

## **HUMANITARIAN IMPLEMENTATION PLAN (HIP)**

### **YEMEN**

**The full implementation of this version of the HIP is conditional upon the approval of the transfer by the Budgetary Authorities.**

**AMOUNT: EUR 171 589 909**

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2022/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annexes<sup>1</sup> is to serve as a communication tool for DG ECHO<sup>2</sup>'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 3 – October 2022**

Food security of the Yemeni population continued to deteriorate throughout 2022. Drivers of food insecurity have worsened over the year and have been further exacerbated by the impact of Russia's aggression against Ukraine. Food prices have also spiralled as a result of currency devaluation and high inflationary pressure, eroding the purchasing power of households and limiting access to food among millions of Yemenis. Food consumption marked the worst level over the past 4 years, with 58% of households in areas under control of the Internationally Recognised Government (IRG), and 51% of households in areas under control of Ansar Allah not able to access enough food to meet their minimum dietary needs. Compared to August 2021, the cost of the minimum food basket increased by 65% in IRG-controlled areas, and by 31% in areas under control of Ansar Allah.

Additionally, the humanitarian response in Yemen is underfunded across all sectors. WFP has reduced food rations to less than 50% for most of its beneficiaries due to severe funding shortfalls.

The Commission has decided to mobilise additional **EUR 35 000 000** to address the worsening situation. These funds will support food assistance as well as Multi-Purpose Cash Transfers to address food insecurity with a geographical focus on locations with most urgent needs in line with the IPC analysis in both north and south of Yemen.

##### **Modification 2 – August 2022**

This modification is intended to transfer **EUR 1 589 909** to be allocated to the IFRC pilot Programmatic Partnership action 'Accelerating local action in humanitarian and health crises'.

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<sup>1</sup> Technical annex and thematic policies annex

<sup>2</sup> Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO)

### **Modification 1 – February 2022**

Yemen is facing a double deterioration of the humanitarian situation.

First, since December 2021, an escalation of the conflict in the frontlines of Marib, Hodeida, Taiz and Shabwah has rapidly evolved, compounded by a sharp increase in airstrikes and cross-border attacks, including targets in KSA and UAE. This situation is resulting in appalling number of civilian casualties and severe damages to civilian infrastructures. In January 2022 alone, 650 civilian casualties were reported, the highest toll in at least three years. Simultaneously, needs are increasing among stranded civilians and thousands of new IDPs. In the last four months of 2021, more than 45,000 people displaced in Marib Governorate only, while in January 2022 at least 13,000 newly displaced people were accounted. With an estimated 4 million IDPs, Yemen was the fourth largest displacement crisis in the world in 2021.

Secondly, food insecurity is rapidly increasing with its indicators at their highest in years: 53% of the population in the south and 44% in the north experience inadequate food consumption. Malnutrition cases in Marib are also on the rise. Underlying drivers of food insecurity are beyond 2018-crisis levels, when famine conditions were first reported. Currency devaluation and hyperinflation are driving the economy to near collapse, while food prices are spiralling.

Moreover, the humanitarian response is increasingly underfunded. The 2021 Yemen Humanitarian Response Plan had the lowest coverage of a Yemen appeal since 2015 with a coverage of 58% (USD 2, 2 billion funded out of USD 3, 8 billion requested). UN has warned the international community about an unprecedented gap in the Yemen crisis with nearly two thirds of major UN aid programmes already scaled back or closed by the end of January.

Considering the rapid increase of needs in several governorates amidst severe funding shortages, the Commission has mobilised additional EUR 45 000 000. These additional resources will enable humanitarian partners to scale up their responses with a focus on the populations directly affected by conflict, notably those in displacement, and vulnerable communities affected by the food security, nutrition and related health crises.

Food assistance programmes will be supported both with in-kind and cash/vouchers delivery modalities. Additionally, multi-sector health and nutrition programmes, including water and epidemics components will be implemented to further address not only food insecurity and malnutrition, but also the consequences of the needs stemming from them. DG ECHO will prioritise locations directly affected by conflict and high levels of vulnerability, both north and south of Yemen.

