

---

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

### **YEMEN**

**The full implementation of this HIP is conditional upon the making available of appropriations from the general budget of the Union.**

AMOUNT: EUR 70,000,000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2016/01000 (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 ECHO'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**

##### Second modification as of 12/10/2016

Over one year and a half into the conflict, the humanitarian situation in Yemen is further deteriorating. More than 2.2 million persons remain displaced and 950,000 have returned, living in dire conditions. As the situation remains volatile due to the full resumption of the conflict after the end of the peace talks, the number of Internally Displaced People (IDPs) is expected to increase. In addition, arrivals of migrants and asylum seekers from the Horn of Africa continues (at least 10,600 migrants and asylum seekers, mainly Ethiopians, arrived to Yemen via the Red Sea, Arabian Sea and Gulf of Aden only in September 2016).

With only 26% of original requirements of the Yemen Humanitarian Response Plan (YHRP) 2016 funded by mid-August, humanitarian partners reviewed planned activities to ensure that original targets remain feasible and to prioritise the most life-threatening needs. As a result, targets set for crucial activities such as food assistance and treatment of Management of Moderate Acute Malnutrition (MAM) were decreased despite increasing needs on the ground.

Available information suggests that food insecurity has further worsened since the last Integrated Food Security Phase Classification (IPC) analysis conducted in June 2016 as a result of the blockade and the collapsing economy. According to the latest data, there is a considerable decrease of food imports, which will impact access to food. During August 2016, food imports were 175,673MT, the lowest amount over the last year.

Acute malnutrition remains of very high concern, with nearly 3 million people (74% children under 5 and 26% pregnant and lactating women) in need of urgent nutrition assistance. 2.1 million people are currently acutely malnourished, including 1.5 million children of whom 370,000 are suffering from severe acute malnutrition (SAM). This figure represents a 65% increase since late 2014.

As of 11 October, the revised YHRP was funded at 47%. While the food security and nutrition situations further deteriorate, the sectors remain underfunded with 38% and 52% of the financial requirements covered respectively.

This additional EUR 10 million funding will allow ECHO to further support emergency food distributions among the conflict affected population and more specifically IDPs across the country and to increase support to MAM-related activities.

#### First modification as of 04/07/2016

After 15 months of conflict, Yemen has turned into the number one humanitarian crisis in absolute numbers with 21.2 million people (82% of the population) in need of assistance. The severity of needs has intensified across sectors, with no sign of improvement in the first half of 2016.

As a result of the protracted conflict, large scale population displacement is continuing at an alarming pace. Nearly 3 million people have fled their homes since the start of the conflict, most of whom – over 2.8 million – remain inside Yemen. This number represents a six fold spike in internal displacement since the start of the conflict. Almost two thirds of IDPs have been displaced for 10 months or more, resulting in protracted displacement situations. Four governorates are currently hosting 66% of the total IDP population, namely Taiz, Hajjah, Sana'a, and Sa'ada.

Widespread food insecurity and acute malnutrition (3 million children and pregnant and lactating women in need of treatment) combined with increasing trend of internal displacement and a healthcare system reaching the breaking point represent an immediate concern. The de facto blockade imposed by the Coalition, compounded by reduced operational capacity of seaports, destruction of roads and bridges, and the collapse of the economy and financial system continue to severely limit imports of food, medicine and fuel. Food production and market functioning have also decreased, resulting in reduced availability of basic food commodities and increased prices across the country. According to the latest IPC figures (June 2016), about 51% of the population (14.1 million people) is currently food insecure. Seven million people are classified as food insecure at emergency level (IPC Phase 4), a 15% increase since June 2015. Available information suggests that displaced populations are facing the worst food security outcomes.

Fifty percent of health facilities are no longer or only partially functioning as a result of import restrictions on drugs and medical supplies, shortage of fuel, and disruptions of salary payment to health personnel. Deaths among under five children have reportedly increased by 23% compared to pre-crisis levels. The primary health care system is now almost entirely dependent on foreign aid.

The 2016 YHRP (USD1.8 billion, targeting 13.6 million people) is currently funded only at 25% level, thus preventing humanitarian partners from scaling up operations. The cessation of hostilities which started on 10 April creates conditions for humanitarian actors to expand operations in certain areas, monitor hard-to-reach areas and engage in assessments that would provide basis for new interventions. If, in addition, this new round of peace talks succeeds, access could improve in areas which were heavily affected

by on-going conflicts where households have faced multiple displacements and are in urgent need of life-saving assistance.

