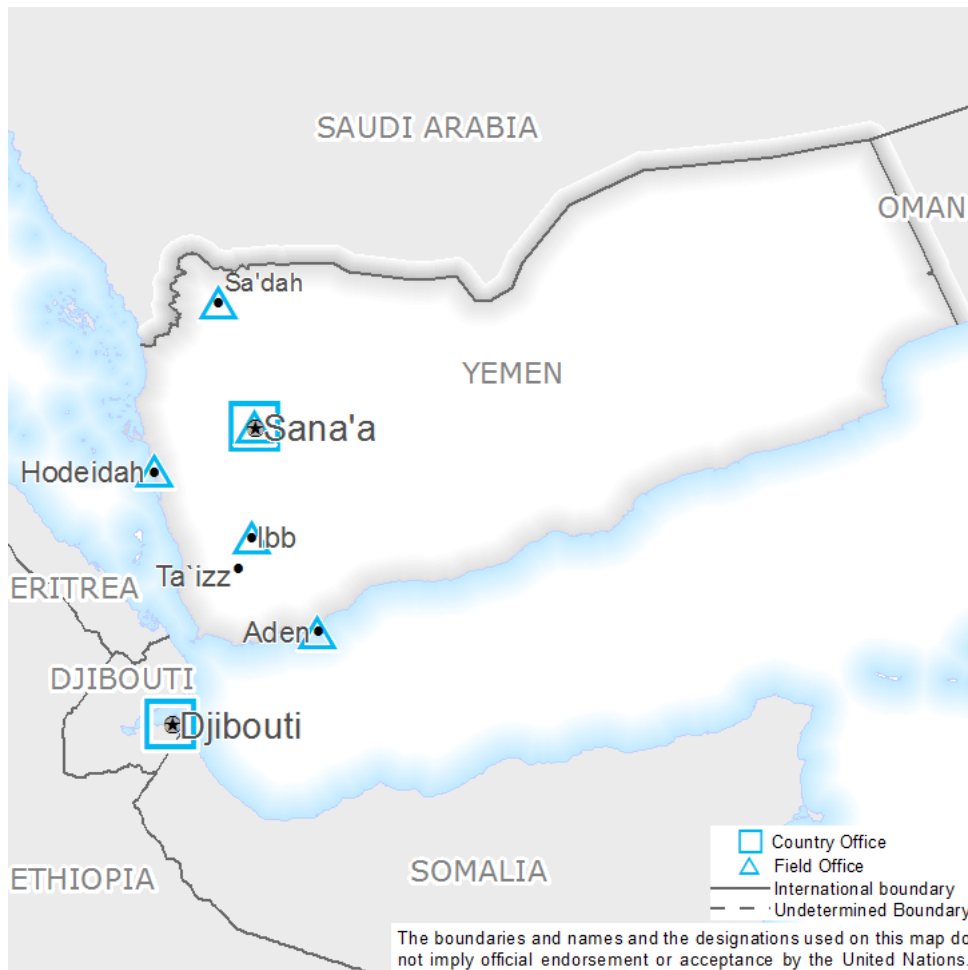
Results

Performance Monitoring

Figures and Indicators

Project Indicators

Country Context and WFP Objectives



Achievements at Country Level

In the context of persisting conflict, coupled by the effects of an economic decline, the destruction of public infrastructure and livelihoods, as well as the deterioration of social services, WFP's life-saving food assistance played a crucial role in meeting the immediate food needs of food insecure populations, alleviating human suffering and thus mitigating the devastating impacts of several consecutive years of conflict. These achievements were undertaken in a challenging and complex operational environment marked by critical levels of insecurity, access restrictions to areas under active conflict, administrative impediments such as limited availability of slots for international staff (for security-related reasons), and difficulties in obtaining visas from the de-facto authorities in Sana'a.

Despite alarming levels of food insecurity triggered by ongoing conflict, WFP sustained its emergency response, assisting 9.8 million food insecure people (4.8 million women and girls and 5 million men and boys) throughout 2018. WFP's assistance focused on providing life-saving food assistance to 7.8 million people (3.8 million women and girls and 4 million men and boys) through in-kind food assistance and commodity vouchers as well as nutritional support targeting the needs of specific groups (malnourished children below 5 years of age, children below 2 years of age and pregnant and lactating women). WFP also implemented livelihoods support and school feeding interventions with the objective of contributing to the early recovery of conflict-affected communities, alleviating short-term hunger, and improving school enrollment and retention rates among school children. Thanks to confirmed contributions, WFP's school feeding programme was resumed in April 2018, widening social safety net coverage and to contribute to education indicators. Despite the challenges faced, WFP also implemented a joint resilience programme jointly with FAO, ILO and UNDP in 2017-2018 (Enhanced Rural Resilience in Yemen), and

introduced Food Assistance for Assets (FFA) under the emergency operation.

Throughout 2018, WFP assisted food-insecure populations in twenty governorates of Yemen, including seven governorates [1] that were classified in Phase 4 (Emergency) of the Integrated Food Security Phase Classification (IPC) analysis. WFP's overall response was in close alignment with the 2018 Yemen Humanitarian Response Plan (YHRP 2018). WFP emphasized providing life-saving food and nutritional assistance in conflict-affected areas where needs were identified as the highest [2]. WFP Supply Chain operated at full capacity to ensure the swift delivery of food commodities to beneficiaries against programme targets in the required locations. The majority of essential food items were available in all governorates except in Hudaydah, where basic commodities were scarce and where intensified fighting in June disrupted markets and restricted the movement of traders. In particular, markets in Al Durayhimi and At-Tuhayta districts of Hudaydah governorate were disrupted as a result of escalated conflict since June 2018, leaving WFP unable to deliver humanitarian supplies for several consecutive months due to the widespread insecurity.

In 2018, WFP successfully continued to pursue its strategy of leveraging existing food supply networks of local suppliers by using the Commodity Vouchers through Traders Network (CV-TN) modality to provide food assistance to 1.2 million food insecure people in eight governorates of Yemen [3]. The CV-TN modality, which is part of WFP's general food assistance (GFA) programme, allows beneficiaries to receive commodity vouchers that can be redeemed from WFP-partnered commercial suppliers.

Introduced in 2017, the Famine Risk Monitoring (FRM) mechanism was implemented throughout 2018 by the Food Security and Agriculture Cluster (FSAC). Under the umbrella of FSAC, WFP played a key role in the FRM mechanism by leading the process. The main objective of the FRM was to assess the current food security situation across all districts to identify those at high risk of famine, and more specifically, analyse key food security indicator trends, generate evidence for advocacy, contribute to humanitarian response planning, as well as to inform the IPC analyses. WFP Yemen continued the phone-based data collection and food security monitoring using the mobile Vulnerability Analysis and Mapping (mVAM) approach. The data collected through mVAM also contributed to the IPC analysis.

Despite severe movement restrictions and limitations imposed on humanitarian staff, WFP staff conducted monitoring missions to distribution sites in these areas, along with the monitoring of activities outsourced to independent Third-Party Monitors (TPM). As per the findings of all monitored activities, food security trends indicate that since the beginning of the emergency operation in 2017, WFP's assistance has proven critical in contributing to improving beneficiaries' food security status. When analyzing the Food Consumption Score (FCS) of WFP recipients of assistance, a decrease in the percentage of beneficiaries with a poor FCS was observed for beneficiaries assisted with both in-kind food assistance and CV-TN during the last quarter of 2018, as compared to the beginning of WFP famine prevention response in early 2017.

In response to high moderate acute malnutrition (MAM) and severe acute malnutrition (SAM) rates among children aged 6-59 months, WFP implemented the Treatment of Moderate Acute Malnutrition programme, assisting 406,977 malnourished children aged 6-59 months (197,195 female and 209,782 male) as well as 324,316 pregnant and lactating women (PLW). To prevent the further deterioration of the nutritional status of highly vulnerable groups, WFP reached 321,010 children aged 6-23 months (157,453 girls and 163,557 boys) and 450,479 PLW as part of the Prevention of Acute Malnutrition component. Taking into consideration the high level of nutrition-specific needs and increased funding availability, nutrition programmes were scaled-up towards the end of the year. In close coordination with other nutrition partners such as UNICEF, WFP ensured that the same health facilities were able to provide continuum of care treatment for children suffering from Moderate Acute Malnutrition (MAM) and Severe Acute Malnutrition (SAM).

Throughout 2018, the Logistics Cluster continued to fill logistics gaps by facilitating access to a common logistics service platform for the humanitarian community working in Yemen. The primary activity of the Logistics Cluster was the facilitation of air transport of humanitarian supplies from Djibouti to Sana'a on WFP-chartered aircrafts, with the support of the WFP-led United Nations Humanitarian Air Service (UNHAS). Another critical activity was the facilitation of maritime transport on board of two WFP-chartered vessels: VOS Apollo (between Djibouti and Aden) and VOS Theia (between Djibouti and Hudaydah). Both vessels also served as emergency rescue and evacuation contingency options. In addition, the Logistics Cluster facilitated access to overland transport in Yemen reaching 288 locations in Yemen on behalf of 23 organisations; this includes the deliveries carried out under the inter-agency Rapid Response Mechanism (RRM) umbrella.

Overall, the WFP-led Emergency Telecommunications Cluster (ETC) provided critical security telecommunications (radio), power solutions and internet connectivity services in five common operational areas of Yemen, namely Sana'a, Sa'ada, Ibb, Aden, and Hudaydah.