## **1. CONTEXT**

DG ECHO's qualitative expert assessment for 2022 identified extreme humanitarian needs in Yemen. The vulnerability of the population affected by the crisis is assessed to be very high.

The conflict has entered its seventh year with an intensification of hostilities and increasing political fragmentation. Yemen remains the world's largest humanitarian crisis (Level 3 crisis since 2015). The humanitarian situation continues to deteriorate due to the combined effect of violence on civilians, collapsing state institutions and economic

crisis. Yemen is also prone to natural disasters and a breeding area for desert locusts, resulting in increased vulnerability.

After an initial political momentum in early 2021, peace negotiations between the internationally recognised government of Yemen (IRG) and the Houthis (Ansar Allah, AA) stalled. Simultaneously, the Houthi offensive against Marib intensified while other frontlines remained active triggering forced displacement and damaging essential civilian infrastructure. In parallel, the political situation in the south became more complex and fragmented with increasing clashes between IRG and the Southern Transitional Council (STC). Extremist armed groups remain active in the south as well.

The economy has been devastated by the conflict. Since 2020, declining inflows of government revenue, foreign assistance, and remittances exacerbated foreign exchange shortages and limited government capacity to support importation of commodities, pay salaries and fund public services. The *de facto* existence of two different currencies and monetary policies in north and south continue to widen the gap in exchange rates, with a particular high depreciation in the south. While Yemen is highly dependent on imports (90% of staple food and most of fuel), in 2021 imports were increasingly hampered due to insufficient government revenue, depletion of Saudi financial aid to the Central Bank of Yemen (CBY) in Aden and the depreciating currency. Fuel imports have also decreased with restrictions in volumes of imports via Hodeida, further increasing costs of food, transport and basic services. Food prices continued to increase in IRG and AA controlled areas.

The impact of COVID-19 remains largely underreported, with partial caseloads only acknowledged in IRG controlled areas while AA denies its existence. Health facilities struggle to respond with limited treatment and testing capacities. Vaccination efforts had very limited uptake among health workforce or other priority groups.

Despite the ongoing humanitarian crisis, mixed migrations flows continue with both refugee and migrant arrivals. Arbitrary detention and forced relocation of migrants from the north to the south continue to generate dire humanitarian conditions.

	Yemen
<b>INFORM Risk Index<sup>3</sup></b>	<b>8.2</b>
Vulnerability Index	8.2
Hazard and Exposure	8.4
Lack of Coping Capacity	8
<b>Global Crisis Severity Index<sup>4</sup></b>	<b>5</b>
Projected conflict risk	10
Uprooted People Index	10
Humanitarian Conditions	5
Natural Disaster Index	4.3
<b>HDI Ranking<sup>5</sup> (Value)</b>	<b>179</b>
<b>Total Population<sup>6</sup></b>	<b>29.8 million</b>

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<sup>3</sup> INFORM is a global, open-source risk assessment for humanitarian crises and disasters (mid-2021)

<sup>4</sup> <http://www.inform-index.org/Global-Crisis-Severity-Index-beta> (June 2021)

<sup>5</sup> Humanitarian Development Index (HDI) developed by UNDP

<sup>6</sup> World Bank data, 2020

## 2. HUMANITARIAN NEEDS

### 2.1. People in need of humanitarian assistance

People in need	Food insecure people	Internally displaced people	Returnees	Migrants	Refugees and asylum seekers
20.7 million	16.2 million	3 million	1 million	30 000	140 000

The 2021 Yemen Humanitarian Response Plan (YHRP) identified 20.7 million people in need, of which 16 million were targeted for humanitarian assistance and 12.1 million were considered in acute need of humanitarian assistance.

In 2021, 4.6 million women and 5.5 million girls were estimated to require humanitarian assistance, amid severe gender inequality. Yemen ranked 55th – second from last – in the Global Gender Gap Index for 2021. Maternal mortality rate increased from 148 deaths per 100 000 live births in 2013 to over 500 deaths between 2019 and 2020, mainly due to the near collapse of the health system and depleted livelihoods. Among the displaced population, 73% are women and children, with about 30% of internally displaced people (IDP) families currently headed by women.