Given the limited contributions to the YHRP and the growing divide between humanitarian needs and response, the European Commission decided to increase by EUR 30 000 000 the budget of the HIP 2016 for the Yemen Crisis. This additional funding will allow ECHO partners to increase life-saving support for populations affected by the conflict and, in particular, to expand emergency food distributions, emergency health care and assistance to acutely malnourished people among local communities and IDPs across the country.

## 1. CONTEXT

Yemen is the poorest country in the Middle East and North Africa region and one of the poorest countries in the world. According to the UNDP Human Development Index, in 2014 Yemen ranked 154/187 countries<sup>1</sup>, with more than half of the population living below the poverty line<sup>2</sup>. The 2014 Global Hunger Index ranks Yemen 69<sup>th</sup> out of 76 countries with the highest levels of undernourishment in the world<sup>3</sup>. The Yemen Vulnerability Index is estimated around 5.6. As of mid-July, ECHO's Integrated Analysis Framework for 2015 identified high humanitarian needs.

Political instability, armed conflicts, poor economic performance and chronic underdevelopment are the root causes of a complex and multi-faceted crisis. Even though outflows from Yemen are relatively low compared to other crises in the region, the question of migration remains a top political priority and Yemen will – like other crises – be in the public eye in the months to come. There are increasing concerns about violations of IHL and human rights as the conflict ensues. Even before, Yemen was facing widespread food insecurity and malnutrition, lack of access to water and sanitation, poor healthcare, and a government failing to provide basic services to its population. The conflict has had a compounding effect on these sectors.

Since the ousting of former President Saleh in 2012, the political transition in Yemen has faced increasing challenges. Despite progress made under the National Dialogue Conference (NDC), the transition failed to dislodge the political, military and economic elite. The Hadi government was unable to enforce the necessary political and economic reforms, leading to widespread resentment among the population. As a result, renewed political instability erupted in 2014. Following the Houthi take-over of Sana'a in September 2014, the dissolution of the government in January 2015, and the escape of President Hadi to Aden in February 2015, Yemen has descended into civil war. In March 2015, President Hadi fled to Saudi Arabia and called for a military intervention to restore his legitimate government. Since the start of the Saudi-led military intervention of a Coalition of Arab States on 26 March, conflict has spread to 20 out of 22 governorates with airstrikes targeting Houthi/pro-Saleh forces and military infrastructure. As a

---

<sup>1</sup> <http://hdr.undp.org/en/content/human-development-index-hdi>

<sup>2</sup> <http://www.worldbank.org/en/country/yemen/overview>

<sup>3</sup> <http://ebrary.ifpri.org/cdm/ref/collection/p15738coll2/id/128360>

consequence of the war there has been a gradual expansion of Islamist forces, including AQAP and IS.

The already dire humanitarian situation has continued to deteriorate, reaching alarming proportions. On 1 July the IASC raised the humanitarian situation in Yemen to the highest level, L3.

Line ministries and public institutions are no longer able to deliver basic services, such as healthcare and nutrition, water and electricity and social safety nets. The *de facto* air and sea blockade imposed by the Coalition and the bombing of Hodeida sea port (entry point for 60% of the commercial imports into Yemen) has resulted in major reductions in imports of fuel, food, medicine and other basic commodities. Lack of fuel represents a major concern given its knock-on effect on water availability, the functioning of health facilities, cold chains, basic sanitation and food supplies.

The conflict has seen a high number of civilian casualties, widespread destruction of civilian infrastructure, and large-scale internal displacement. According to the Task Force on Population Movements, as of 14 October more than 2.3 million people had been internally displaced. Yemenis, Ethiopians and Somalis continue to make the sea crossing from Yemen towards neighbouring countries, particularly to the Horn of Africa. According to UNHCR, as of 20 October, over 120 000 people of mixed nationalities had left Yemen for Djibouti, Ethiopia, Oman, Saudi Arabia, Somalia, and Sudan mainly by sea or overland. Approx. 7,900 Yemenis were registered as refugees with UNHCR in Somalia and Djibouti.

