

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

YEMEN

AMOUNT: EUR 125 000 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2024/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annexes¹ is to serve as a communication tool from DG ECHO² to its partners and assist them 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 – MAY 2024

The Humanitarian Response Plan and Humanitarian Needs Overview (HRP/HNO) for Yemen, published in February 2024, reports an increasing food insecurity across the country, with 17.6 million people (52% of the population) projected to be severely food insecure in 2024. No improvement is expected without a significant scale up of the integrated nutrition curative and preventive responses.

In April 2024, the Famine Early Warning Network System (FEWSNET) reported³ that Yemen is expected to be the country with the highest number of people in need of food security support by October 2024.

Yemen is also experiencing some of the highest malnutrition rates ever recorded. Approximately 5 million children under five and 2.7 million pregnant and lactating women are in need of life-saving humanitarian integrated nutrition interventions in 2024.

In addition, an outbreak of cholera is rapidly spreading across the country.

Considering the worsening humanitarian situation amidst severe funding shortages, the Commission has mobilised additional EUR 35 million. 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. This additional funding will prioritise food assistance and nutrition actions in Yemen. It will also allow to address gaps in the health response to epidemics, in particular the ongoing outbreak of cholera.

¹ Technical annex and thematic policies annex.

² Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO).

³ Food Assistance Outlook Brief, Early Warning Network System (FEWSNET), April 2024

1. CONTEXT

Yemen is in the midst of a protracted humanitarian crisis, including a prolonged armed conflict between the Internationally Recognised Government of Yemen (IRG), supported by the Saudi-led Coalition, and Ansar Allah (AA). After the violence intensified during 2021, the UN brokered a truce in April 2022, which provided the longest respite for the Yemeni people since the war started in March 2015. The truce - that marked a historic opportunity to work towards a lasting settlement of the conflict, formally expired in October 2022 and while most of its elements continue to hold, the situation remains fragile.

Humanitarian needs have been rising meanwhile, and the humanitarian space is shrinking. Access restrictions and bureaucratic impediments are regular, notably in areas under AA control. Restrictions of movement of national female aid workers have increased. This in turn dramatically hampers the access of women and children to assistance. Delays and restrictions in conducting independent assessments and monitoring and efforts to interfere in contracts and tendering processes are also challenging the delivery of aid to the most in need.

This situation is compounded by increasing insecurity and political fragmentation in the areas under control of the IRG. Targeted assassination attempts of political figures and a rise of extremist armed groups, alongside increased attacks and kidnapping of humanitarian workers, carjackings and smear campaigns. Recurrent power cuts and fuel shortages risk triggering further instability.

The economy has declined since 2020 affected by decreasing inflows of government revenues, foreign assistance and remittances, limiting government capacity to fund public services and pay salaries. In IRG-controlled areas, the decline is compounded by AA blocking oil export from IRG ports since late 2022. Yemen remains highly dependent on imports (90% of staple food and most of fuel), and it has been impacted by Russia's war of aggression against Ukraine. Between January and May 2023, the overall food imports coming through the Red Sea and the southern ports of Aden and Mukalla decreased by 28% and 11% respectively compared to the same period in 2022. At the same time there have been some positive trends, though limited: the total volume of imported fuel through Red Sea ports was nearly double the level of imports during the period January-May 2022, contributing to a significant decrease of 18% in the cost of the minimum food basket (MFB) in AA-controlled areas. The MFB remained almost unchanged in IRG-controlled areas (increase of 2%).

Yemen ranks 3rd among the most vulnerable countries to climate change and least prepared for climate shocks. The combined effect of climate change and conflict have dramatically affected the environment and the availability of critical resources, including land and water. This has in turn contributed to loss of livelihoods, displacement, increased protection threats and community tensions.

2. HUMANITARIAN NEEDS

2.1. People in need of humanitarian assistance:

| People in Need | Food insecure people | Internally Displaced People (IDP) | Returnees | Migrants | Refugees and asylum seekers |
|----------------|----------------------|-----------------------------------|---------------------------|----------|-----------------------------|
| 21.6 million | 17 million | 4.5 million | 1.28 million ⁴ | 200 000 | 100 000 |

DG ECHO's needs assessment for 2024 identified extreme humanitarian needs in Yemen, one of the world's largest humanitarian crises. The vulnerability of the population affected by the crisis is assessed to be very high. The 2023 Yemen Humanitarian Response Plan (YHRP) identified 21.6 million people in need of humanitarian assistance and protection services (67% of the population), including 13.4 million in acute need.