After years of war, the rate of conflict-related injuries, psychological trauma, and malnutrition have increased substantially. Persons with disabilities are disproportionately affected by the crisis and face multiple barriers in accessing protection and humanitarian assistance. Other groups at high risk of discrimination include women and girls, older people, IDPs, migrants, refugees, asylum seekers and national minorities such as the *Muhamasheen*.

### 2.2. Description of the most acute humanitarian needs

Humanitarian needs remain concentrated around two major axes: i) the direct exposure to conflict and displacement and ii) the combined health, nutrition and food security crises.

In terms of **food security**, Yemen remained in 2021 at risk of famine<sup>7</sup>, with 16.2 million people projected to have experienced high levels of acute food insecurity (IPC Phase 3 or above) in the first half of the year. Out of these, an estimated 11 million people experienced crisis conditions (IPC Phase 3), 5 million emergency conditions (IPC Phase 4) and close to 50 000, catastrophic conditions (IPC Phase 5). Food consumption monitoring by mid-2021 indicated that, even under sustained levels of humanitarian aid, four out of the five governorates classified in IPC Phase 4 would suffer persistent high levels of food insecurity over the year. With no prospects for short term economic recovery, in the absence of a political agreement bringing to a halt import restrictions and macroeconomic stability, the food security situation is expected to further deteriorate.

**Malnutrition** levels in Yemen are among the highest in the world. Over 2.25 million children aged 0 to 59 months, and more than a million pregnant and lactating women

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<sup>7</sup> IPC (Integrated Food Security Phase Classification), December 2020 <http://www.ipcinfo.org/ipc-country-analysis/details-map/en/c/1152947/?iso3=YEM>

were projected to suffer from acute malnutrition in 2021. Major contributing factors include: i) high prevalence of communicable diseases and common childhood morbidities, ii) acute food insecurity, iii) poor infant and young child feeding practices, iv) poor access to quality nutrition and health services, and v) poor water, sanitation and hygiene services.

Limited access to safe **water, sanitation and hygiene** (WaSH) remains a major public health threat, fuelling malnutrition, waterborne diseases and other epidemics. The increasingly damaged water infrastructure by conflict and lack of maintenance is unable to cope with the demands. Maintenance of big scale WaSH systems is beyond the current capacity of local authorities and humanitarian actors.

The **healthcare** system is struggling to address excess mortality due to recurrent epidemic outbreaks, the direct effects of the conflict and, mainly, due to the collapse of routine primary, secondary and tertiary healthcare activities, leaving 20.1 million people in need of health assistance. In 2021, 273 districts (82 per cent) were assessed in severe need of health assistance, and only 51 per cent of health facilities in Yemen were considered functional. However, even functional health facilities do not offer adequate care, or expected level of services. Fewer than 40 per cent of secondary health facilities provide non-communicable disease and mental health services. Only 20 per cent provide integrated maternal and child healthcare. 169 attacks on health care facilities have been confirmed by the UN since 2015.

Conflict and flooding generated 50 000 new IDPs during the first half of 2021. New IDPs and people in protracted displacement need emergency and transitional **shelter solutions** and **basic household items/NFI**. Concerted support to enable shelter solutions adapted to the various contexts of displacement and enabling self-reliance is required.

**Protection** of civilians and systematic IHL violations are major concerns in Yemen. High mine contamination and remnants of war are a threat to civilians on a daily basis. Violence, displacement and limited access to humanitarian assistance and protection have had a serious impact on the physical and mental well-being of affected people and multiply threats to most vulnerable groups, deplete communities' protective capacities and lead to increased reliance on life threatening coping mechanisms. Among the latter, vulnerability increases risks of child recruitment, transactional sex and gender-based violence. Many IDPs lack proper identification documents and eviction risks are increasing. Migrants and asylum seekers and minority groups are subjected to discrimination and violence.

