

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

YEMEN

AMOUNT: EUR 115 000 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision DG ECHO/WWD/BUD/2019/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annex is to serve as a communication tool for DG ECHO¹'s partners and to assist in the preparation of their proposals. The provisions of the Worldwide Decision and the General Conditions of the Agreement with the European Commission shall take precedence over the provisions in this document.

0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP

Modification 1 – April 2019

After four years of conflict, Yemen is today the worst humanitarian crisis in the world. This man-made crisis continues to deteriorate due to the combination of direct violence on civilians and civilian infrastructure compounded by the collapse of state institutions, national economy and functioning of private sector.

The political progress achieved in December 2018 in the Stockholm Agreement, facilitated by UNSE Martin Griffiths, offer a glimmer of hope despite its fragility. While the ultimate solution to the crisis is political and the political track is indispensable, the measures agreed in Stockholm are far from sufficient to address the ongoing humanitarian crisis. Furthermore, the peace process and the implementation of its agreements will likely take time. In the meantime, the key drivers of the crisis remain active and the situation degrades.

The preliminary Overview of Humanitarian Needs (HNO) for 2019 - released in January 2019 - confirms the worsening trend. Yemen crisis is not only alarming in terms of percentage of population affected (24.1 million in need out of a total population of 30 million, 9% increase in one year), but also in terms of severity of needs (14.3 million in acute need). Furthermore, the pace of deterioration is very high and unprecedented to any other crisis in the world: people in acute need increased by 27% in the last year only. Furthermore, for the first time, the Integrated Food Security Phase Classification (IPC) shows at least 238 000 Yemenis in Famine conditions, concentrated mainly in active conflict areas. Overall, food insecurity now affects 20 million Yemenis (10.3 million in IPC 3 – Crisis phase; and 9.7 million in IPC 4 – Emergency phase).

Given the increasing needs across all sectors, the 2019 Yemen Humanitarian Response Plan (YHRP) requires USD 4.2 billion which represents an increase of over 40% compared to YHRP 2018 (2.96 billion). This increase is largely driven by a massive upscale of the Food Security & Agriculture Cluster which intends to cover up to 12 million people in need per month from the current target level of 8 million.

¹ Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO)

While donors generously funded the YHRP 2018 with USD 2.583 billion (87.3%), the YHRP 2019 would require even higher levels of financial commitments.

In order to strengthen the EU response to the increasing needs in Yemen, an additional amount of EUR 80 million has been allocated from the Emergency Aid Reserve.

1. CONTEXT

The conflict in Yemen has entered its fourth year with a marked military intensification. The world's largest humanitarian crisis continues to deteriorate reaching deeper levels of human suffering. Yemen has long been the poorest country in the Arab region. The civil war exacerbates the underlying vulnerabilities, which result in 80 per cent of the 28 million population being in need of humanitarian assistance. After nearly two years of military stalemate, the killing of former President, Ali Abdulla Saleh, in December 2017 led to shifting alliances between the General People's Congress (GPC) and the Saudi-led Coalition, triggering a military intensification aiming to regain Hodeida city and port from the control of Houthi militias. UN-led efforts, re-invigorated after the appointment of UN Special Envoy Martin Griffiths in February 2018, make slow and uncertain progress in the attempt to create a viable and inclusive framework for political negotiations.

The **political landscape** has further fragmented in 2018 reflecting the progressive superposition of conflicts in Yemen. The initial war opposing the legitimate government of Yemen (GoY) against an insurrection led by the Houthi militia in alliance with GPC and tribal leaders, evolved into a regional conflict confronting a Coalition of Arab countries led by the Kingdom of Saudi Arabia (KSA) and the United Arab Emirates (UAE) with Houthi insurgents allegedly supported by Iran. Furthermore, the Southern Transitional Council (STC) has become increasingly influential in the South.. Terrorist groups such as AQAP (Al-Qaeda in the Arabian Peninsula) and IS (Islamic State) have taken strategic advantage of the power vacuum.