While the truce resulted in slight improvement in the humanitarian situation, the rate of conflict-related injuries, psychological trauma and malnutrition have increased substantially after years of war. In addition, while access to new areas became possible, the operating environment deteriorated. Natural disasters and climate-induced events, such as drought and flooding, are expected to remain a key driver of displacement in 2024.

Specific population groups including migrants, IDPs, persons with disabilities and socially excluded groups, such as the Muhamasheen (3.2 million or 10% of Yemen's population) face specific challenges and multiple barriers, including accessing basic services, protection and humanitarian assistance. Yemen remains a major transit point along the eastern migration route; it is expected that the number of migrants arriving in Yemen will double in 2023 compared to the previous year. In the first half of 2023, 77 130 arrivals were reported, representing 90% of the total number in 2022. At least 43 000 migrants are still stranded in country. Migrants face increasingly acute threats to their safety and dignity, including reported cases of mass killings, gender-based violence (GBV), arbitrary detention, forced labour and trafficking.⁵

2.2. Description of the most acute humanitarian needs

Yemen cumulates drastic needs in all sectors of humanitarian intervention. They can nevertheless be regrouped around two major axes: i) exposure to active conflict and natural hazards and ii) exposure to the combined food insecurity, malnutrition, epidemics and protection crises. Women and girls are more exposed, with gender equality index being the worst in the world.

Protection of civilians and systematic international humanitarian law (IHL) violations are a major concern. 17.7 million people are in need of protection services. IDPs face lack of proper identification documents and increased risks of forced eviction. Mines, improvised explosive devices (IEDs) and other explosive remnants of war (ERW) are a daily threat to civilians with a significant increase in victims reported since the start of the truce.

In terms of **food insecurity**, 17 million people have been identified to suffer from acute food insecurity in 2023, including 6.1 million people classified in IPC Phase 4. This is still very

⁴ UNHCR Dashboard (<https://data2.unhcr.org/en/country/yem>) last updated in 2019.

⁵ IOM, Migration along the Eastern Corridor, June 2023.

high, even if a slight improvement compared with the previous years should be noticed, as IPC Phase 5 (“catastrophe”) has been – to date - reversed and prevented due to important additional funding. Yemen remains one of the most food insecure countries in the world and the positive developments should be viewed as a temporary reprieve.

Disease outbreaks, decline in immunization coverage, sub-optimal feeding practices, limited access to WASH services, and high food insecurity is worsening an already vulnerable nutrition situation in the country, especially in the areas controlled by the IRG. Over 2.2 million children aged 0 to 59 months and 1.3 million pregnant and lactating women were projected to suffer from acute **malnutrition** in 2023. 50 000 children are likely to suffer from Severe Acute Malnutrition. In this context of acute food insecurity and malnutrition, Yemen is facing concurrent and recurrent epidemic outbreaks of vector-borne diseases and vaccine preventable diseases, including a 2.5 increase in measles cases compared to 2022. The health system struggles to address excess mortality due to shortage of supplies, equipment, and trained staff and only half the health facilities are considered functional, leaving 20.3 million people in need of **health assistance**. **Mental health and psychosocial** needs are very high exacerbated by the cumulative impact of years of conflict, subsidizing economic and food crisis as well as limited access to psychosocial support services, particularly for survivors of GBV. The integration of mental health was already very limited in the pre-crisis health system and there are currently only three government psychiatric hospitals.

Limited access to safe **water, sanitation, and hygiene** (WASH) is a major public health threat. The increasingly damaged water infrastructure by conflict and lack of maintenance is unable to cope with the demand. Repair and maintenance of large-scale WASH systems is beyond the current capacity of local authorities and humanitarian actors. Water management is also impacted by the increasing influence of climate change with extreme cycles of dry periods and heavy rains and floods.