Under WFP's coordination, UNHAS continued to provide access for the humanitarian community to vulnerable and conflict-affected populations in Yemen, transporting international and national humanitarian workers, as well as

urgent light cargo. By providing humanitarian actors with an essential transport link into Yemen, UNHAS preserved the operational integrity of the international humanitarian response in Yemen. In 2018, a new route Aden – Sana'a – Aden was established, allowing direct travel between the two locations, eradicating the need to travel through Djibouti and thus providing a more timely and efficient service to clientele. Moreover, UNHAS played a crucial role in undertaking 40 medical evacuations from Sana'a and Aden in 2018.

In 2018, WFP Bilateral Service Provision (BPS) facilitated the distribution of diesel with the establishment of a revolving fuel facility in Yemen. This facility secures the minimum requirement fuel stock in Yemen, ensuring the continuity of operations and improving the overall emergency response of the humanitarian community within the country.

[1] The governorates of Lahj, Taizz, Abyan, Sa'ada, Hajjah, Hudaydah and Shabwah were classified in Phase 4 (Emergency) phase.

[2] Conflict-affected areas where humanitarian needs were identified as highest included Taizz, Hudaydah, Marib, Raymah, Sa'ada, Hajjah, Shabwa and Lahj governorates.

[3] WFP provided food assistance through the CV-TN in Sana'a, Amanat Al Asimah, Taizz, Hudaydah, Marib, Dhamar, Al Jawf and Lahj governorates.

Country Context and Response of the Government

Following the outbreak of hostilities between forces of the Internationally Recognized Government (IRG) of Yemen, backed by forces of the Saudi-led Coalition, and the de-facto authorities in 2015, Yemen has been transformed into one of the world's most complex man-made humanitarian crises. Conflict and violence escalated in 2018, further worsening the economic situation, eroding social services and creating access restrictions which hamper the timely delivery of humanitarian assistance.

Fighting intensified in Hudaydah governorate in June 2018 and was followed by the postponement of peace talks planned in Geneva in September 2018. Northern Yemen was targeted by airstrikes and many southern governorates were marked by the detonations of improvised explosive devices. According to the The Office of the United Nations High Commissioner for Human Rights, from March 2015 to November 2018, 17,640 civilian casualties; 6,872 dead and 10,768 injured were reported. Since June 2018, some 685,000 people fled intensive fighting and airstrikes mainly from Hudaydah, thereby increasing the overall total number of internally displaced people (IDP) in Yemen to an estimated 3.3 million. Through considerate international dialogue, peace talks held in December 2018 led to the Stockholm Agreement being established and a subsequent ceasefire agreement in Hudaydah governorate, including the sea ports.

According to the 2018 Yemen Humanitarian Needs Overview (HNO), as of early 2018, an estimated 22.2 million people were in need of some form of humanitarian assistance in 2018, including 17.8 million food insecure people (61 per cent of the population)[1]. The Integrated Food Security Phase Classification (IPC) conducted in December 2018 estimated that in the absence of humanitarian food assistance, 20.1 million people or almost 70 percent of the Yemeni population are food insecure (IPC Phases 3, 4 and 5), a 14 percent increase compared to the beginning of the year. Among them, 10.2 million are in IPC Phase 3 (Crisis), 9.6 million are severely food insecure IPC Phase 4 (Emergency), and nearly 240,000 people are in IPC Phase 5 (Catastrophe) and facing catastrophic food shortages. For the first time since the crisis began, close to a quarter of a million people were identified as in IPC Phase 5 (Catastrophe) signifying that they had exhausted all emergency coping strategies and were facing extreme food shortages and potential starvation. The worst affected areas where the most food insecure were identified were Hudaydah, Sa'ada, Taizz, Hajjah, Al Jawf and Marib governorates, which experienced intensified armed conflict. In response to the increasing number of people in need of humanitarian assistance and the potential of a another cholera outbreak, WFP began taking measures in late 2018 to scale up its life-saving food assistance to reach 12 million food insecure people in 2019.

In 2018, the island of Socotra and parts of the eastern mainland were affected by the tropical cyclone Mekunu which made landfall in Oman on 26 May, causing flooding, casualties and damages to infrastructure. After a declaration of a state of emergency by the IRG, WFP supported the provision of food assistance to the affected populations. On 14 October, another tropical cyclone Luban made landfall on the eastern coast of Yemen (Al Maharah province). In response to this sudden-onset natural disaster, WFP supported the affected populations through the distribution of Immediate Response Rations (IRR).

Since 2015, Yemen has experienced a series of sharp increases in poverty levels with an estimated 52 percent of its population living below USD 1.90 a day (purchasing power parity) or 81 percent at an income rate of USD 3.20 a day [2]. In terms of economic performance, the economy has contracted by 50 percent since the outbreak of conflict

in 2015. In 2018, GDP growth was reduced by 2.6 percent in comparison to 5.9 percent in 2017 [3].

Since 2015, an estimated 600,000 jobs have been lost, mainly in the agricultural and service sectors and a decline in the wages of daily unskilled labour has been observed throughout the country [4]. Furthermore, around 1.2 million civil servants have not been receiving their salaries/pensions or on an irregular basis, since late 2016, affecting up to 9 million people who rely on this income as a source of livelihood [5]. Remittances, estimated at 3.4 billion USD in 2017, provided income to approximately nine percent of the population [6].

In 2018, the Yemen Riyal sharply depreciated against the US dollar, recording 370 YER/USD in January 2018 at its lowest, and reaching 800 YER/USD at its peak (September). As compared to the pre-crisis period, during which the YER was relatively stable at 215 YER/USD, the YER depreciated by 272 percent in 2018 (YER 800/USD). Given that Yemen is a net importer of 85 percent of the food consumed at household level (90 percent of wheat), acute shortages of foreign exchange exerted pressure on the local currency. This trend led to steep increases in food and fuel prices coupled with a decrease in the population's purchasing power, already under severe strain due to limited employment opportunities and the suspension of salaries.

Notwithstanding the challenges encountered, commercial imports through Hudaydah and Saleef sea ports increased since the temporary blockade was lifted at the end of 2017. However, monthly import volumes remained below pre-blockade levels. In 2018, food and fuel commodities continued to be scarcely available throughout the country and Hudaydah governorate suffered most from the scarcity of commodities as it was one of the epicentres of the conflict.

Despite the life-saving food assistance provided by WFP - reaching 7.9 million beneficiaries on a monthly basis towards the end of 2018 - as well as progress made in improving the food security status of assisted populations as compared 2017, post-distribution monitoring during the third quarter of 2018 indicated a decrease of 16 percent in the percentage of beneficiaries with an acceptable food consumption score (FCS). Emergency coping strategies such as purchasing less preferred foods, reducing the frequency of meals and portion sizes, as well as borrowing money for food, were also reported. This trend could be attributed to the fact that households did not consistently receive full WFP entitlements of pulses, vegetable oil and sugar due to port congestion and late arrival of shipments, increased sharing of food entitlements and limited economic access to food in markets. It was also observed that a higher number of beneficiaries resorted to selling part of their food assistance to meet other basic needs such as healthcare and other non-food items due to inflation.

The intensification of armed conflict and economic decline also had repercussions on the nutritional status of the population. According to the Yemen Humanitarian Needs Overview 2018, the nutritional situation remained critical with 7 million people in need of nutrition services. It is estimated that 3.2 million pregnant and lactating women and girls and children aged 6-59 months were acutely malnourished, including 462,000 severely acute malnourished children (a 57 percent increase since late 2015). The governorates of Hudaydah, Lahj, Taizz, Aden and Hadramaut were classified as having acute malnutrition prevalence rates exceeding the World Health Organization (WHO) emergency threshold of 15 percent. The total number of districts classified with critical levels of acute malnutrition increased from 79 in 2017 to 91 in 2018, out of the 333 districts of Yemen. The main drivers of malnutrition in Yemen continued to be the lack of access to food and/or poor use of available foods, inadequate child feeding and care practices, poor access to water and sanitation and limited access to health services.

The conflict has also severely impacted the education sector limiting children's access to schools and exposing them to risks of exploitation, abuse, child marriage, and recruitment by armed groups. According to the latest UNICEF report, some 500,000 children have left schools since the outbreak of conflict in 2015, bringing the number of out-of-school children to 2 million. The non-payment of teachers for extended periods and damages caused to school infrastructure also contributed to constraining children's access to education.

Significant efforts were undertaken by the entire humanitarian community to increase health, nutrition and education support and to maintain hospitals and water treatment facilities functioning to the extent possible, given that only 45 percent of health facilities are fully functional and numerous schools are either occupied by IDPs or severely damaged. To support the delivery of basic social services, humanitarian organizations explored the possibility of paying activity-related incentives to health and education workers.

WFP continued to liaise with the authorities of the IRG and the de-facto authorities in Sana'a on programme implementation (central and local levels), food security assessments, new beneficiary targeting and the roll-out of biometric registration. An agreement was reached with the IRG on biometric registration which started in Aden in late 2018 in support of food assistance using cash-based transfers. In December 2018, approximately 28,000 households were biometrically registered in WFP's SCOPE platform. In 2019, WFP plans to expand the use of SCOPE, to register a greater number of beneficiaries. By the end of 2018, negotiations progressed with the de-facto authorities on the introduction of biometric registration of beneficiaries in Sana'a and the northern parts of the country. The use of biometric registration will enable WFP to ensure that beneficiaries that were targeted based on vulnerability criteria receive their entitlements, thus reducing the risk of food misappropriation and diversion, as well

as minimising any overlap of assistance provided by partners.