An estimated 8.1 million children – with 2 million out of school - are in need of **safe quality education** assistance largely due to conflict, displacement and associated vulnerabilities, including damage to schools and discontinued payment of teachers' salaries, compounded by COVID-19 and the consequent closure of schools.

### **3. HUMANITARIAN RESPONSE AND COORDINATION**

#### **3.1. National/local response and involvement**

The conflict resulted in a *de facto* split of the country around major areas of influence with separate administrations. The increasingly complex working environment in the north and the political fragmentation in the south, impact heavily on the capacities of line ministries, both at central and local levels. Control over the Central Bank of Yemen, public salaries, tax revenues and humanitarian programmes have become political tools

in the conflict. This has exacerbated the humanitarian crisis and the subrogation of responsibilities towards foreign humanitarian assistance. Local organisations seeking to operate aligned to humanitarian principles face comparable hindrances to those of international actors and direct pressures by authorities. Yemen lacks a solid disaster risk reduction strategy while epidemics and flash floods are increasing.

### **3.2. International Humanitarian Response**

The international humanitarian response is guided by the Yemen Humanitarian Response Plan (YHRP). By 22 October 2021, a total of USD 2.01 billion was pledged against the requirement of USD 3.85 billion (54.5%). Additional USD 594 million had been committed outside the YHRP. The challenging operational environment demands reinforcement of human resource capacities at field level. Mobilisation of additional humanitarian funding remains critical to safeguard lifesaving programmes. There is large consensus among major donors and humanitarian partners that key priorities remain food security and nutrition (demanding joined up health and WASH interventions) and increased recognition of the protection dimensions of the crisis requiring integrated programming. Growing recognition of the necessity and feasibility of recovery/development interventions, together with the definition of strategic frameworks (e.g. prospective UNDAF and UN four pillar food security focus) are expected to further mobilise resources for these actions which is currently insufficient.

The EU is one of the largest donors in Yemen, having mobilised over EUR 1 billion since 2015 in development, crisis response and humanitarian assistance. Of this amount, DG ECHO has allocated EUR 648.36 million in humanitarian aid.

Diplomatically, DG ECHO has also been a lead actor in the donor community promoting coordinated and principled humanitarian action. Jointly with Sweden, DG ECHO has organised the Yemen Humanitarian Senior Official Meetings (SOM), a key coordination process, articulating a united voice among humanitarian actors advocating for a principled, robust and accountable humanitarian response in the country. Furthermore, DG ECHO and Sweden have regularly co-hosted high-level events on Yemen in the margins of UNGA.

Moreover, DG ECHO is also part of G7 efforts to fight famine worldwide, including Yemen as one of the five countries of particular concern, aligning joint actions in the Famine Prevention and Crises Compact's objectives and implementation plan.

### **3.3. Operational constraints**

#### *3.3.1. Access/humanitarian space*

Humanitarian access to people in need in Yemen remains challenging. Nearly 80 percent of the people in need (16.5 million people) were estimated to be living in areas considered Hard-to-Reach (HtR). Designated HtR areas are predominantly in the north with frequent access obstructions also reported in the south. Humanitarian organisations continued to be targeted with attacks, while bureaucratic impediments imposed by the parties to the conflict remain the most widespread constraint. Access constraints in the north have worsened over the past months delaying further the delivery of aid, especially for INGOs. On top of delays and refusals of actions, restrictions on the movement of humanitarian personnel and goods within and into Yemen, irregular clearances, taxes and interference in the implementation of humanitarian activities are frequent. Besides, the

requirement for national female aid workers to travel with a male family member (i.e. mahram) disrupts access to services by women and girls.

The humanitarian community has developed a two-pronged approach based on advocacy and risk mitigation measures to address those obstacles. Accordingly, DG ECHO implementing partners have retained the ability to assess needs and deliver assistance, including in proximity to front lines. The Interagency Humanitarian Evaluation (IAHE) initiated in 2021 is to inform programming improvements.