Over 4.5 million people are displaced, including many living in **protracted displacement** since the beginning of the conflict. Around 1.6 million are living in informal sites, others are hosted by communities. The need for rapid and flexible response mechanisms remains important to cover their lifesaving needs. New IDPs and people in protracted displacement need emergency and transitional **shelter and settlement solutions** and **basic household items/NFI**.

In the current *de facto* truce situation some opportunities for **durable solutions, including returns**, may materialise; however, there is insufficient evidence and analysis of the intentions of the displaced population, as well as of the conditions to ensure adherence to Durable Solutions’ guiding principles. Moreover, local integration and increased returns will likely lead to demands on already over-stretched basic services.

An estimated 10.7 million children – with over 2.6 million out of school - are in need of **safe quality education** largely due to conflict, displacement and associated vulnerabilities, including damage to schools. Some 2 900 schools have been destroyed, partially damaged, or utilised for non-educational purposes. Discontinued payment of teachers’ salaries, lack of supplies and equipment, poor WASH facilities in schools, limited economic capacity on household level, lack of documentations for children to register (especially IDPs), lack of social integration of IDPs and high mine and unexploded ordnance (UXO) contamination on the way to school are main barriers to access continued education.

Logistical common services and effective coordination at the appropriate level are critical most notably to support safe and efficient access, into and within the country, by humanitarian workers, as well as logistical support to ensure timely provision and cost-

effective storage and movement of supplies and materials. Key challenges⁶ are mainly administrative impediments, especially custom clearance and movement of goods in country. The lack of reliable transport and lack of suitable temperature-controlled storage further aggravate logistical constraints especially in remote locations.

The **environment** is impacted by the conflict, with deforestation and desertification, and the increasing frequency and impact of disasters induced by natural hazards and climate change. Poor water management and water scarcity as well as uncontrolled waste disposal are also key environmental problems.

3. HUMANITARIAN RESPONSE AND COORDINATION

3.1. National / local response and involvement

The national response remains highly dependent on external support, in all areas of Yemen. The conflict resulted in a *de facto* split of the country around major areas of influence with separate administrations.

The complex working environment in the areas under control of AA and the political fragmentation in the government-controlled areas, 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. The dysfunctions in security governance leaves room for non-state armed groups, militias and criminal groups to act freely and expand their influence. While national NGOs play an irreplaceable role in the overall response, they face direct pressures by authorities.

Yemen lacks a solid national Disaster Risk Management (DRM) framework while epidemics, flooding and flash floods have increased in 2023 and climate change is expected to further exacerbate these threats. There is a clear need to improve coordination and tools in place to ensure preparedness. This applies to local actors and to the humanitarian community who tend to favour emergency response at the extent of contingency planning.

3.2. International Humanitarian Response

The international humanitarian response is guided by the YHRP, which is largely underfunded. By 29 August 2023, a total of USD 1.36 billion have been funded against an appeal of USD 4.34 billion (31.2%). Additional USD 52 million have been committed outside the YHRP. Mobilisation of additional humanitarian funding remains critical to safeguard lifesaving programmes, but donors – notably Gulf states – have been disengaging from the humanitarian response creating major pipeline breaks.

The EU is one of the largest donors in Yemen, having mobilised over EUR 1.28 billion in development, crisis response and humanitarian assistance since 2015. Of this amount, DG ECHO has allocated over 1 billion in humanitarian aid. By September 2023, the European Commission is the second largest donor to the YHRP 2023⁷. Member States are also large contributors to the YHRP.

The Yemen Humanitarian Senior Official Meetings (SOM), led and co-chaired by the EU and Sweden, brings the international community together for forward looking joint advocacy for

⁶ Logistics cluster – May 2023.

⁷ OCHA Financial Tracking Service, accessed on 29 August 2023

coordinated and principled humanitarian action. The SOM is a key coordination process that enables a united voice among humanitarian actors advocating for a principled, robust and accountable response.

The Inter-Agency Humanitarian Evaluation (IAHE) report, released in July 2022, and the related Humanitarian Country Team-led Management Response Plan (MRP), released in September 2022, remain relevant documents with valuable recommendations in the improvement of quality of aid, targeting and centrality of protection among others. There is large consensus among major donors and humanitarian partners about the importance of the protection dimension of the crisis requiring integrated programming, including dedicated protection services, with greater focus on the centrality of protection throughout the response.