Partnerships with the Ministry of Public Health and Populations (MoPHP) and the Ministry of Education (MoE) of the de-facto authorities in Sana'a were strengthened to facilitate programmes, including the treatment and prevention of malnutrition and to resume the school feeding programme which was implemented in partnership with MoE in the North (with the de-facto authorities) and the South (with IRG). Both entities were involved in different phases of the programme. WFP also played an active role in the Education Cluster which is a major education coordination platform.

WFP worked closely with the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Population Fund (UNFPA) to jointly provide assistance to IDPs from Hudaydah through the Inter-Agency Rapid Response Mechanism. WFP, UNHCR, and UNFPA worked with the same partners to ensure complementarity of interventions and to harmonise assistance.

In December 2018, peace talks resumed in Sweden between the IRG and the de-facto authorities, which resulted in an agreement on a ceasefire in Hudaydah governorate, a proposed exchange of prisoners, and a statement of understanding on Taizz. On December 21, the UN Security Council adopted Resolution 2451[8] endorsing the agreements reached between the two parties and authorizing the UN Secretary-General to establish and deploy a monitoring team that would facilitate the implementation of the Stockholm Agreement for an initial period of 30 days. It is expected that the conclusions of peace negotiations would result in the better functioning of the Hudaydah port, which plays a critical role in importing food commodities, given the high dependency of the country (over 90 percent) on food importation.

The sharp rise in absolute poverty, high levels of food insecurity and malnutrition, coupled with the deprivation of the population from social services since the outbreak of hostilities pose a significant threat to peace-building, thus reinforcing the vicious cycle of poverty and insecurity. Overall, peace and political stability being prerequisites for economic growth and poverty reduction, the ceasefire between the two parties in Hudaydah offers cautious optimism for the improvement of socio-economic conditions.

[1] OCHA, Yemen Humanitarian Needs Overview - YHNO 2018

[2] Yemen's Economic Outlook - October 2018, World Bank

[3] Ibid

[4] Yemen Socio-Economic Update, Issue 35, July 2018

[5] Yemen Socio-Economic Update, Issues 30-35, 2017/18

[6] Yemen Socio-Economic Update, Issue 32, February 2018

[8] UN Security Council Resolution 2451 on Yemen

WFP Objectives and Strategic Coordination

Given the increasing severity of Yemen's humanitarian crisis in 2018, WFP enhanced its engagement and performance on all fronts, providing life-saving food and nutritional assistance to populations in need as part of the Emergency Operation (EMOP 201068), and facilitating access to common services for the entire humanitarian community in the framework of two Special Operations. WFP continued to implement the emergency operation in order to prevent the onset of famine in Yemen, whilst supporting longer-term recovery efforts in areas of relative stability. Aligned with WFP's Strategic Objectives 1 and 2, the operation aimed to save lives and support livelihoods by ensuring sufficient access to food.

WFP, through its operations in Yemen, continuously contributed to humanitarian objectives, in close alignment with plans of the humanitarian and development communities. WFP contributed to the Yemen Humanitarian Response Plan 2018 (HRP) in the framework of the joint multi-sectorial response for famine prevention in areas jointly identified and prioritized by humanitarian actors. WFP also supported humanitarian cluster plans and the Humanitarian Response Plan, in collaboration with other UN agencies, national partners and donors. In order to better support Yemen's achievement of the Sustainable Development Goals (SDG), particularly SDG 2, WFP prepared an Interim Country Strategic Plan (2019-2020) which was approved by the WFP Executive Board in November 2018.

The operation further aimed at addressing the specific nutritional needs of children aged 6-23 months and pregnant and lactating women (PLW) who were at risk of moderate acute malnutrition using blanket supplementary feeding. The prevention of MAM component aimed to prevent further deterioration of the nutritional status of these groups. Moderately acute malnourished children aged 6-59 months and PLW were assisted through a targeted

supplementary feeding programme for the treatment of moderate acute malnutrition (MAM).

WFP's emergency operation was revised in March 2018 to scale-up the outreach of general food assistance (GFA) in accordance with the 2018 HRP recommendations and to resume school feeding in areas prioritized by the Education Cluster. The revised operation included a contingency component for newly-displaced people as a result of the conflict and envisaged an adaptable response mechanism where food assistance was provided through in-kind, cash-based transfers and Commodity Voucher through Traders Network assistance (CV-TN) modalities. WFP was able to initiate a beneficiary re-targeting exercise for the in-kind food assistance modality and initiate the roll-out of biometric beneficiary registration in the southern governorates of Yemen.

Towards the end of 2018, WFP was able to further expand its outreach of the treatment of MAM programme through mobile clinics, increasing the number of health facilities that benefit from WFP nutrition interventions (3,028 health facilities in 2018, representing 68 percent of functional health facilities at national level). This was achieved in partnership with the health authorities and in close coordination with UNICEF, international and local Non-Governmental Organizations (I/LNGOs) and other partners in order to enhance screening of children under the age of five to facilitate the prevention and treatment of malnutrition programmes. To ensure complementarity with other nutrition interventions, WFP emphasised its support to health facilities already providing nutrition services for severely malnourished children (77 percent of all health facilities supported provide integrated services provided by WFP and UNICEF). WFP nutrition interventions were supported by 13 international NGOs, 8 national NGOs and by the Ministry of Public Health and Population (MoPHP). WFP continued to strengthen and build the capacities of health staff and community health volunteers jointly with MoPHP on the Community-based Management of Acute Malnutrition (CMAM).

In June 2018, the escalation of fighting in Hudaydah governorate and the western coastal areas of Yemen, including heavy shelling from air, sea and land caused another wave of population displacement. As a result, an estimated 685,000 people were displaced from Hudaydah and Hajjah governorates, bringing the total number of internally displaced people to 3.3 million people. In response, WFP provided food assistance via the active participation in the inter-agency Rapid Response Mechanism (RRM), aimed at facilitating the timely provision of humanitarian assistance to populations in need, led by the UN Humanitarian Coordinator. As part of the RRM, humanitarian service points (HSPs) and transit points (TPs) were established across Hudaydah and neighbouring governorates. From which, RRM kits containing food assistance (ready-to-eat immediate response rations), hygiene kits and dignity kits were distributed to internally displaced households. From June 2018 onwards, and in the framework of the inter-agency response, WFP provided ready-to-eat immediate response rations (IRRs) sufficient to cover the food needs of 175,967 displaced families for an initial period of five days, followed by a one-off general food assistance ration, once the families had settled in new locations. The Logistics Cluster, led by WFP, supported this response by consolidating and delivering RRM kits from the common cluster warehouses located in Hudaydah/Bajil, Sana'a and Aden to Cooperating Partners (CP) to designated HSPs and TPs. In addition, WFP continued to provide life-saving food assistance to all households remaining in Hudaydah city to enable the population to meet their essential food needs amidst intensified fighting and insecurity. To this end, two rounds of blanket food distributions were organised in Hudaydah city, covering 280,000 conflict-affected people during each round of assistance.

The outreach of EMOP, both in terms of general food assistance and nutrition support, was further scaled up towards the end of 2018 based on the results of the IPC assessment (conducted by the WFP co-led Food Security and Agriculture Cluster (FSAC)), and a joint Nutrition Strategy presented to the United Nations General Assembly. Due to the alarmingly high humanitarian needs, WFP continuously advocated vis-à-vis the international donor community and pursued a consistent resource mobilization strategy in order to provide uninterrupted life-saving food assistance to food insecure and conflict-affected populations.

As a result of intensified fighting in Hudaydah from September 2018 onward, WFP lost its milling capacity at the Red Sea Mills which threatened to hamper WFP's ability to continue providing an uninterrupted response. To mitigate such logistical challenges, WFP opened a new supply corridor through Salalah, Oman in October 2018, while stepping up advocacy for unimpeded access for humanitarian personnel and supplies to support the emergency scale-up. The opening of the Salalah corridor in Oman also aimed to mitigate the impact of congestion at the southern ports and increase the capacity of the operation in terms of milling and the handling of containerized cargo.

In 2018, the WFP-led Logistics Cluster continued to fill critical logistics gaps by facilitating access to a common logistics services platform for the humanitarian community working in Yemen. The main activities of the Logistics Cluster included air transport of humanitarian supplies from Djibouti to Sana'a, Aden and Socotra on WFP-chartered aircraft, as well as the transport of both passengers and cargo on board the WFP-chartered vessel VOS Apollo between Djibouti and Aden, which also serves as an emergency rescue and evacuation vessel. Additionally, the Logistics Cluster facilitated overland transport and storage in Yemen throughout the country. Meanwhile, the WFP-led Emergency Telecommunication Cluster continued to equip new offices and guest houses with emergency telecommunications.

UNHAS continued to operate regular air transport for humanitarian workers and relief supplies from Amman and Djibouti to Sana'a and Aden. Given the high demand, UNHAS exceeded its annual target of providing air transport to 10,000 humanitarian passengers to and from Yemen by November 2018; in addition, the new flight route Aden – Sana'a – Aden was established, which was warmly welcomed by the user group.