Daily violations of International Humanitarian Law (IHL) by the parties to the conflict illustrate the complete disregard for fundamental engagement rules (distinction, proportionality and precaution). Use of banned weapons, recruitment of child soldiers, restrained access to humanitarian assistance and targeting of civilians and civil infrastructure are unacceptably frequent in Yemen. Unexploded ordnances (UXOs) and the use of anti-personal mines further increase exposure of civilians to the effects of the conflict. The mandate of the Group of Eminent Experts on Yemen by the Human Rights Council was extended for an additional year on 28 September 2018 in an effort to continue investigating and documenting IHL violations.

The **security** environment remains highly volatile and unpredictable. The proliferation of armed actors, fragile alliances and the rise of radical Islamist groups, like AQAP and IS, increase security threats and limits field access.

The **economic situation** has continuously deteriorated due to the dysfunctionality of the Central Bank, rampant inflation, liquidity crisis, sharp increase of prices of basic commodities, and the absence or erratic payment of public servants' salaries since October 2016. The country's infrastructure, industry and agricultural sector are in ruins. Public services have collapsed. Furthermore, restrictions and control imposed by parties to the conflict on the import and circulation of commercial and humanitarian

commodities are severely impacting the population of a country dependent on imports (i.e. 90 per cent of its staple food, nearly all medicine and fuel)..

As a result of the conflict, the **man-made humanitarian situation** in Yemen, Level 3 crisis since July 2015, has deteriorated dramatically. DG ECHO's Integrated Analysis Framework for 2018-2019 identified extreme humanitarian needs in Yemen. The vulnerability index is 7.0 and hazard and exposure index is 8.1. Lack of coping capacity index is 7.9. Additionally, according to the INFORM Crisis Index, the country has both the highest conflict intensity score (3/3) and uprooted people index (3/3).

2. HUMANITARIAN NEEDS

1) People in need of humanitarian assistance

According to 2018 Humanitarian Needs Overview (HNO)², 22.2 million people (80 per cent of the population) are in need of humanitarian assistance, representing a 15 per cent increase in the past year. Three million people have been displaced during the conflict. With 17.8 million Yemenis food insecure, partners estimate that 8.4 million people are facing 'pre-famine' conditions (20 per cent increase in one year). The number of women and children suffering from acute malnutrition has almost doubled since 2015 (from 1.6 million to 2.9 million), and 400 000 children under five years old are suffering from severe malnutrition (nearly 200 per cent increase since 2014). The record-breaking cholera outbreak, with more than 1.2 million suspected cases reported between April 2017 and September 2018, is a direct consequence of the public health crisis and collapse of institutions, leaving 16.4 million people in need of healthcare services.

Needs are expected to increase sharply, notably with the ongoing large offensive in Hodeida governorate. Hodeida port is in normal circumstances the entry point for 70 per cent of all imports required in Yemen. A prolonged battle over the control of the port is having dramatic consequences not only for the city inhabitants, but also for the population living in Houthi-controlled areas, which are largely supplied from Hodeida (i.e. 70 per cent of Yemen's population). While the port has remained operative, levels of imports channelled through Hodeida are largely insufficient and shipping companies are increasingly reluctant to expose their assets in an open conflict area. Approximately 500 000 people are estimated to have been displaced during the first three months of the Hodeida offensive, adding to the three million Internally Displaced Persons (IDPs) caseload registered since the conflict started.

2) Description of the most acute humanitarian needs

From ECHO's perspective, humanitarian needs are centred around two major axes:

- 1) **Direct exposure to conflict and displacement:** People directly affected by conflict, trapped in active conflict zones and displaced from their places of origin are in need of multi-sector range of services: protection, shelter/NFI, food assistance, WASH, access to healthcare, nutrition and education services.

2

https://reliefweb.int/sites/reliefweb.int/files/resources/yemen_humanitarian_needs_overview_hno_2018_20171204_0.pdf

- 2) **Health, nutrition and food security crises:** As the conflict leads to the progressive collapse of the economy and institutions responsible to deliver public services, poor health including epidemics, malnutrition and food insecurity are on the rise, even in areas not directly affected by the conflict.