3.3. Operational constraints in terms of:

1) access/humanitarian space:

Despite the *de facto* truce, humanitarian access to people in need is challenging. Nearly half of the people in need (10.1 million people) were estimated to be living in areas considered Hard-to-Reach⁸. In the IRG-controlled areas, humanitarian organisations face recurrent attacks and incidents, including kidnapping, carjacking, and smear campaigns. In the areas under AA control, major access constraints include the restriction of movements of national female aid workers, which has a serious impact on women's access to services; restrictions in conducting independent assessments and monitoring, and efforts to interfere in contracts and tendering processes are regular.

Such pervasive hurdles hinder the delivery of a principled and accountable humanitarian action and delay the response and increase the cost of operations. Although the humanitarian community has developed measures on advocacy and risk mitigation to address those obstacles, the need to continue advocating for principled delivery of aid to people in need, particularly to women and girls, remains key. In the absence of solutions, DG ECHO will adapt the geographical and sectorial funding priorities to be able to continue to provide aid where access is not hampered.

2) partners (presence, capacity), including absorption capacity on the ground:

During the first six months of 2023, 173 organisations were active in Yemen (12 UN Agencies, 53 international NGOs and 108 national NGOs). When compared to the same period in 2022, there has been a decrease by one INGO (54), and continuation of national NGOs (111). The challenging operational environment demands reinforcement of human resources' capacities at field level. DG ECHO has prioritised the support to decentralised field functions, seeking to support partners UN/INGO direct presence, field capacity and proximity to beneficiaries.

National NGOs play a critical role with local access and contextualised knowledge that is vital to the analysis and design of the humanitarian response in Yemen. To further localisation, supportive efforts need to be fully integrated into the programme cycle that builds on capacities. Partnerships with local organisations should strike an appropriate share of risks as well as emphasising institutional gains such as capacity building to be obtained from joint programming and adapted capacity development plans. Continuous improvements in accountability and humanitarian principled delivery should remain a priority for all partners.

⁸ UNOCHA updated 2022 figure.

3) other:

The operating costs in Yemen are extremely high, with pervasive bureaucratic impediments and increasing insecurity. UNHAS provides one of the only reliable air transfers in and out of areas under control of AA through Sana'a airport and across IRG controlled areas.

4. HUMANITARIAN – DEVELOPMENT – PEACE NEXUS

Already the poorest country in the MENA region before 2015, the conflict has regressed Yemen to development levels of decades ago. The scope of the crisis makes a nexus approach essential to address the needs of millions, protect its human capital through the provision of basic public services, capacity building and administrative functionalities. Currently, the level of development assistance provided by the international community is insufficient to cater for the high development needs. The EU is one of the few development donors for Yemen. Its interventions in the whole of Yemen are designed and implemented with a humanitarian-development-nexus approach. Its aim is to meet immediate needs while simultaneously supporting bridging measures that contribute towards addressing systemic causes of suffering and conflict in line with the principles of the EU Integrated Approach to Peace and Security in Yemen.

DG ECHO has identified the following priority areas in which nexus linkages require further strengthening and scale up:

- Linking the increasing use of humanitarian cash assistance to social protection mechanisms funded by the World Bank.
- Strengthening synergies with livelihood recovery and development actions, assisting targeted vulnerable and food insecure households with simultaneous humanitarian and development support, in order to move towards self-reliance.
- Linking up emergency WASH support with long term initiatives to restore dilapidated infrastructure and collapsed services, address severe water scarcity and climate change.
- Bringing together focus on education in emergency (targeting most at risk, out-of-school children) with formal education led by developmental actors and building on progress achieved by DG ECHO Education in Emergencies assistance in non-formal education.
- Enhancing advocacy messages to uphold the rights of vulnerable groups and principled durable solutions and continuing cooperation and coordination on Children and Armed Conflict (CAAC) and the implementation of EU Gender Action Plan III.
- Capacity-building of local and national actors involved in the delivery of aid and its staff.

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

5.1. Envisaged DG ECHO response

5.1.1 Priorities

General considerations for all interventions

The humanitarian response shall be compliant with EU thematic policies and guidelines that are described in the HIP policy annex. DG ECHO will continue focusing on covering most urgent, life-saving needs⁹ and protection, through integrated programming.