WFP Bilateral Service Provision provided diesel fuel to UNICEF and WHO to ensure the uninterrupted functioning of water/sanitation and health facilities through a revolving fuel stock project. Furthermore, engineering and construction services were provided to WHO for the rehabilitation of Therapeutic Feeding Centres (TFC) and hospitals, as well as for the construction of Diarrhoea Treatment Centres (DTCs), and services provided to facilitate the distribution of Oral Rehydration Salt (ORS) in priority districts identified by WHO. The provision of these bilateral services to some members of the humanitarian community for improving water supply systems, rehabilitation of infrastructure and distribution of medical items played a critical role in ensuring the continuity of essential services for the Yemeni population.

Country Resources and Results

Resources for Results

Due to the prevailing humanitarian crisis that continues to threaten the lives of millions of people in Yemen and the high level of needs in 2018, the WFP Yemen Country Office, in coordination with the Regional Bureau and Headquarters, pursued its advocacy and resource mobilization efforts at global, regional, and local levels. As a result, WFP received unprecedented support from a significant number of donors. The level of funding received increased from USD 747.6 million in 2017 to USD 1.13 billion (66 percent increase) in 2018, covering 98 percent of WFP's 2018 funding requirements in Yemen. Thanks to these donor contributions, WFP succeeded in providing uninterrupted life-saving food assistance to food insecure populations, despite significant logistical constraints, access issues, and a highly volatile security context. WFP provided food assistance to an average of 7.5 million food insecure people on a monthly basis, coupled with nutritional assistance for the prevention and treatment of moderate acute malnutrition, school feeding and livelihoods support. A total of 879,000 mt of food were distributed via the in-kind food assistance modality, and another 159,920.6 mt through the Commodity Vouchers through Trader Network (CV-TN) modality.

Flexible cash contributions represented 84.7 percent of the total funding received and allowed WFP to programme funds where needs were highest, allowing for a flexible and adaptable operational response, and allowing WFP to quickly allocate funds without delay. The swift responsiveness of donors to advocacy efforts and funding appeals enabled WFP to mobilize the resources that were required to provide lifesaving assistance to food insecure and vulnerable populations. In 2018, WFP also received multi-year and flexible funding from several donors which enabled an effective use of funding whilst maximising the duration of funding and avoiding pipeline breaks, when confronted with operational challenges and inaccessibility of food stocks.

With the financial support received throughout 2018, WFP was able to transition from providing reduced entitlements (60 percent) to half of the prioritised beneficiary figure, which were identified based on vulnerability criteria, to providing full entitlements of certain commodities to the entire prioritised beneficiary figure from July 2018 onward. The provision of reduced in-kind food assistance was mainly due to resource and logistical challenges and difficulties in accessing severely conflict-affected areas.

With the financial support received throughout 2018, WFP was able to transition from providing reduced entitlements (60 percent entitlements) to half of the prioritized beneficiary figure (living in priority 2 districts) to providing full entitlements of certain commodities to the entire prioritised beneficiary figure (priority 1 and 2 districts) from July 2018 onward. The provision of reduced in-kind food assistance was mainly due to resource and logistical challenges and difficulties in accessing severely conflict-affected areas.

Typically, WFP was constrained by the limited predictability of the level and timing of funding which posed some challenges to WFP's planning processes. However, in 2018, while the majority of contributions were unpredictable, a significant contribution was received during the first quarter of the year, enabling WFP to respond to emergency needs. WFP was able to plan in advance and had sufficient funds to establish a buffer stock for two months of food assistance. This was particularly critical during the escalation of conflict in Hudaydah in June 2018; WFP was able to use existing stocks to respond to the urgent food needs of IDPs and replenish stocks with other contributions. This buffer stock played a crucial role in allowing WFP to sustain overall distribution levels despite losing access in September 2018 to 51,000 mt of wheat stored at the Red Sea Mills in Hudaydah as a result of conflict and insecurity. Sustaining this funding trend will play a critical role in ensuring adequate planning. Furthermore, in response to the tropical cyclone Menaku that hit the island of Socotra and Yemen's southern coast, WFP was able to make use its existing food stocks to provide relief food assistance to the affected populations in the framework of an inter-agency emergency response.

WFP implemented cost saving measures and significantly improved internal control processes of its operation. Since the beginning of the emergency operation (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 then charter a vessel to bring the commodities into Yemen and/or use liner services.

In 2018, Yemen was the largest customer of GCMF, with 485,905 mt of food purchased from the facility for the EMOP, as compared to 338,000 mt purchased in 2017. Food purchased from the GCMF accounted for 45 percent of the total volume of food handled by WFP in Yemen (60 percent considering food purchased from cash contributions). When Yemen purchased commodities from GCMF 2018, food was delivered to handover locations within an average of 23 days, a saving of 81 percent when compared to the estimated 120 days needed under conventional procurement processes. This lead-time gain was critical in addressing urgent humanitarian needs in

the country, especially in light of the scale-up of food assistance following the deterioration of the food security situation in 2018. More favourable market price and timeliness of purchases contributed to making economies of scales on purchases.

Purchasing food commodities from the GCFM also contributed to reducing commodity costs by about 20 percent, enabling WFP to purchase a higher amount of food and thus able to serve a greater number of people with the savings. WFP also made use of internal loan mechanisms to enable programming of funds that were still at forecast stage. Furthermore, WFP supply chain made savings amounting to USD 60 million mostly through establishing Long Term Agreements (LTAs) with suppliers.

The unrestricted contributions that were confirmed by donors helped WFP Yemen to access WFP's corporate internal loan facility, thereby enabling WFP to purchase against these contributions in advance. In 2018, WFP received over USD 80 million from the Internal Project Lending Account (IPL) which was entirely reimbursed by the end of the year.

Continued advocacy vis-à-vis the international donor community was undertaken at various levels, ensuring that donor governments and other stakeholders and partners were kept abreast on food assistance needs, the various modalities used to deliver humanitarian assistance, the funding situation, and any arising challenges faced. WFP increased communication with donors, including through regular donor briefings in Amman, meetings, and bilateral conference calls. Furthermore, special attention was paid to ensuring donor visibility at project sites and donor-specific bag markings (as deemed appropriate depending on the context), despite the fragile and volatile security context. Maintaining regular contact with the international donor community and providing information on the food security situation and funding needs helped mobilise additional support.

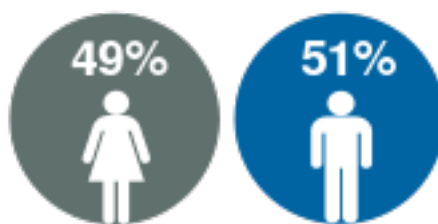
WFP made use of a variety of communication channels, including print and online media as well as digital platforms and social media to build continuous engagement with donors and the public. Several high-level visits, including by the WFP Executive Director and WFP Regional Director were conducted to raise further awareness on the plight of conflict-affected populations of Yemen. In terms of advocacy support, a number of donor missions were made to Yemen to raise awareness on the dire humanitarian situation.

WFP received significant support from the international community for the Logistics and ETC Cluster related activities and the United Nations Humanitarian Air Services (UNHAS). The WFP-led UNHAS service and Logistics Cluster continuously engaged in information sharing with the international community which led to sustained funding levels to ensure the continuation of the services required to provide humanitarian assistance. As part of the Special Operation 200841 (Logistics Cluster) and Special Operation 200845 (UNHAS), USD 44.8 and 11.7 million were mobilised respectively, including the transfer of resources from 2017. Special Operations 200841, 200845 were fully funded in 2018.



Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	828,851	801,139	1,629,990
Children (5-18 years)	1,817,967	1,703,032	3,520,999
Adults (18 years plus)	2,357,752	2,298,751	4,656,503
Total number of beneficiaries in 2018	5,004,570	4,802,922	9,807,492



Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country EMOP	846,105	65,834	88,674	20,416	15,375	1,036,403
Total Food Distributed in 2018	846,105	65,834	88,674	20,416	15,375	1,036,403



Cash Based Transfer and Commodity Voucher Distribution (USD)

Project Type	Cash	Value Voucher	Commodity Voucher
Single Country EMOP	342,000	-	86,650,731
Total Distributed in 2018	342,000	-	86,650,731

Supply Chain

In 2018, WFP Yemen continued to rely on a complex supply chain set-up utilising a network of corridors, logistical staging areas and modes of transport, which formed the basis of WFP's large-scale food and nutritional assistance programme.

Yemen requires approximately 3 million mt of wheat and 420,000 mt of rice on an annual basis, of which approximately 70 percent used to be imported through the Red Sea ports of Hudaydah and Saleef, and the remaining through Aden port. In 2018, humanitarian cargo was mainly imported through the ports of Hudaydah, Saleef and Aden. The commercial sector also used overland corridors from Saudi Arabia and Oman. The Logistics Cluster used Djibouti as a logistics hub to provide both air and sea transport services for the delivery of humanitarian supplies as well as for sea passenger transport.

In order to implement the large-scale operation, WFP Supply Chain used a forward hub supply chain concept whereby all food procured was moved to warehouses in six hubs located in Aden, Ibb, Hudaydah, Sa'ada, Sana'a and Salalah operated by logistics service providers from the private sector.

In 2018, WFP imported 932,934.98 mt of different food commodities, including fortified vegetable oil, wheat, sugar and pulses. Approximately 485,905 mt of these commodities were purchased from the Global Commodity Management Facility (GCMF). Cereals (wheat) were procured from Russia, Ukraine, Romania and the Black Sea region, pulses from Turkey and Ukraine, fortified vegetable oil from Indonesia, and sugar from the United Arab Emirates and Morocco. WFP also received in-kind food donations, amounting to 224,378 mt, including 176,640 mt

of wheat grain, 5,000 mt of wheat flour, 21,310 mt of vegetable oil, 20,700 of green split peas and 728 mt of dried fruits (dates).