### *3.3.2. Partners (presence, capacity), including absorption capacity on the ground*

In May 2021, 107 organisations were active in Yemen (8 UN Agencies, 36 INGOs and 63 national NGOs), a decrease, mainly of national NGOs, compared to previous years and a small number considering the scale of the crisis<sup>8</sup>. The UN has established operational hubs (Sana'a, Hodeida, Sa'ada, Ibb, Mukallah, Marib and Aden), with sub-hubs in Hajjah, Mokha and Turbah (operating with various degrees of presence). DG ECHO has prioritised the support to decentralised field functions, seeking to incentivise and support INGO direct presence, field capacity and proximity to beneficiaries, while advocating for more INGOs to start operations in Yemen. Localisation requires responsible and supportive efforts. Partnerships with local organisations should strike an equitable share of risks as well as emphasising institutional gains such as capacity building to be obtained from joint programming and adapted capacity development plans. Additionally, continuing improvements in accountability and humanitarian principled delivery should remain a priority also when enhancing partnership with local organisations.

### *3.3.3. Other*

Principled and accountable humanitarian action in Yemen is threatened by recurrent attempts to instrumentalise humanitarian assistance for political or economic gains by parties to the conflict. Pervasive hurdles imposed to humanitarian actors increase the cost of operations and delay the response. Recurrent attacks, intimidation and smear campaigns threaten humanitarians' safety and security.

## **4. HUMANITARIAN – DEVELOPMENT – PEACE NEXUS**

Yemen faces an unprecedented economic collapse and humanitarian crisis. Already the poorest country in the MENA region before 2015, the conflict has regressed the country to development levels of decades ago. The Yemen crisis, driven by economic, humanitarian and conflict factors, makes a nexus approach essential to address the needs of millions, protect its human capital through the provision of basic public services and administrative functionalities and pave the way for post-crisis development.

Despite the current unstable and fluid situation, humanitarian and development assistance increasingly converge in recognition of critical sectors, relying often on cash transfers as a modality of assistance and focusing on common target groups (i.e. the poor and food-insecure populations and IDPs).

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<sup>8</sup> In June 2020, 177 organisations were working in Yemen (10 UN Agencies, 40 INGOs and over 116 national NGOs)

The EU continues to lead initiatives linking humanitarian, development and peace action in the country, i.e. DG ECHO WASH and cholera prevention operations linked with DG INTPA's long-term rehabilitation of the water grid system; DG ECHO support to development of "interoperability of beneficiary data systems" complemented by DG INTPA support to data collection on food security and nutrition, critical to provide an evidence-based humanitarian response (e.g. IPC, famine alert).

DG ECHO has identified the following priority areas in which nexus linkages can be further strengthened:

- Multi-purpose cash assistance: Linking the increasing use of humanitarian cash assistance to social protection mechanisms funded by the World Bank.
- Food and nutrition security: Strengthening synergies with recovery and development actions, assisting vulnerable and food insecure households towards self-reliance.
- WaSH/Disaster Risk Reduction and public health: Linking up emergency WaSH support with long term initiatives required to address dilapidated infrastructure, severe water scarcity and climate change impacts.
- Education: Bringing together focus on education in emergency (targeting most at risk, out of school children) with formal education led by developmental actors.
- Protection: Enhancing advocacy messages on protection of vulnerable groups and continuing cooperation and coordination on Children in Armed Conflict (CAAC) and the implementation of EU Gender Action Plan III.

From a development perspective, the EU's response is framed around three priority areas: i) integrated human and social development; ii) promoting economic stability and growth; and iii) promoting peace and security. The continued focus of interventions will be on sustaining the resilience of local communities, both rural and urban, as well as the support to local authorities in providing basic services while building their capacities. In the coming period, development actions will also support UN-led peace efforts in the area of the economy, seeking to ease tensions and create a better climate for employment and livelihoods generation across the country.

Collaboration is also ongoing with the World Bank in strengthening complementarities around common areas of interest such as Food Security and Education, with the aim of improving resilience programming, protect human capital and enable national institutions to deliver basic services.

