



LOGISTICS CLUSTER

PERFORMANCE REVIEW

YEMEN— SEPTEMBER 2013

TABLE OF CONTENTS

1. BACKGROUND.....	3
1.1 SITUATION REVIEW	3
1.2 CLUSTER “ACTIVATION” PROCESS.....	3
1.3 THE LOGISTICS CLUSTER OPERATION	4
2. FINDINGS	4
2.1 OPERATIONS SUPPORT.....	5
2.2 COORDINATION	5
2.3 INFORMATION MANAGEMENT	6
2.4 LOGISTICS SERVICES	6
2.5 OTHER FINDINGS.....	8
3. RECOMMENDATIONS.....	8
3.1 FORMAL & SYSTEMATIC CONSULTATION WITH PARTNERS	8
3.2 DEDICATED LOGISTICS CLUSTER STAFF	9
3.3 AIR PASSENGER TRANSPORTATION SERVICE	9
3.4 FUEL PROVISION SERVICE	10
3.5 THE GLOBAL SUPPORT CELL.....	10
4. ANNEXES.....	12
A. PERFORMANCE REVIEW MISSION TOR.....	12
B. CONCEPT OF OPERATIONS	14
C. SPECIAL OPERATION SO 200130	16
D. SPECIAL OPERATION SO 200130 BUDGET REVISION	23

1. BACKGROUND

1.1 SITUATION REVIEW

Yemen faces multiple daunting and inter-connected challenges at all levels. It is a low-income, food-deficit and “least-developed” country that is characterised by widespread insecurity, large-scale displacement, civil strife, political instability, food insecurity, a breakdown of social services, endemic poverty, and refugee influxes.

Yemen continues to face armed conflicts and civil unrest both in the north and the south of the country as well as terrorist activity perpetrated by Al-Qaeda affiliated militants. This all poses significant security challenges and a wave of internal displacement: more than 500,000 people have been driven from their homes. The situation has been further compounded by the forced repatriation of around 300,000 Yemeni workers from Saudi Arabia that has severe implications for remittances and employment. The government’s ability to provide basic services is challenged by oil prices and oil production. All these elements continue to add new shocks to an already critical humanitarian crisis in the country.

Since April 2011, the security situation in Yemen has deteriorated substantially nationwide. Yemen has experienced widespread anti-government protests leading to a political stalemate. Parallel to the demonstrations, Yemen is facing an increasingly complex humanitarian crisis. Families displaced by the Sa’adah conflict in the North, and Abyan in the South, as well as refugees from the Horn of Africa, continue to rely on humanitarian assistance. The combined effects of the global food, fuel and financial crises have increased poverty in Yemen and have further exacerbated the vulnerability of a population which is already suffering from high rates of hunger and malnutrition.

1.2 CLUSTER “ACTIVATION” PROCESS

Given the security situation and humanitarian crisis in Yemen, the scaling up of the humanitarian interventions identified the needs to support the movement of life-saving humanitarian cargo through the country. While access to portions of Yemen remains difficult due to limited access to affected regions, three main areas of intervention have been considered:

- A) The supply of the fuel in Sana’a and pre-positioning in Haradh and Aden before onward movement to affected areas. This is coupled with the government’s inability to provide basic fuel services, due to rising oil prices and challenges faced in oil production.
- B) The air transportation from Sana’a to bridge the gap with Sa’ada city and Sa’ada governorate. This is coupled with the not accessibility to Sa’ada from Sana’a direct route and not availability of commercial flights.
- C) The coordination and information sharing between the various actors. The need was identified to mitigate any duplication of efforts and maximize the use of available logistics assets.

In February 2010 the Humanitarian Country Team requested the formal activation of the Logistics Cluster under the leadership of WFP. The Logistics Cluster was initially activated to fill the gap on the air passenger service to Sa’ada and to provide coordination and information sharing, while from May 2011 the acute shortage of fuel in the country made necessary to include the fuel provision amongst the services for the continuity of the humanitarian assistance. The inclusion of the aviation component as part of the Logistics Cluster activities is a unique and hybrid set up, and it is due to the small/middle size operation. The consolidation of the services under one control is meant to streamline the procedure and maximize the outcome.

The Humanitarian Community has stressed the necessity to continue and maintain coordinated and cohesive logistics systems to ensure the uninterrupted supply of life saving relief items in Yemen as well as ensure the movement of staff and aid.

1.3 THE LOGISTICS CLUSTER OPERATION

The Logistics Cluster in Yemen continues to provide the following services for the humanitarian community:

Logistics Coordination and Information Management

A Logistics Cluster Coordination Cell for Yemen has been established in Sana'a with a dedicated Logistics Cluster Coordinator to facilitate the overall response strategy, including optimizing the use of logistics assets aiming to ensure an uninterrupted supply of life saving relief items to the affected population. The Logistics Cluster also has an information management capacity, which includes GIS / mapping services, with the aim of coordinating logistics operations and supporting decision making to improve the efficiency of the logistics response.

Logistics Cluster Services

The Logistics Cluster provides fuel through implementation of the Service Level Agreement (SLA) mechanism to the humanitarian community in order to avoid fuel shortages and therefore avoid disruption of humanitarian activities in Yemen. The fuel distribution systems located in Sana'a, Aden and Haradh, where fuel will be stored and distributed to humanitarian organisations based on the SLA and the Pro-Forma Invoice (PFI). The Logistics Cluster established three fuel storage facilities in WFP warehouse compounds: one in the capital, Sana'a, one in northern Yemen in Haradh and one in southern Yemen, in Aden.