To contribute to stimulating local economies by supporting local markets, WFP purchased 180,546 mt of wheat flour from commercially operated silos in Aden, Hudaydah and Saleef. WFP used the food supply agreement procurement modality (FSA) to maintain food reserve stocks, which could be utilised at any given time. WFP signed Long Term Agreements (LTA) with a number of suppliers which were selected on a competitive basis.

Food commodities were dispatched from 42 locations to 6,537 Final Distribution Points (FDPs) located in different areas of the country. Adherence to a strict programming schedule was required to enable a steady flow of commodities in the most challenging districts. Appropriate tracking tools and standard operating procedure (SOPs) were developed to this effect.

While the lead time for programming financial contributions was one week, the delivery lead time was one of the main delay factors for the majority of international purchases. On average, commodity lead times from procurement to delivery at FDPs for essential commodities (commodities which are dispatched as part of life-saving food assistance) were between two to four months. For Specialized Nutritional Foods (SNF), commodity lead times were longer than those of the essential commodities.

The long commodity lead times of 2 to 4 months for nutritional products can be mainly attributed to the fact that WFP Yemen relies solely on liner shipments for these commodities, while for other food commodities, WFP has local and regional FSAs that are utilized to compensate for any shortage in the pipeline. Nutritional products also require more time to obtain the necessary clearances from the Yemen Standardization and Metrology Organization (YSMO), compared to other commodities that WFP imports.

Due to access constraints and the non-granting of Evacuation and Humanitarian Operations Committee approval for liner vessels and containerized cargo calling on Hudaydah port, all containerized cargo and vessels (humanitarian and commercial) were diverted to Aden port, which led to significant congestion and import delays. The diversion of all liner cargo from Hudaydah to Aden port, which has poor infrastructure combined with a recent intensified inspection mechanism resulted in increased congestion in the port of Aden, causing liner cargo delays and additional costs for port storage and container demurrage. In 2018, WFP opened a new corridor through Salalah, Oman, in order to maintain its life-saving food pipeline for an increasing number of people in need. The opening of the Salalah corridor was also part of the contingency plan, to be used in the event that access to Hudaydah port and the Red Sea Mills silos was restricted due to the security situation. In 2018, a total of 30,300 mt of WFP wheat flour was transported overland through the Salalah corridor.

Whilst importing food commodities, significant delays were encountered for obtaining clearances from the YSMO, the main entity in charge of providing clearance for imported food commodities at entry points. In some instances, while food commodities were already in the country and under the custody of WFP, the absence of clearances led to WFP being unable to distribute these commodities. These administrative impediments and clearance delays also had repercussions on the timeliness of relief food assistance.

WFP's network of transporters ensured the movement of an average of 150 large trucks (30 mt capacity) per day to deliver food commodities to 6,537 distribution points (FDPs). As the southern districts of Hudaydah governorate and the coastal zones were significantly affected by armed conflict (mined roads, airstrikes, shelling and artillery), WFP was obliged to make use of alternative routes which increased commodity lead times. Furthermore, the deteriorated state of some bridges and narrow roads did not allow larger trucks to transit from these zones. To overcome these obstacles, food commodities were taken to centres of districts and then loaded to smaller vehicles to allow for efficient and timely distributions. In collaboration with the Deconfliction Liaison Team (DLT) led by OCHA, WFP ensured the deconfliction of all zones where trucks carrying WFP commodities operated. However, deconfliction requests must be made at least 48 hours in advance and a restriction on the movement of trucks during the night was imposed. The implications of such measures means that that trucks transporting WFP food commodities had 30 percent less time to travel.

In addition, requests for the movement of commodities from areas controlled by the de-facto authorities (north) to areas under the control of the IRG (south) were rejected, therefore leaving WFP unable to transport food to the south to fill certain commodity gaps. In parallel, trucks transporting humanitarian assistance from Aden to the northern regions of the country were routinely held at custom checkpoints located at the first entry points of northern governorates for an average of two days. Moreover, on several occasions while delivering food to the designated FDPs, deliveries were delayed due to interference by the local authorities in these districts, leaving WFP's commodities exposed to high risk and considering the volatile security situation, WFP transporters were required to undertake significant efforts to ensure the safety of WFP food until its delivery as per WFP's approved distribution plans. To mitigate the above constraints, supply chain maintained an updated access transport network which helped WFP overcome access constraints. These challenges created additional, unnecessary delays in the delivery of food commodities to FDPs.

In 2018, commodity post-delivery losses represented 0.033 percent of the total quantity of food commodities delivered, which is significantly below the corporate threshold of 2 percent. This was successfully achieved by ensuring transporters' strict adherence to the WFP-established road transport network, as well as WFP procedures for transporting humanitarian cargo. To minimize post-delivery losses, mechanisms were established to hold transporters accountable for losses incurred en-route from WFP warehouses to FDPs.

With the expertise of supply chain, the Commodity Vouchers through Trader's Network (CV-TN) modality was utilised to deliver food assistance. The commodity voucher modality relied on a network of retailers that were able to import food commodities and deliver them to Sana'a, Amanat Al Asimah, Taizz, Hudaydah, Marib, Dhamar, Al Jawf and Lahj governorates. As part of this approach, large commercial importers guaranteed the steady supply of food commodities to WFP beneficiaries. Commodity vouchers were distributed to beneficiaries by WFP's cooperating partners and redeemed by beneficiaries at the closest retail outlets linked to the WFP-contracted Yemeni food suppliers. Thus, CV-TN complemented WFP's in-kind supply chain and ensured the availability of food commodities to beneficiaries. WFP also worked together with retailers that supported the implementation of the CV-TN modality to enhance gender considerations. Retailers were responsible for ensuring separate redemption lines for men and women, recruiting female staff in the outlets, and establishing beneficiary verification teams composed of females members (31 teams were formed). The measures taken ensured that women could safely and confidently approach voucher outlets to receive their food entitlements without any socio-cultural barriers.

To ensure that food distributed through the CV-TN modality met quality standards, quality and quantity inspections, including visual checking and laboratory tests were performed by a specialized company. Regular visits were made by supply chain experts to outlets at different stages (completion of prepositioning and during the distribution cycle) to ensure compliance with the contract's terms and conditions including quality and quantity of food, availability of extra services to beneficiaries (latrines, drinking water and shades), shop opening hours, visibility items, and the storage conditions of food commodities. A mobile application with predetermined parameters was developed by the WFP Yemen supply chain unit to facilitate the collection of information during field visits. The evaluation of retailers was conducted on a monthly basis. In addition, clauses related to liquidated damages were introduced to reduce the risks of deviation from the terms and conditions of issued contracts.

The main challenges encountered while using the CV-TN modality included the lack of access to some districts for security reasons, cooperating partners and suppliers facing difficulties in obtaining permits to access the targeted zones in a timely manner, delays in prepositioning of stocks due to food shortages, payments of customs fees to both authorities by the suppliers, as well as coordination issues among suppliers and CPs.

The Logistics Cluster continued to ensure coordination and information management services in Sana'a, Aden, Hudaydah and Djibouti to maximize the use of available resources in-country and avoid duplication of efforts. In addition, the Logistics Cluster facilitated access for humanitarian organizations to common logistics services such as overland transport, air cargo transport from Djibouti to Sana'a, and sea cargo transport from Djibouti to Aden and Hudaydah; sea passenger transport between Djibouti and Aden, as well as Djibouti and Hudaydah; access to temporary storage facilities; and fuel provision.

Through its Bilateral Service Provision (BSP), WFP continued to assist humanitarian actors by providing engineering and construction support, provision of fuel, logistics augmentation and IT services.

In order to strengthen Cooperating Partners' logistics capacities in the field of emergency preparedness, WFP and the Logistics Cluster jointly organized several training sessions in 2018. These training sessions aimed at creating a readily deployable team of experts in Mobile Storage Unit (MSU) installation, capable of delivering and installing MSUs when and where required, in addition to providing guidance on appropriate storage practices and emergency storage. A total of two training sessions were held in Sana'a and Aden benefitting 54 staff members (12 women and 42 men) from 33 organizations (including WFP, 4 UN Agencies, 18 INGOs and 11 National NGOs).



Annual Food Purchases for the Country (mt)

Commodity	Local	Regional/International	Total
Beans	4,140	-	4,140
Canned Fish	557	-	557
Canned Pulses	1,700	-	1,700

Commodity	Local	Regional/International	Total
Chickpeas	29	-	29
Halawa	109	-	109
High Energy Biscuits	657	1,662	2,319
Iodised Salt	2,040	-	2,040
Lentils	1,694	-	1,694
Rice	-	17,000	17,000
Split Peas	1,000	5,046	6,046
Sugar	-	3,042	3,042
Vegetable Oil	3,300	-	3,300
Wheat	-	1,125	1,125
Wheat Flour	180,546	176,845	357,391
Wheat Soya Blend	-	9,160	9,160
Total	195,771	213,880	409,651
Percentage	47.8%	52.2%	

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

Commodity	Total
Canned Chicken	75
Canned Fish	120
Canned Pulses	300
Chickpeas	300
Halawa	45
High Energy Biscuits	335
Lentils	12,000
LNS	4,739
Peas	6,200
Ready To Use Supplementary Food	475
Split Peas	42,199
Sugar	15,456
Vegetable Oil	41,135
Wheat	356,141
Wheat Soya Blend	6,386
Total	485,905

Implementation of Evaluation Recommendations and Lessons Learned

In Yemen, WFP operates in a highly complex and constantly evolving environment. Conflict-affected areas that host the most vulnerable communities are often difficult to access by WFP staff, partners and other stakeholders. Despite having several layers of control, including a triangular monitoring mechanism and safeguards that aim at reducing the risks of food diversion, a number of contextual factors such as interference of different parties in key stages of programme implementation are likely to affect the operation. One such negative consequence of interference is the politicisation of humanitarian aid and resulting restricted access, which led to instances of food diversions in 2018.