Together with the UN, the EU is playing a coordination role to allow for a multi-track process to guarantee an inclusive and sustainable peace process. The EU will continue supporting crisis response and stabilisation actions to facilitate peaceful conflict transformation. These actions complement the UN-led peace process and support the efforts of the UN Special Envoy to mediate an agreement to end the conflict.

The EU is also supporting the setting up of the Yemen Economic Development Platform which aims to identify opportunities to unlock Yemen's economy, especially with respect to the policies, capacities and mechanisms necessary to facilitate economic cooperation and trade within Yemen, and between Yemen and regional/international markets.

## **5. ENVISAGED DG ECHO RESPONSE AND EXPECTED RESULTS OF HUMANITARIAN AID INTERVENTIONS**



The humanitarian response shall be compliant with EU thematic policies and guidelines that are described in the HIP policy annex.

### **5.1. Envisaged DG ECHO response**

DG ECHO will continue focusing on covering most urgent, life-saving assistance<sup>9</sup> and humanitarian protection, through integrated programming.

The response will continue to be articulated along a two-point entry strategy:

- 1) Integrated response to populations directly exposed to conflict and displacement. DG ECHO will prioritise emerging needs resulting from ongoing violence and sudden natural disasters while continuing to address acute needs of most vulnerable hosting communities and protracted IDPs.
- 2) Integrated response to the health, nutrition (CMAM and IYCF<sup>10</sup>) and food security crises including WaSH activities to prevent transmission of epidemics and malnutrition.

Key horizontal and support actions will further reinforce DG ECHO's response:

- Strengthen protection by mainstreaming protection principles and promoting meaningful access, safety and dignity, accountability and participation within any sector of intervention.
- DG ECHO response to COVID-19 will continue to be integrated as relevant.
- The use of cash as a delivery modality will be favoured whenever possible, taking into account the functionality of local markets, accountability standards and conditions of the operating environment.
- Advocacy, in coordination with humanitarian mechanisms in-country, will remain a priority. DG ECHO encourages partners to closely coordinate and participate in mechanisms strengthening evidence-based advocacy capacities. DG ECHO will continue playing an active role in the mobilisation of other donors and reach out to national and local authorities through the SOM and other relevant structures. It will also contribute to EU and international efforts to strengthen humanitarian advocacy.
- Supporting complementary enabling activities such as enhanced rapid response capacity, logistical support and coordination.
- Mainstreaming health and WaSH disaster preparedness where appropriate and to promote community-based preparedness.
- Analysing environmental impact and mitigating risks of proposed actions is required, in due consideration of limited natural resources and associated conflict dynamics.

DG ECHO will prioritise 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, including migrants and asylum seekers and; 3) areas with high levels of malnutrition, food insecurity or epidemics.

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<sup>9</sup> 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.

<sup>10</sup> Community-based Management of Acute Malnutrition; Infant and Young Child Feeding.

DG ECHO will give priority to operations adopting an integrated, multi-sector, cost-effective approach seeking maximised impact and geographical coverage in prioritised areas. A conflict-sensitive response is crucial. Particular attention will be paid to “do no harm”. Proposed actions are to demonstrate their assessment and due consideration of self-reliance capacities of targeted households/communities and define efforts to build upon them. DG ECHO supported actions should present their coordination with other humanitarian actors, as well as with recovery/development actions to optimise potential linkages and synergies for concomitant and transitional programming (graduation approaches). Contingency planning, adaptability to respond to emerging needs and efficient referral systems are encouraged.

Quality of information and data analysis are fundamental to ensure accurate identification of needs, effective prioritisation, 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, with adequate international and national staff capacities in proximity to beneficiaries. 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.

## **5.2. Other DG ECHO interventions**

The Emergency Toolbox HIP may be drawn upon for the prevention of, and response to, outbreaks of Epidemics. Under the Emergency Toolbox HIP, the Small-Scale Response, Acute Large Emergency Response Tool (ALERT) and Disaster Relief Emergency Fund (DREF) instruments may also provide funding options.