## **2. HUMANITARIAN NEEDS**

### **1) Affected people/ potential beneficiaries:**

According to the revised Humanitarian Needs Overview (June 2015), 21.1 million people (80% of the total population) are in need of humanitarian assistance and 12.2 million people have been directly affected by the conflict. 1.2 million people have been forced from their homes, 15.2 million people are in need of healthcare, 12.9 million people are food insecure, 1.5 million women and children are in need of nutrition services and 20.4 million people are in need of water and sanitation. The scale of the needs is reflected in the revised YHRP for 2015, launched in Geneva on 19 June, whose funding requirement amounts to USD 1.6 billion.

### **2) Description of the most acute humanitarian needs:**

The current conflict is having a dramatic impact on the Yemeni population, disrupting livelihoods and food production, further limiting access to water, sanitation, healthcare and nutrition services, and posing a significant risk to the lives and safety of civilians.

Since March 2015, the conflict has been spreading to 20 out of 22 governorates. The Coalition's airstrikes and fighting between different parties on the ground continue. While early in the conflict fighting was concentrated in the south (Aden and Taiz) and Saudi-led Coalition airstrikes in the north (Sa'ada, Hajjah and Sana'a), frontlines are rapidly shifting.

---

Large-scale internal displacement is taking place due to airstrikes, localized conflict and the designation of Sa'ada and north Hajjah as military zones. Widespread destruction of residences and civilian infrastructure is reported in Sa'ada, Hajjah, Aden and Taiz. Aden, Taiz and Hajjah governorates host the highest numbers of IDPs. In addition, an estimated 900 000 refugees and migrants from the Horn of Africa are trapped in the war-torn country, also in need of assistance.

WFP warned that millions of people could be on the brink of famine. Pre-existing crises have been further aggravated by the conflict and by the collapse of public services. The nutrition situation, already above the 10% national emergency threshold before March 2015, significantly deteriorated as a result of breakdown of health and nutrition services, massive displacement, and livelihoods disruption. UNICEF estimates that 1.8 million children under 5 are currently at risk of malnutrition. Levels of severe acute malnutrition (SAM) are recording an alarming trend, with a threefold increase since the start of the conflict (537 000 affected children against 160 000 in March).

According to the Integrated Food Security Phase Classification<sup>4</sup> (IPC) published in June 2015, 13 million people - half of the population - are food insecure; of those over 6 million (22.7% of the population) are in urgent need of life-saving assistance. The air and sea blockade has led to only 20% of the needed food imports reaching the country since the outbreak of hostilities. Oxfam<sup>5</sup> highlighted that over a three month period from March 26 to June 26, 2015, the number of people with limited access to food increased by 2.3 million people, the equivalent of over 25 000 extra people a day.

Lack of fuel, resulting from the aerial and naval blockade as well as airstrike damage on fuel depots and stations, most significantly the bombing of Hodeida seaport putting best part of its offloading machinery for commercial shipments out of action, represents a major concern given its knock-on effect on water availability, cold chains, basic sanitation and food supply. Food and fuel prices continue to rise in northern areas affected by the closure of Hodeida port and people in Taiz have been living in increasingly critical conditions. Part of the solution is for the UN verification and Monitoring Mechanism (UNVIM) for commercial shipments and humanitarian supplies to become operational, provided that it covers fuel and all ports.

### **3. HUMANITARIAN RESPONSE**

#### **1) National / local response and involvement**

The crisis in Yemen is hindering the functioning of line ministries at central and local level. As funds have run short for crucial ministries, the capacity to sustain health and social programmes and guarantee delivery of basic services is compromised. The Social Welfare Fund, providing cash assistance to extremely poor families, has stopped functioning. The health system has been severely disrupted and lack of essential drugs, disruption of vaccination chains and lack of fuel to run health facilities are alarming.

---

<sup>4</sup> <http://www.ipcinfo.org/ipcinfo-detail-forms/ipcinfo-map-detail/en/c/294537/>

<sup>5</sup> [http://www.oxfam.de/files/20150728\\_media-brief-yemen-struggling-to-break-the-fast.pdf](http://www.oxfam.de/files/20150728_media-brief-yemen-struggling-to-break-the-fast.pdf)

Water authorities are unable to provide water to communities due to damage to infrastructure and lack of fuel.

Authority structures within ministries are unclear. While at central level Houthi representatives and civil servants are trying to ensure the functioning of government institutions, the Yemeni Government in exile, now controlling Aden and part of the south, maintain its own structures. The de facto split of the country combined with lack of finances is hampering public institutions and their ability to respond to the current crisis. Development donors have suspended their support to the country and on-going programmes since the Houthis took control, thus halting previously developed synergies with humanitarian programmes for disaster risk reduction (RRD), resilience, and linking relief, rehabilitation and development (LRRD).