Through WFP's monitoring system, a Third-Party Monitor (TPM) identified seven distribution centres in Sana'a governorate where food was reported to have been misappropriated. A WFP detailed survey conducted in the last quarter of 2018 analysed distributions that took place in August and September 2018, the survey concluded that some food may have been removed from storage and distributed or sold to people who were not targeted for food assistance. WFP phone interviews with targeted beneficiaries in these specific locations showed that 60 percent of those who responded to a WFP phone call had not received their entitlements. In response, WFP requested the de-facto leadership in Sana'a to urgently intervene to halt such practices and to take action against perpetrators. Moving forward, WFP will continue to work with TPM partners to assess the efficiency of targeting as well as detecting and preventing any potential instances of food diversion.

WFP is also increasingly focusing on the biometric registration of beneficiaries. During the second half of 2018, around 28,000 households were registered in WFP's beneficiary identity and benefit management system (SCOPE platform). The biometric registration of beneficiaries is being expanded to other governorates of the South and WFP is in discussion with the authorities in the North on the initiation of beneficiary registration in areas under their control. The progressive registration of beneficiaries will enable better monitoring and risk control, and contribute to effective programme cycle management, through the provision of on-time data for decision-making and targeting.

The extremely sensitive socio-political context of Yemen requires a cautious and deliberate approach using thorough evidence gathering on any food diversion allegations. While WFP maintains a zero-tolerance policy on these matters, any allegation without sufficient evidence to back it up can endanger the entire portfolio of WFP's activities in Yemen, depriving millions of individuals from humanitarian food and nutritional assistance.

One of the most important lessons learned as part of programme implementation, which was also highlighted in the conclusions of 2018 Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts, was the necessity to conduct independent food security assessments and thorough targeting exercises to ensure that the most vulnerable and food insecure segments of the population, including marginalized groups such as the *muhamesheen* (social outcasts) and IDPs are always prioritized for receiving life-saving food assistance. Given the scale of the operation and the technical and human resources required to materialize this, WFP proceeded with a two-fold approach. WFP strived to strengthen its internal systems and processes with regard to targeting whilst seeking institutional-level solutions through advocacy vis-à-vis the authorities in order to have their buy-in, with a particular focus on coordination with other humanitarian actors for information sharing on vulnerable groups. This two-fold approach, developed based on past experiences, resulted in important achievements in 2018 including the establishment of a dedicated beneficiary targeting taskforce at the WFP Country Office level, the signature of an agreement with the de-facto authorities on the revision of the targeting and selection processes, as well as the in principle acceptance of biometric registration by the de-facto authorities in the northern parts of the country (agreement was formally signed in mid January 2019), which had been pending for more than one year.

In 2018, WFP introduced the use of differentiated entitlements in priority 1 and priority 2 areas given that at district level, priority 1 districts were more severely affected by food insecurity. This signified that beneficiaries living in priority 1 districts received full entitlements, and those living in priority 2 districts received half entitlements. While this decision was made taking into account the necessity to support districts with higher needs, it created unintended consequences and misunderstandings among the authorities and communities and did not have a significant impact on the food security of priority 1 districts, due to the sharing of food entitlements within the communities. Following this experience, WFP harmonized all food entitlements and focused on improved targeting rather than entitlement differentiation.

In parallel to the advancements made in terms of beneficiary targeting, as the co-lead of the Food Security and Agriculture Cluster (FSAC), WFP also made significant efforts in improving the geographical targeting of areas at high-risk of famine. By conducting district-level analysis of the food security situation as well as deepening geographical targeting to reach village-level prioritization, beneficiaries in need of life-saving food assistance are better allocated throughout the territory. The internal audit exercise conducted in late 2017 with the report released

in early 2018 confirmed that WFP Yemen had significantly improved its control procedures and environment. One of the key recommendations of the audit was to further strengthen the beneficiary targeting process. The targeting criteria which will be used in 2019 for beneficiary selection is based on lessons learned in 2018 and guided by the findings of food security assessments.

In terms of programmatic improvements that are based on lessons learned, WFP has been increasingly focusing on the integration of life-saving food assistance with the prevention of acute malnutrition programme, targeting the same food insecure populations to better meet their essential needs. Furthermore, in order to mitigate the impact of logistical challenges on the timely delivery of food assistance, WFP is actively exploring and implementing market-based modalities such as cash-based transfers.

Story Worth Telling

When four-year-old Rahmah's family was forced to flee their home, finding enough food to prepare the next meal became a daily struggle.

In June, intense fighting in her home city of Hudaydah forced her parents and eight siblings to leave their home. They ended up in Yemen's southern governorate of Lahj.

"We were scared," said Rahmah's mother Zainab, "Our children could not sleep at night."

Zainab knows that the move was the only way to protect her family. But when the family of 11 first arrived in Lahj, accessing basic necessities, including food, was a constant worry.

But in July the family started receiving monthly food assistance from WFP. Each food parcel includes fortified wheat flour, fortified vegetable oil, and pulses, providing enough food to Rahmah and her family for a month.

"Before we started receiving food assistance from WFP, Rahmah and her brothers and sisters would go to sleep hungry. Now, they have enough food to cover daily needs," said Zainab.

When the fighting in Hudaydah sparked a surge in the number of IDPs, WFP responded by including these displaced families in its general food assistance programme.

"The food that we receive every month from WFP has helped us tremendously," added Zainab, "While it is our dream to return home, I am happy that my children are safe and sound and well-fed."

Project Results

Activities and Operational Partnerships

Special Operation 200841 was launched in April 2015, when the WFP-led Logistics Cluster and the Emergency Telecommunication Cluster (ETC) were activated to provide the humanitarian community in Yemen with adequate logistics and information and communications technology (ICT) capacity, and with enhanced coordination mechanisms to deliver relief items to affected populations in Yemen. Since then, two budget revisions were approved to extend the project in 2016 and 2017. In 2017, the project was revised once more to cater for the increased needs related to the cholera outbreak. At the end of 2017, WFP approved a fourth project revision to allow the Logistics and Emergency Telecommunications Clusters to continue its activities in support of the humanitarian community through the end of 2018. In 2018, two budget revisions were carried out; one to cater for adding the revolving fuel facility, and one to include preparedness activities and the deployment of a second chartered vessel MV VOS Theia. In 2019, WFP and members of the Logistics and Emergency Telecommunications Clusters will continue to monitor the situation to further adjust the cluster's activities in accordance with user demand.

Logistics Cluster

Throughout 2018, the Logistics Cluster continued to fill critical logistics gaps by facilitating access to a common logistics services platform for the humanitarian community working in Yemen; services were provided free-of-cost to humanitarian organisations through WFP.

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). Throughout 2018, the Logistics Cluster facilitated the transport of relief items to Sana'a, Aden and on a targeted basis to Socotra. Another critical activity was the facilitation of maritime transport on board two WFP-chartered vessels: MV VOS Apollo, travelling between Djibouti and Aden for cargo and passenger transport; and MV VOS Theia, shuttling between Djibouti and Hudaydah for cargo transport. Both vessels were chartered as well in order to serve as emergency rescue and evacuation contingency options, if needed.

In terms of services within Yemen, the Logistics Cluster facilitated access to land transport of relief items across the country starting from the entry points of Aden, Hudaydah and Sana'a. In these three locations, the Logistics Cluster also facilitated access to facilities for the temporary storage of humanitarian cargo. In addition, the Logistics Cluster was also tasked with consolidating and delivering Rapid Response Mechanisms kits (from the common Cluster warehouses in Hudaydah/Bajil, Sana'a and Aden) to the implementing partners at designated Humanitarian Service Points (HSPs) and Transit Points (TPs).

To enable humanitarian organizations to establish an uninterrupted supply chain for the delivery of humanitarian aid to the affected population, the Logistics Cluster provided fuel to humanitarian organizations on a cost-recovery basis from fuel distribution points in Aden, Hudaydah, and Sana'a. Following the closure of the common warehouse in Hudaydah city due to conflict escalation, where the fuel station had been also located, the Logistics Cluster carried out ad-hoc deliveries through local suppliers and service providers to ensure organisations still active in Hudaydah could continue operations.

To ensure smooth implementation of the services described above and to further support the humanitarian community, the Logistics Cluster provided coordination services in Sana'a, Aden, and Hudaydah, as well as information management services, to minimize duplication of efforts and to support operational decision making among logistics actors within Yemen. WFP, as the Logistics Cluster lead, worked closely with all United Nations agencies and international and national non-governmental organizations (NGOs) operating in Yemen to coordinate and facilitate logistics services, to share logistics information and to deliver fuel to humanitarian agencies. The coordination of the Logistics Cluster continued to be based in Sana'a, with another coordination cell based in Aden and two others in Hudaydah and Djibouti. Meetings were held regularly in Sana'a and Aden, and on an ad-hoc basis in Hudaydah. They provided a key platform for information sharing, addressing logistics gaps, and coordinating the logistical dimensions of the humanitarian response in Yemen. Overall, the Logistics Cluster reached 66 organisations working in Yemen, through commons services and coordination mechanisms: 35 INGO, 8 NNGO, 13 UN, and 10 among government representatives, foundations and other organisations.