Humanitarian access is a pre-condition for the delivery of assistance. In the absence of access, DG ECHO will adapt the funding priorities to be able to continue to provide aid where access is not hampered.

The response will be articulated along 2 main pillars:

1. **Integrated response to populations directly exposed to conflict, disasters caused by natural hazards and displacement.**
2. **Integrated response to food insecurity, malnutrition (CMAM and IYCF¹⁰) and health**, including WASH to prevent transmission of epidemics and malnutrition.

DG ECHO will prioritise lifesaving needs resulting from ongoing conflict and natural disasters while continuing to address acute needs of vulnerable hosting communities, displaced people, migrants, refugees, asylum seekers and, marginalised populations such as Muhamasheen.

While each of these pillars is eligible separately to access DG ECHO funding, a priority will be made to:

- geographical areas where partners can demonstrate a convergence of the 2 pillars.
- Integrated actions that contribute to reduce protection risks, including protection-related negative coping mechanisms, in line with the commitment on Centrality of Protection.
- Areas that are conducive for principled aid delivery.

DG ECHO will give priority to operations adopting an integrated, multi-sector, cost-effective approach seeking maximised impact and geographical coverage in prioritised areas. Ensuring a conflict-sensitive and “do not harm” approach is also crucial. Proposed actions are to take into consideration self-reliance capacities of targeted households/communities and define efforts to build upon them. They should outline the coordination with other humanitarian actors and with recovery/development actors 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. The EU has committed to allocate 10% of its initial humanitarian aid budget to education in emergency situations, which will be a priority in Yemen.

Quality of information and data analysis are fundamental to ensure accurate identification of needs, effective prioritisation, response quality and accountability. Partners should demonstrate the needs based on localised assessments and/or programmatic data, to complement country wide assessments. Particular attention will be paid to the ability and capacity of partners to safely access and impartially deliver humanitarian assistance, with adequate international and national staff in proximity to beneficiaries. Accountability and quality of operations should be clearly outlined through participatory mechanisms, monitoring plans and due consideration of lessons learned from previous actions. The

⁹ 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.

¹⁰ Community-based Management of Acute Malnutrition; Infant and Young Child Feeding.

findings and conclusions of the IAHE and the MRP should be factored in the actions to be funded by DG ECHO in 2024.

DG ECHO encourages partners to closely coordinate and participate in mechanisms strengthening evidence-based advocacy capacities. DG ECHO could support complementary enabling activities such as enhanced rapid response capacity, logistical support and coordination.

Under its localisation agenda, DG ECHO encourages proposals that include capacity strengthening and capacity sharing methodologies and initiatives, including institutional capacity strengthening of local and national actors.

Mainstreaming preparedness across the different sectors, where appropriate, is a horizontal priority, with a special attention to WASH and health, promoting community-based preparedness in areas at risk of floods or other extreme meteorological events, while fostering durable solutions to mitigate the risks of water scarcity and adverse effects of climate change. This approach helps to systematically strengthen the capacity of first responders to be prepared for further problems or aftershocks while responding to a crisis. It also helps designing response interventions in a way that reduces immediate and imminent risks.

Analysing environmental impact and mitigating risks of proposed actions is required, in due consideration of limited natural resources and associated conflict dynamics.

5.1.2 Programmatic Partnerships

One pilot Programmatic Partnership (PP) with OCHA will continue to receive support in 2024, as defined in HIPTA section 3.e. No new PP are envisioned for 2024.

5.1.3 Multi-Year Funding

DG ECHO will support multi-year funding projects (with an initial funding allocation of 24 months or more), where it increases the efficiency and effectiveness of the action, as defined in HIPTA section 3.g and 4.d.

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.

Activities under this HIP might be complemented by the activation of the European Humanitarian Response Capacity (EHRC). The EHRC is a DG ECHO led global initiative, aiming at supporting humanitarian partners for the delivery of humanitarian assistance with a gap-filling approach. Under the EHRC the Commission has at its disposal several tools that can be activated in case of sudden onset disasters, e.g., a series of Common Logistics Services (including air operations, warehousing services, last-mile ground transportation, etc.), a stockpile of emergency items, and deployment of humanitarian expertise.