## 2) International Humanitarian Response

The Yemen Humanitarian Response Plan (YHRP), revised in June 2015, reflects the increased need for humanitarian assistance. The funding requirement amounts to USD 1.6 billion, of which USD 758 million are allocated to critical life-saving activities. As of October 2015, the YHRP was 48% funded. Pledges from KSA and other GCC countries start to be honoured. Despite the declaration of Yemen as an L3 Emergency on 1 July, donors' support is still not sufficient to cover essential needs. Levels of funding will impact the decisions of humanitarian agencies to scale up their operations in Yemen.

## 3) Constraints and ECHO response capacity

Already before the conflict, Yemen was characterized by a very volatile security context with limited access for humanitarian actors. Kidnapping and attacks on foreigners, diplomats, oil company employees and humanitarian workers have been a regular threat especially in the capital Sana'a. In the North, the Houthis put restrictions on humanitarian agencies, including on movements, programmes and targeting of beneficiaries. The presence of AQAP militants and tribes loyal to AQAP in the South and East of the country prevented humanitarian agencies' operations.

Since the conflict erupted in March 2015, humanitarian access inside the country has been heavily restricted. Right after the Saudi-led intervention, most humanitarian agencies evacuated international staff to Amman, and suspended programmes in several locations, including Sa'ada, northern Hajjah, Aden and southern governorates. The air and sea blockade imposed by the Coalition resulted in severe limitations to transport of humanitarian goods and staff into the country. Sana'a airport has been repetitively bombed and Hodeida seaport severely damaged by airstrikes in August, having a major impact in terms of access for humanitarian and commercial goods.

The humanitarian space is further shrinking as a result of logistical challenges faced by many organizations (fuel and safety of staff and premises, closure of sea ports and attacks on international airports). Increasing fragmentation of the military power, with a proliferation of armed groups and a tribal, political and regional divide is also an obstacle to aid delivery. Political pressure and interferences at international and local level raise concerns over the politicization of aid and the ability of humanitarian actors to ensure aid delivery in line with humanitarian principles.

In May 2015, UN Agencies re-established an international presence in Sana'a. With the launch of the revised YHRP and the decision to activate a Level 3 emergency response for Yemen, humanitarian agencies prepared to scale-up humanitarian presence and operations in the country. The UN planned to raise its international staff ceiling in Sana'a from 70 staff to 110 (in addition to 22 security officers) followed by a possible further increase to 200. An operational hub was expected to be established in Hodeida and area offices in Aden, Taiz, Sa'ada and Mukalla covering different regions. The roll-out to field locations would enhance operational capacities across the country. INGOs have re-established international presence in Sana'a and in different field locations, including Amran, Hodeida and Taiz.

However, intensification of the conflict has led to the scale up not taking place as quickly as planned. Access within Yemen remains a challenge, with many partners relying on national staff to implement and monitor projects. Humanitarian presence in the field is likely to vary greatly depending on developments on the ground. Partners will need to maintain a degree of flexibility to adapt their programmes to the changing realities. Partners are increasingly reliant on the deconfliction cell in Riyadh set up by OCHA Civil Military Coordination Section in Geneva, which provides the interface between civil and military entities involved in the delivery of humanitarian assistance in Yemen.

In such an insecure and volatile operating environment, with heavy restrictions on movement and access, partners' operational capacity on the ground will be carefully assessed. Remotely managed operations will be considered in exceptional circumstances and in the context of life-saving activities.

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

The two main entry points for ECHO response in 2016 will be:

- armed conflict and forced displacement;
- pre-existing nutrition and food crises aggravated by the conflict

In the current context of escalating conflict, collapse of public services, and dramatic increase in needs across all sectors, ECHO's response will have a multi-sectorial rationale. It will integrate health and nutrition, food assistance, food security and livelihood support, water, sanitation and hygiene promotion, shelter, NFIs and protection. As the conflict is no longer limited to specific locations and frontlines are constantly shifting, the response will need to be emergency-focussed and geographically flexible.

People of concern are those affected by conflict, including internally displaced persons, refugees and migrants trapped in Yemen, and those affected by the pre-existing nutrition and food crises, whose situation has deteriorated due to the conflict.