Emergency Telecommunications Cluster (ETC)

In 2018, the WFP-led Emergency Telecommunications Cluster (ETC) provided critical security telecommunications (HF/VHF radio), internet connectivity services, and user and technical support to humanitarian operations in five common operational areas, namely Sana'a, Sa'ada, Ibb, Aden and Hudaydah. ETC coordination continued to be

based in Sana'a with remote IM provided from the WFP IT Emergency and Response Branch in Dubai which also included three IM missions to Sana'a and Aden.

The ETC team completed the ICT infrastructure setup, including installation of IT equipment in 26 Emergency Operations Centres (EOCs) hosted by World Health Organisation (WHO) across Yemen to support the cholera response. The cluster also developed project proposals for two Services for Communities (S4C) projects in Sana'a, one for Sana'a University, while the other is a complaint and feedback mechanism that will be used to gather information from affected communities.

The ETC conducted two successful inter-agency capacity building training sessions, covering extensive technical training on radio and networking [including practical sessions], Training of Trainers (ToT), IT Emergency Management and IM, in Sana'a and Aden for 52 UN and INGO IT staff. Participants, particularly national staff, will use the acquired new knowledge and skills to support the provision of lifesaving IT services, even in the most challenging and inaccessible areas across the country.

Revolving fuel facility

Throughout 2018, WFP facilitated the distribution of diesel fuel with the establishment of a revolving fuel facility in Yemen. This facility secures the minimum requirement of a humanitarian fuel stock in Yemen, ensuring the continuity of operations and improving the overall emergency response of the humanitarian community within the country. The revolving fuel facility guarantees provision of fuel at the most affordable prices to requesting partners and sustaining a strong pipeline that remains unaffected by any conflict-related decision or event that may interrupt the commercial flow of diesel.

Fuel was initially procured with a DFID contribution earmarked for this purpose, after which it has been distributed on behalf on partners on a cost-recovery basis. The cost invoiced to partners includes procurement, delivery and storage costs. WFP Bilateral Service Provision (BSP) uses the full-cost recovery mechanism to continue purchasing fuel to replenish the revolving stock as needed. The structural costs for running the project are not considered in the estimation of the final price to partners, as they are covered by the contribution from DFID. Fuel is procured internationally on a chartered vessel carrying only WFP fuel.

Results

Special Operation 200841 ensured efficient and coordinated logistics and emergency telecommunications services in support of the humanitarian community in Yemen. Overall, the coordination mechanisms established through this Special Operation resulted in a more efficient emergency response and achieved the outcome of supporting the humanitarian community in delivering life-saving services and relief items to the population affected by conflict.

Logistics Cluster

In line with previous year's activities and with its mandate, the Logistics Cluster continued to cover identified logistics gaps by facilitating access to a common logistics services platform for humanitarian organisations working in Yemen and enabling their life-saving operations in the country. Regular coordination meetings and bilateral discussions with humanitarian organizations helped to identify gaps and needs and, when possible, to address key issues and concerns.

Throughout 2018, the Logistics Cluster facilitated airlifts from Djibouti to Yemen, transporting 1,079 mt of relief items worth USD 17.5 million on behalf of 13 humanitarian organisations; the majority of the cargo (87 percent) belonged to the Health sector. While the main destination of the cargo airlifts was Sana'a, 40 mt were airlifted from Djibouti to Aden on behalf of MSF and WHO in July 2018 to deliver relief items that were supposed to reach Aden with the VOS Apollo vessel, but due to a disruption in the vessel service, they had to be airlifted to ensure urgent delivery. In addition, in response to the Cyclone Makunu that hit the Socotra Governorate in Yemen from 23 to 25 May 2018, the WFP-led Logistics Cluster coordinated airlifts of humanitarian cargo from Aden to Socotra with the aircraft normally prepositioned in Djibouti to carry out airlifts to Sana'a. Four rotations were carried out over five days, transporting all the cargo in the service requests submitted to the Logistics Cluster. Overall, some 52 mt/241 m³ of relief items were transported on behalf of WFP, UNHCR, UNFPA, IOM and UNICEF.

Another critical activity was the facilitation of maritime transport on board two WFP-chartered vessels: MV VOS Apollo, travelling between Djibouti and Aden for cargo and passenger transport; and MV VOS Theia, travelling between Djibouti and Hudaydah for cargo transport. Both vessels also served as an emergency rescue and evacuation vessel for humanitarian workers. While the VOS Apollo service began in 2016, VOS Theia joined the operation in March 2018 to serve as a lifeline between Djibouti and Hudaydah. However, due to a series of administrative issues with port authorities at Djibouti, several voyages of both vessels had to be cancelled between April and October 2018 (10 VOS Apollo voyages, and five VOS Theia voyages). However, following WFP advocacy

efforts, voyages resumed normally in mid-October. Due to the conflict escalation in Hudaydah governorate, VOS Theia started being positioned outside Hudaydah port from October, to provide emergency passenger transport, if needed. During the suspension of the VOS voyages, and since VOS Theia started being stationed outside Hudaydah port, the Logistics Cluster addressed sea cargo transport requests by using dhows. Overall, 537 passengers from 26 organisations and 2,431 mt of cargo valued at USD 36.2 million were transported on VOS Apollo, VOS Theia and dhows in 2018, on behalf of 15 organisations. The decrease in passengers from the previous year (1,391 passengers in 2017) is due to the frequent disruptions in the service that occurred in 2018.

Within Yemen, in 2018 the Logistics Cluster facilitated the movement of 12,005 mt of humanitarian cargo through WFP contracted trucks on behalf of 25 organizations to 288 locations across Yemen. This included the deliveries carried out under the Rapid Response Mechanisms (RRM) umbrella. Cargo transport services were provided from the hubs of Aden, Hudaydah and Sana'a to any accessible destination in Yemen, as required by service users.

The Logistics Cluster also managed common storage services in Aden, Hudaydah, and Sana'a. In 2018, the Logistics Cluster managed storage of 15,491 mt of relief items on behalf of 17 organisations in Sana'a, Aden and Hudaydah. Due to the escalation of the conflict in Hudaydah in June 2018, the Logistics Cluster moved its common warehouse space from Hudaydah city to Bajil, some 30 km outside the city. To address the increased need in the second half of the year, the Logistics Cluster augmented its storage capacity in Sana'a by acquiring a new warehouse of some 1,000 square meter capacity.

While continuing to facilitate access to common warehouse facilities, the Logistics Cluster also mobilised 15 Mobile Storage Units (MSUs) for organisations to borrow and deploy where most needed and for them to manage as common storage for all interested humanitarian responders. In 2018, ten MSUs were lent to IRC, DRC, ADRA, UNICEF, MSF and WHO.

As shown by the figures cited above for both transport and storage, in 2018 the humanitarian community significantly increased the use of the common services available through the Logistics Cluster. Compared to 2017, airlifts increased from 779 mt to 1,079 (39 percent); sea cargo transport increased from 2,300 mt to 2,431 mt (6 percent); overland transport increased from 1,677 mt to 12,005 mt (more than 600 percent); and cargo storage increased from 3,894 mt to 15,491 mt (almost 300 percent). This is largely due to the increased needs and humanitarian response in Yemen in 2018, also in light of the conflict escalation in Hudaydah governorate that started in June 2018. Overall, in 2018 the Logistics Cluster facilitated cargo transport and storage on behalf of 34 service users, fulfilling 1,139 cargo transport and storage requests against 1,252 received. The remaining requests were either cancelled by the service users or were still pending at the end of 2018 for operational reasons. An additional three organisations used the VOS passenger service in 2018.

In addition to the services above, the Logistics Cluster distributed 1,667,721 litres of fuel (both diesel and petrol) to 33 organizations, including ad-hoc deliveries in Hudaydah. Through the provision of this essential service, the Logistics Cluster aims to provide a predictable fuel service to humanitarian organisations, by distributing diesel and petrol on cost-recovery. This fuel distribution service aims at ensuring that humanitarian organisations have access to an emergency stock of fuel to ensure continuity of their operations (such as generators and fleet) in case of fuel shortages in the country.

Overall, 42 organisations (30 INGOs and 12 UN) have used logistics services offered by the Logistics Cluster – cargo transport and storage, passenger transport, and fuel provision.

Due to airstrikes in August 2015, Hudaydah port has been operating at reduced capacity due to the damaged infrastructure and limited equipment and storage facilities. WFP, with the Logistics Cluster, has been working closely with the port authorities to identify suitable solutions to increase the capacity of humanitarian cargo moving through the port. For example, in 2016 the Logistics Cluster supported the rehabilitation of two warehouses within Hodeidah port, for a total capacity of around 6,000 m². Towards the end of 2016, WFP purchased four mobile cranes to speed up humanitarian vessel off-loading operations. Following the delivery of four cranes to the port of Hudaydah in January 2018, additional port rehabilitation project activities were planned to start in 2018. However, the Memorandum of Understanding with the Hudaydah port authorities was signed only in December 2018 and works to dismantle the damaged gantry cranes are expected to begin in the first quarter of 2019.