Food security: Yemen has one of the highest levels of food insecurity in the world with 17.8 million people classified as food insecure of whom 8.4 million are severely food insecure. The collapse of the economy, restricted imports, and families' limited purchasing power has aggravated the food crisis. With no prospects for short-term economic recovery, the food security situation is expected to further deteriorate, with humanitarian food aid being a key component to avert famine.

Nutrition: Malnutrition levels in Yemen are among the highest in the world. Restrictions in access to nutritious food, shortage of safe water sources, poor sanitation and hygiene compounded by nearly collapsed health services fuel the crisis. Children face an increased risk of becoming acutely malnourished, and an estimated 400 000 children are already severely acutely malnourished. The conflict around Hodeida, a key supply route for food and fuel imports, could lead to dramatic increases in malnutrition levels.

WASH: WASH infrastructure is heavily affected. Authorities struggle to maintain water and sanitation systems operational due to damage, lack of resources such as spare parts and fuel, and the unpaid salaries of staff. Limited access to safe water, sanitation and hygiene is a major public health threat, directly fuelling nutrition and waterborne diseases and epidemics.

Health: The already fragile healthcare system has been severely damaged. It is struggling to address the excessive mortality and morbidity related to the conflict and to provide primary, secondary and tertiary healthcare due to resource constraints leaving 16.4 million people in need of healthcare. The continuing conflict result in ever-increasing casualty figures. The cholera and diphtheria outbreaks illustrate the crumbling status of the healthcare system, characterized by shortages in medical supplies and personnel, damaged infrastructure and high reliance on foreign aid. Community-based preparedness and risk reduction activities are necessary to build communities' resilience and increase coping capacities.

Shelter/NFI: With the ongoing offensive in Hodeida, large numbers of new IDPs were recorded in 2018. IDPs and people in situations of protracted displacement are in immediate need of emergency shelter solutions and basic household items/NFI. Care and maintenance in collective centres and settlements may be required.

Protection: Protection of civilians and violations of IHL are major concerns, with the conflict impacting civilians and civil objects. Limited access to humanitarian assistance is leading to negative coping mechanisms, such as child rights violations (e.g. child recruitment, increased child labour, early marriage, transactional sex) and gender-based violence (GBV). Furthermore, displacement exposes particularly women and children to protection threats including sexual and gender-based violence (SGBV), child labour and other forms of abuse and exploitation.

Education: Many children face severe challenges accessing education because of the conflict, damage or closure of schools and lack of payment of teachers' salaries. In areas of active conflict the personal safety of schoolchildren and facilities are a major concern. Around 1.9 million school-aged children currently remain out of school. Children who have experienced conflict and displacement are also in need of psychosocial support.

3. HUMANITARIAN RESPONSE

1) National / local response and involvement

The escalation of the conflict and the concurrent political crisis resulted in a *de facto* split of the country around two areas of influence with separate administrations. The increasingly complex working environment, political fragmentation, lack of financial resources and internal dysfunctions has heavily impacted on the operational capacities of line ministries, both at central and local levels. Control over the Central Bank, civil servant salaries as well as over humanitarian programmes has become a political tool in the conflict. This has exacerbated the humanitarian crisis and Yemen's reliance on foreign humanitarian aid.

2) International Humanitarian Response

In September 2018, the Yemen Humanitarian Response Plan (YHRP) had received USD 1.93 billion out of an appeal of USD 2.96 billion (65.5%). Key donors are KSA, UAE, Kuwait, United Kingdom, United States of America and the European Union. Despite increased commitments by major donors, the response falls short of the ever-increasing needs in Yemen's challenging environment.

Humanitarian organisations have managed to maintain and, even, to scale up their operational presence and five operational hubs have been established (Sana'a, Hodeida, Sa'ada, Ibb and Aden governorates). According to OCHA's 3W mapping (April 2018)³, 117 organisations are currently working in Yemen (9 UN Agencies, 29 INGOs and 79 national NGOs). Geographically, the areas with the highest density of actors are the coastal areas and central highlands. Operational capacity needs to be reinforced and become more flexible to respond to developing situations and emerging needs..