Emergency life-saving activities will be prioritised and the most vulnerable assisted first. Partners will be advised to define the targeting criteria and set priorities.

The proposed humanitarian response includes the following activities and expected results:

Health and Nutrition: emergency primary health care focusing on the war-wounded, conflict-affected and the acutely malnourished. Support to the primary health care system and where possible to outreach activities such as CMAM programmes; training and provision of equipment for emergency first aid; promotion of Infant and Young Children Feeding (IYCF); emergency rehabilitation of health structure destroyed/damaged by conflict.

- ➔ Expected results:
  - Improved access to healthcare for people affected by armed conflict (IDPs, returnees, host communities), asylum seekers and other victims of forced displacement as well as communities affected by acute under-nutrition, particularly children under five and pregnant and lactating women.
  - Improved nutritional status of communities affected by acute under-nutrition, with a focus on vulnerable groups.

Food Aid/Assistance: provision of emergency food aid and food assistance according to the most appropriate transfer modality (i.e. in kind, voucher or cash), to be selected based on a sound market assessment.

- ➔ Expected results:
  - Lives are saved.
  - Improved food access for people affected by armed conflict (IDPs, returnees, host communities), asylum seekers and other victims of forced displacement.

Water and Sanitation (WASH): emergency water supply activities including water trucking, rehabilitation and/or reconstruction of water wells and water supply networks, rehabilitation and/or reconstruction of sanitation facilities, distribution of hygiene kits.

- ➔ Expected results:
  - Lives are saved.
  - Improved access to water and sanitation services ensured to cover the basic needs of populations affected by conflict and forced displacement.
  - Improved access to water and sanitation for acutely malnourished individuals as integral components of multi-sectoral interventions addressing under-nutrition.

Shelter and Non-Food Items: provision of basic shelter items and technical support, distribution of tents and semi-permanent shelter units, temporary rental support, basic shelter rehabilitation, distribution of non-food items and assistance packages to victims of forced displacements. Whenever possible, camp management activities will be supported.

- ➔ Expected result:
  - Enhanced access to emergency shelter and household items for people affected by conflict and forced displacement.

Protection: given the high number of displaced people, the focus will be on timely registration, profiling and verification of victims of forced displacement; protection

monitoring with a focus on children and women; assistance and protection of victims of forced displacement and IHL/HRL violations; and where possible support to refugees and migrants in camps and urban settings.

- ➔ Expected results:
  - Enhanced protection for people affected by conflict and forced displacement, and where possible promotion of IHL and humanitarian principles.
  - Enhanced access to services (psychosocial, medical, legal etc.) for survivors and persons at risk of protection violations.

Horizontal priorities: effective coordination is essential and includes improved data collection, information management, monitoring, advocacy for and assessment of humanitarian access and response, advocacy for respect of International Humanitarian Law (IHL).

- ➔ Expected results:
  - Enhanced coordination of humanitarian actions with a focus on humanitarian priorities and information management, improved targeting of the life-saving humanitarian response and provision of safety and security assistance to international NGOs.
  - Greater awareness and advocacy at political level of humanitarian issues and facilitation of a more enabling environment for humanitarian activities.

ECHO supports the Inter-Agency Standing Committee's Transformative Agenda (ITA) and encourages partners to demonstrate their engagement in implementing its objectives, to take part in coordination mechanisms (e.g. Humanitarian Country Team/Clusters) and to allocate resources to foster the ITA roll-out.

Partners will be expected to ensure full with visibility requirements in accordance with the applicable contractual arrangement as well as with specific visibility requirements agreed-upon in the Single Form, forming an integral part of individual agreements. In particular, this includes prominent display of the EU humanitarian aid visual identity on EU funded project sites, relief items and equipment and the acknowledgement of the funding role of and the partnership with the EU/ECHO through activities such as media outreach and digital communication. Further explanation of visibility requirements can be consulted on the dedicated visibility site: <http://www.echo-visibility.eu/>

During the implementation of this HIP, special attention will be given to relevant aspects related to migration and displacement, advocacy, international humanitarian law and humanitarian access.

ECHO will provide further support to meet the mounting needs of children in conflict affected contexts that are out of school or risk education disruption. Within this HIP, projects addressing education and child protection will be funded. ECHO will favour education in emergency projects in areas where the % of out-of-school children is particularly high, where there are grave child protection concerns and where other sources of funding available are limited. Complementarity and synergies with other EU services and

funding instruments will be sought. In addition, complementarity and synergies with funding provided by the Global Partnership for Education is encouraged.