To minimize the duplication of efforts within the humanitarian community and to support operational decision-making, the Logistics Cluster facilitated information management and coordination both in Yemen and from the Djibouti hub. In 2018, 28 meetings were attended by 55 organizations, including UN agencies, international and national NGOs, and national authorities. Information management efforts included the maintenance of information sharing platforms, such as a common mailing list and a dedicated Yemen operations web page on the Logistics Cluster website. The Logistics Cluster published on average 10 IM products per month, including situation updates, meeting minutes in English and Arabic, maps, Standard Operating Procedures, cargo and passenger transport schedules, and infographics.

In addition, the Logistics Cluster facilitated four trainings in 2018: two training on setting up Mobile Storage Units (one in Sana'a and one in Aden); a Logistics Cluster Induction Training in Sana'a; and an Excel training in Sana'a in collaboration with international NGO Premiere Urgence Internationale (PU-AMI). Overall, 104 staff from 41 organisations were trained in 2018: 21 INGO, 12 NNGO, and 8 UN.

The success of the Logistics Cluster operations was possible also thanks to timely and adequate donor funding.

Emergency Telecommunications Cluster

The ETC provided security telecommunications and internet connectivity, IT help desk and technical support across five common operational areas: Sana'a, Sa'ada, Hudaydah, Ibb, and Aden. More than 435 humanitarians accessed ETC Internet connectivity throughout the year and ETC Communications Centres (COMCEN) ensured the safety and security of all 1,801 UN personnel in the country and also tracked more than 612 field missions that were conducted. The ETC also resolved 1,352 issues that were reported to the ETC Helpdesks.

By continuing to provide connectivity in the UNCAF compound in Sana'a, the ETC enabled all UN staff, including the UN Humanitarian Coordinator and heads of UN agencies to conduct high-level video conferences to support the overall response. Similarly, the establishment of internet connectivity at 6 ETC hubs (internet café) facilitated the overall response since, in some areas such as Hudaydah, there are no local providers. Internet connectivity enables responders to contact colleagues in the field and coordinate accordingly. The new ETC hubs are in Hudaydah (4), Sa'ada and Aden.

Remote IM support and three IM missions to Sana'a and Aden resulted in a total of 93 IM and communications/advocacy products, including ETC SitReps, factsheets, dashboards and meeting minutes being developed and shared with partners. This includes a total of 15 stories and Facebook posts that were written and published on a wide range of platforms, including ETC Facebook, www.etcluster.org, WFP Communities and WFP Insight (Medium). The increase in visibility and IM support aided coordination and bolstered advocacy efforts of the cluster.

The installation of IT infrastructure in 26 EOCs enabled WHO staff to record and share critical medical information on each sick individual from cholera treatment facilities in the field and help track the outbreak thanks to reliable Internet connectivity. ETC connectivity also enabled staff to conduct video conferences with hubs in the field which are inaccessible to international staff due to the security situation. The ETC then established a dedicated Helpdesk for EOC support which received a total of 2,081 issues that were reported and resolved. The ETC hired 23 IT assistants locally to provide technical support as the ETC team are unable to access EOCs in remote areas.

Three IT technical national staff were recruited in Al Hudaydah, Aden and Sana'a to maintain the ETC infrastructure and better provide technical support to service users.

The ETC faced continued challenges in importing ICT equipment into Yemen, such as the lack of security clearances and import approvals. For this reason, the provision of ETC data and voice services by quick activation and deployment of radio telecommunication equipment such as HF and VHF radios were not implemented, as the equipment was procured but the security clearance for importation is still pending. However, the ETC continuously liaised closely with organizations on the ground to coordinate efforts and also coordinated regularly with authorities to facilitate the import of critical equipment. Three new SOPs were put in place in 2018 in addition to those implemented in the previous years; in addition, six memoranda of understanding were signed with partner organisations for hosting the ETC hubs. Further to this, 14 IT assessments were conducted at humanitarian operational hubs, namely Sana'a, Hudaydah and Aden, to assess the capacity and performance of IT infrastructure of agencies as well as of the UNDSS COMCENs.

Revolving Fuel Facility

In 2018, WFP distributed 27,410,412 million litres over 10 months to requesting partners (WHO, UNICEF and IOM), reaching 245 facilities since the start of the project, of which 198 hospitals and 48 sanitation facilities.

Fuel procured by WFP is exempted from government taxes, hence authorities allowed distribution to occur solely on behalf of partners which have tax-exempt status. Therefore, in line with discussion and agreement with the donor, management for this facility was moved under WFP, as not all Logistics Cluster partners would be tax exempt.

At the beginning of 2018, WFP was providing fuel to one partner (WHO), and was then approached by UNICEF for the same services. Fuel provision for WHO and UNICEF ensured an uninterrupted flow of fuel for health and sanitation facilities, guaranteeing clean water and health services to the Yemeni population. Toward the end of the year, WFP additionally provided fuel to IOM under the revolving fuel facility.

The original fuel consumption expectations from partners were overestimated at the start of the project by the two main partners. When the delivery of the fuel started, all the stakeholders adjusted the deliveries to the actual consumption observed, bringing down the amounts from the originally estimated consumption of 4.5 million litres per month to an average of 2.7 million litres.

In addition, the originally planned 38 partners were based on the Logistics Cluster partners. However, due to the above-mentioned tax exemption issue, fuel could only be made available through WFP Bilateral Service Provision to UN agencies only, thus bringing the number of actual partners reached to three (WHO, UNICEF and IOM) and the expected amount of fuel requested to come down to current figures totalling 2,741,041 litres per month.

Performance Monitoring

The Logistics Cluster and the Emergency Telecommunications Cluster (ETC) continued to implement best practices and lessons learnt to improve the effectiveness of Special Operation 200841 in meeting the logistics and telecommunications needs of the humanitarian community.

Logistics Cluster

The Logistics Cluster monitored the provision of its services through its Relief Items Tracking Application (RITA) platform, which tracked performance on a weekly basis so that any discrepancies and/or issues arising could be addressed by the Logistics Cluster coordination teams or raised with users and partners in coordination meetings.

Other indicators, such as the number of information management products shared and coordination meetings conducted, were monitored through Google Analytics, with WFP Headquarters support, and regularly published on the Logistics Cluster's Yemen operation webpage. To improve 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 activities and ensuring regular interaction with humanitarian partners through coordination meetings.

Three surveys were launched in 2018: one in June 2018 as a mid-year review, one in September focused on Djibouti as a logistics hub, and one at the end of 2018 to evaluate the whole year. Results were in line with surveys from the previous year, showing that 96 percent of the respondents were overall either satisfied or very satisfied with the Logistics Cluster services in Yemen and that 96 percent were either satisfied or very satisfied with the IM services. Overall, 88 percent of the responders were either satisfied or very satisfied with the Logistics Cluster in Yemen, with the remaining 12 percent being somewhat satisfied. Results provide the Logistics Cluster with feedback on its performance, as well as with suggestions on how it can further improve in the coming year.

The Emergency Telecommunication Cluster (ETC)

The ETC continued to hold coordination meetings with Local ETC Working Group and participated in monthly Global ETC teleconferences with partners to share information and identify gaps and opportunities. Coordination meetings remained an important source of feedback and discussion, allowing both the ETC and service users to identify gaps, constraints, and opportunities for enhancing and expanding the provision of ETC services in a complex security and access environment.

One survey was conducted in 2018, and based on responses from 86 respondents to this question, the ETC User Feedback Survey resulted in line with the previous year's results with an overall user satisfaction rate of 85 percent of the core ETC services provided in the country, which include: internet services, Very High Frequency (VHF) and High Frequency (HF) radio services, training/capacity building services, helpdesk services, Information Management products, and availability of the ETC team. Results from the survey will help inform the ETC plan for 2019 in Yemen.

Revolving Fuel Facility

In light of the change of project management from the Logistics Cluster to WFP Bilateral Service Provision (BSP) due to the tax exemption issue mentioned above, the figures planned originally for fuel distribution changed, reflecting the ad-hoc requests received from partners to receive fuel services under the revolving fuel facility framework. In addition, a number of requests from partners were inconsistent with actual storage capacities at the final destination, leading to reduced figures of fuel distributed in comparison with the requirements received. However, all requests received from partners under the revolving fuel facility were carried out successfully.

Figures and Indicators

Project Indicators

Output Indicators

Output	Unit	Planned	Actual	% Actual vs. Planned
CRF SO5-SR8: Logistics Cluster				
Number of agencies and organizations using storage and transport facilities	agency/organization	30	34	113.3%
Number of bulletins, maps and other information products compiled and shared	item	100	118	118.0%
Number of cluster coordination meetings conducted	instance	40	28	70.0%
Percentage of fuel requests fulfilled	%	90	91	101.1%
Percentage of passenger bookings served	%	95	96	101.1%
Percentage of service requests to handle, store and/or transport cargo fulfilled	%	90	91	101.1%
CRF SO5-SR8: Service Delivery General				
Number of ETC meetings conducted on local and global levels	instance	40	41	102.5%
Number of ETC user satisfaction surveys conducted	survey	1	1	100.0%
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	50	93	186.0%
Number of Standard Operating Procedures developed and implemented	SOP	1	3	300.0%
Number of assessments/surveys conducted	assessment	20	14	70.0%
Number of capacity building activities carried out	activity	12	2	16.7%
Number of operational areas covered by common security telecommunication network	operational area	6	5	83.3%
Number of operational areas covered by data communications services	operational area	6	4	66.7%
Number of radio-rooms (COMCEN) established	radio room	6	5	83.3%
Number of web-based information-sharing and collaboration platforms established/updated	information-sharing platform	1	1	100.0%