3) Constraints and DG ECHO response capacity

The following constraints hinder the delivery, coverage, quality and efficiency of humanitarian aid: **administrative and bureaucratic** constraints (e.g. difficulties in obtaining visas and travel permits, lengthy negotiation on project implementation, interference in targeting); **IHL violations** (e.g. hindered humanitarian access, targeting of medical staff and health facilities); **logistical** constraints (e.g. destruction of key infrastructure, closing of Sana'a airport, conflict over Hodeida, lengthy clearance procedures for imports, unreliable and costly alternative routes); **financial** constraints (e.g. liquidity crisis and dysfunctionality of the financial sector); **security** constraints (e.g. threats against humanitarian workers, cumbersome de-confliction mechanism, expansion of non-state armed groups, UXOs and anti-personal mine contamination).

Due to the above constraints, humanitarian organisations adopt a variety of implementation modalities (e.g. through INGOs, national NGOs and sometimes line Ministries and local authorities staff) and rely on different monitoring modalities (e.g. direct monitoring, third-party monitoring, remote monitoring). Maintaining direct management over beneficiary selection, project implementation and monitoring of

³https://reliefweb.int/sites/reliefweb.int/files/resources/ocha_yemen_humanitarian_presence_3w_in_april_2018.pdf

activities in view of ensuring quality and accountability is essential in this context and often requires humanitarian actors to engage in lengthy negotiations.

4) Envisaged DG ECHO response and expected results of humanitarian aid interventions

DG ECHO will focus on ensuring maximal coverage of most urgent, **life-saving assistance⁴ and protection** of civilians.

The response will be designed along the following axes of intervention:

- Two-point entry strategy:
 - 1) **Integrated multi-sectoral assistance to populations directly exposed to conflict and displacement.** DG ECHO will prioritize emerging needs resulting from ongoing violence while continuing to address acute needs of most vulnerable hosting communities and protracted IDPs (e.g. shelter/NFI, food security, nutrition, WASH, health).
 - 2) **Integrated response to the health, nutrition (SAM and MAM) and food security crises** including **WASH** activities to prevent transmission of epidemics.
- Support to **protection** and **education** in emergency (EiE) activities. These sectors could be supported in standalone operations while DG ECHO encourages its integration in multi sector interventions.
- Support to complementary enabling activities such as enhanced **rapid response capacity, logistical support, coordination and advocacy.**
- DG ECHO will **geographically prioritize** its response to locations with the highest concentration of life-saving needs: 1) Areas of **active conflict and populations trapped in conflict zones**; 2) Areas hosting **large numbers of newly displaced people** and; 3) Areas with **high levels of malnutrition, food insecurity or epidemics.**

DG ECHO will give priority to operations adopting an integrated, multi-sector, cost-effective approach seeking maximised impact and geographical coverage in prioritised areas. Contingency planning, adaptability to respond to emerging needs and efficient referral systems are encouraged. **Complementarities** with longer-term programming should be conceived from the inception phase. Adherence to standard operating procedures and **recommendations developed by the relevant inter-agency sector working groups** must be clearly articulated by partners. **Advocacy**, in coordination with humanitarian mechanisms in-country, will remain a key priority in 2019. Quality of information and data analysis remain central to ensure accurate prioritization, response quality and accountability. Given the operating constraints, particular attention will be paid to the ability and capacity of partners to **safely access and impartially deliver** appropriate humanitarian assistance. **Accountability** and **quality** of operations will need to be clearly outlined through participatory mechanisms, monitoring plans and due consideration of lessons learned from previous operations.

⁴ Life-saving activities are to be understood as activities that within a short time span mitigate or avert direct loss of life, physical harm, loss of dignity or damage to targeted beneficiaries.

Disaster Preparedness mainstreamed intervention strategy: In addition to risk-informed programming and contingency planning, it is recommended to mainstream health disaster preparedness where appropriate. Public infrastructures and State capacities are unable to deliver basic public services. Resilience and coping mechanisms are seriously eroded, which exposes communities to multiple risks. Thus, it is required to promote community-based preparedness and risk reduction programmes.