#### **4. LRRD, COORDINATION AND TRANSITION**

Development donors have suspended their support early 2015 since the Houthis took control, thus halting previously developed synergies with humanitarian programmes for disaster risk reduction (DRR), resilience, and linking relief, rehabilitation and development (LRRD).

While addressing the most pressing needs as a result of the conflict is a priority for ECHO's strategy in Yemen in 2016, early recovery and resilience elements --a key component of ECHO strategy in Yemen in recent years-- should always be considered where there is a clear potential to link relief to rehabilitation and development interventions and enhance resilience to cope with future shocks.

EEAS, ECHO, DEVCO, and EU MS have been engaging in a strategic process to jointly identify the key elements for an EU policy response in Yemen, The final document<sup>6</sup>, which has been endorsed by the Political and Security Committee of the Council of the EU on 20 July 2015, should set the basis for a coherent EU action through diplomatic, development and humanitarian tools.

##### a) Other ECHO interventions:

In case of natural disasters or epidemics and according to the needs, other humanitarian actions could be financed either through the Disaster Relief Emergency Fund (DREF) or under the HIP for small scale humanitarian response or the HIP for epidemics.

##### b) Other services/donors availability

Most development donors have suspended funding and programmes in Yemen at the outbreak of conflict in 2015. The World Bank suspended all its grants and credits in February 2015, but is starting a remote Damage and Need Assessment (DNA) focusing on the infrastructure sector in a few urban centres.

DEVCO is currently finalising agreements with UN Agencies amounting to over EUR 50 million for actions aimed at improving rural resilience and livelihoods: the focus will be on improving access of rural communities to quality nutrition and health services as well as on renewable energy, providing cash for work for rehabilitation of community assets, supporting micro and small social businesses, etc.

If the conflict subsides and a stable government is re-established, close coordination will be ensured with DEVCO, FPI and other development donors to complement ECHO's emergency actions with early recovery and resilience programmes.

##### c) Other concomitant EU interventions

---

<sup>6</sup> "Elements for an EU policy response to the Yemen crisis. Recommendations: Increasing the EU's ability to influence developments and promote sustainable solutions to Yemen's current political challenges."

IcSP on-going actions were suspended early 2015. Other actions were nonetheless identified in light of the new political and security context. The Decision “Support to Yemen’s Political Transition” was amended in April 2015 to support a project led by the Geneva Centre for the Democratic Control of armed forces (DCAF). The initiative aims at building a network of Yemeni security experts and carrying out research on the damages of the war on the security sector. Through a second amendment of the referenced decision the EU will support the establishment of the UN Verifications and Inspection Mechanism (UNVIM) to ease access restrictions for commercial and humanitarian goods in compliance with UNSCR 2216. Under the Annual Action Programme 2014, a call for proposals for “Support to in-country civil society actors in conflict prevention, peace-building, crisis preparedness” was launched. UNDP is expected to implement an action for building and consolidation of national capacities for conflict prevention and mediation “Supporting Insider Mediation: Strengthening Resilience to Conflict and Turbulence”. Through the Annual Action Programme 2015, EU is providing technical support to the World Bank-led remote Damage and Need assessment (DNA).

#### d) Exit scenarios

Yemen is now an L3 emergency and on the brink of collapse. We are witnessing a breakdown in public services provision, including health and education, as well as the destruction of major cities and infrastructure. Despite the best efforts of ECHO, its partners and other actors to promote the resilience agenda in the past, the work achieved has been largely undone since the outbreak of hostilities in March 2015. However, lessons learned gleaned from the past can be applied to any future re-building of Yemen.

Defining an exit strategy is an almost impossible task. Furthermore, with reliable data hard to come by, a full picture of the extent of the needs and thus the duration of humanitarian programmes is difficult to predict. Some preconditions for exit would be: a political solution which translates into a cessation of hostilities on the ground, stabilisation (peace dividends and wider security issues), much improved humanitarian and commercial access, reconstruction and an environment propitious to the return of development donors to Yemen. Maximum information-sharing and coordination would have to be encouraged amongst donors and partners to inform programming.

In the medium-term, the risk is that humanitarian actors will be increasingly requested to respond to the gaps left by the closure of development programmes. Even if peace returns to Yemen, humanitarian programmes are most likely going to be needed for the years to come.