Partners are expected to ensure full compliance with **visibility** requirements and to acknowledge the funding role of the EU/ECHO, as set out in the applicable contractual arrangements.

Beyond the provision of EU humanitarian aid, DG ECHO will continue playing an active role in the mobilisation of other donors and actively collaborate with the EU Council, EU Parliament and EU Member States in **humanitarian advocacy**. DG ECHO encourages partners to closely coordinate and participate in mechanisms strengthening evidence-based advocacy capacities.

4. NEXUS, COORDINATION AND TRANSITION

Given the extent of damage caused to civilian infrastructure and the concurrent collapse of government services, national economy and livelihoods, ensuring complementarity between emergency and longer-term investments is critical to avoid further deterioration of services, to strengthen resilience and promote early recovery. Within this context, partners are encouraged to seek complementary funding for follow-up and sustainable actions to maintain essential services. Synergies continue to be developed between DG ECHO and DG DEVCO. Programmes developed by EU Member States, International Financial Institutions, (e.g. World Bank, IMF) as well as main donors and regional organisations should also be factored in partners' plans regarding the humanitarian-development nexus.

1) Other DG ECHO interventions

In 2018, DG ECHO mobilised EUR 37 million in humanitarian assistance to Yemen, including EUR 2 million from ECHO Disaster Preparedness resources (DIPECHO). In case of sudden onset disasters, and according to the needs, humanitarian actions could be financed through the instruments included in the Emergency Toolbox HIP.

2) Other concomitant EU interventions

EU development funding (managed by DG DEVCO) is closely aligned with the humanitarian response to the crisis, in coherence with the Humanitarian-Development **Nexus** approach. It focuses on resilience-building activities, in particular food security, provision of livelihoods through cash for work, youth employment and small grants, food market data gathering and analysis, and access to basic services, including education, community level WASH, health and nutrition interventions, including post traumatic and psychosocial support. Furthermore, through the Instrument contributing to Stability and Peace (IcSP), the EU supports peace-building efforts such as community mobilisation and the involvement of key stakeholders on inclusive peace and transition initiatives, security and de-radicalisation measures targeting youth, and the development of resilience in urban populations in select cities to cope with the impacts of the conflict.

3) Other donors availability

The World Bank (WB) support to Yemen was suspended in March 2015. In 2017, significant emergency resources were made available through re-programming of existing projects brought to suspension in the initial stages of the conflict. The WB programme reinforces delivery of public services and mitigates poverty. These initiatives complement humanitarian efforts and are largely implemented through UN agencies.

4) Exit scenarios

As the conflict intensifies, the UN-led efforts to facilitate a negotiation framework for inclusive peace talks make uncertain progress. In such a context, the humanitarian outlook is bleak: ever-increasing needs, lack of institution capacity to deliver basic services, greater dependency on humanitarian aid, exacerbated food insecurity and malnutrition crisis, and growing risks of epidemic outbreaks. The civilian population will continue to be disproportionately affected by the conflict and to rely on humanitarian assistance. Within a very restrictive environment and shrinking humanitarian space, humanitarian aid alone will fall short containing the dramatic consequences of the crisis.

In parallel, the UN will continue to strive promoting stabilisation and confidence building measures to allow the start of peace negotiations. Should the UN-sponsored peace process eventually lead to a peace agreement and a transitional government, Yemen may enter a long post-conflict recovery and reconstruction phase. Even in a post-conflict scenario, humanitarian aid will remain essential for a considerable period of time until recovery and reconstruction programmes start to have a tangible effect.

In the current circumstances, there is **no exit scenario in sight**. **The Humanitarian-Development Nexus must be seen as an operational model** essential to mitigate the humanitarian impact of collapsing services and economic crisis. It is key to undertake in parallel emergency life-saving and resilience-building interventions. Enhancing resilience and preserving structures, skills and institutions will contribute to laying down more solid foundations for post war rehabilitation.

The severity and scale of needs in Yemen goes well beyond the current capacities and mandate of humanitarian actors. The Yemen crisis is man-made and a direct result of the war. While humanitarian assistance can help respond to the most urgent life-saving needs, only a political solution can bring an end to the crisis.