Airlift

The Logistics Cluster is facilitating access to airlifts from Sana'a to strategic areas within Yemen for the safe movement of staff and delivery of life-saving relief items on behalf of the Humanitarian Community. WFP / UNHAS air passenger service is available for the medical and security evacuation of the humanitarian aid workers. Four flights per month are scheduled from Sana'a to Sa'adah and Hodeidah.

2. FINDINGS

Overall, the feeling from partners interviewed was very positive and all acknowledged that the Logistics Cluster personnel in the WFP Country Office had done an excellent job implementing/ facilitating the logistics services (passenger air service, fuel provision, coordination and information Management) to respond to the emergency in the Sa'ada governorate, while also providing a consistent source of diesel and petrol for the humanitarian community operating in Sana'a, Haradh and Aden.

However, the purpose of the mission was to consolidate lessons learned by the humanitarian community, with a strong focus on improving operations in subsequent emergencies. In that vein, the performance review team asked all persons interviewed to share examples, from this on-going operation, of instances where they feel there is an opportunity to enhance the Logistics Cluster's approach to response; and for suggestions on how these points may be acted upon.

2.1 OPERATIONS SUPPORT

STAFFING

Concerning the staffing situation at the Sana'a level specifically, the current structure of a dedicated Logistics Cluster Coordinator and six operations support staff (three in Sana'a - one for the air passenger service and two for fuel provision, 1 in Haradh for fuel provision, 1 in Aden – for fuel provision and 1 in Sa'ada for aviation) available to address cluster partner needs remain sufficient for the country. No dedicated Information Management Officer was identified and no partners highlighted the lack of a dedicated information management officer as a gap.

It should also be noted that the ability of the Global Logistics Cluster Support Cell (GLCSC) to offer surge capacity support regarding staffing for coordination, service support and information management after the initial activation, was not clearly articulated to the WFP Country Office or to the Cluster Coordinator, as such this opportunity was not acted upon. The country office has the capacity to maintain and enhance the cluster activities and regular communication with GLCSC has taken place without asking for the extra human recourse.

2.2 COORDINATION

PLANNING THE LOGISTICS CLUSTER OPERATION

In general partners felt that the implementation of the Logistics Cluster facilitated UNHAS response, based on the Concept of Operations (ConOps) supported their efforts to respond to the needs of the affected communities. The development of the Logistics Cluster ConOps is based on the needs highlighted by the Humanitarian Country Team, following the ceasefire agreement in 2010 between the Government and Al-Houthis tribes in the North and the additional humanitarian needs that arose following widespread protests and the overall deterioration of the security situation nationwide in 2011.

The decision to provide services on a partial cost-recovery basis for the passenger air service, and full cost recovery for the fuel provision service, has resulted from the following factors:

- Lack of access to Sa'ada by road as well as a lack of commercially available passenger air service to the North in general.
- Shortage of fuel supplies in the country, which resulted in a lack of fuel at petrol station countrywide. Only one source of petrol and diesel for the country - the state run Yemen Petroleum Company (YPC), which is also the only, authorized fuel importer and distributor in the country.

Due to this, the Humanitarian organizations operating in Yemen requested that the Logistics Cluster beginning provide fuel. When Cluster approach was implemented, WFP liaised with the YPC as the only official source and requested the organizations to convey their requirements via WFP to avoid overlapping and achieve better and more effective result.

IMPLEMENTING THE OPERATION

In implementing the planned activities WFP, through the Logistics Cluster, was able to act as a single point of focus for the Yemen Petrol Company. This has directly contributed to the predictable availability of fuel for the humanitarian community, regardless of its availability on the open market. In addition, UNHAS and the Logistics Cluster have done a good job in supporting the humanitarian community with the air passenger service. Partners felt that WFP, through UNHAS and the Logistics Cluster was able to quickly adapt to the requirements of the emergency response and to implement services through the Cluster, following the gaps outlined by the HCT.

In general, partners were happy with the coordination activities undertaken by the Logistics Cluster team, but some felt that although the monthly Cluster meetings were timely, the meeting agenda could be more defined - to include discussions on logistics issues outside of the services offered by Logistics Cluster. This may account for why some partners mentioned that they attended the meetings to gain access to logistics expertise they lacked and logistics services they were unable to arrange for themselves, while others were hoping to share information and coordinate with logistics professionals from other organisations through this formalised networking opportunity. It should be noted as well that many of the partners had requested more bi-lateral meeting with the Logistics Cluster, to ensure their individual needs are being taken into consideration.

Partners stated that the Logistics Cluster should look to engage in the other *fora* utilised in the country, such as, the Senior Management Team (SMT) Meeting and the Operational Management Team (OMT) Meeting in order to raise awareness of the issues faced by Cluster partners in regards to their logistical constraints. It should be noted that the presence of the Logistics Cluster in the Inter-Cluster Coordination (ICC) Meeting was seen as incredibly valuable, as it offer a practical counter-balance to the programmatic strategies being discussed. It was stressed to the performance review team that the Logistics Cluster's continued attendance to the ICC is requested.

HUMANITARIAN OPERATIONS IN 2014

Although not a gap currently, common transportation services as well as common warehousing were identified by a number of partners as a potential need for 2014. This is due to the expansion of humanitarian programming into difficult to access areas of the country, such as Abyan and Sa'ada in the northern part of the country near Haradh.

2.3 INFORMATION MANAGEMENT

While partners did feel that the Logistics Cluster in Yemen had done well meeting their information needs and in providing the necessary level of accountability and transparency, the experience of partners varied widely from organisation to organisation, with some feeling well informed and others unaware of basic Information Management tools used by the Logistics Cluster in all operations and available in this case. Many partners interviewed reported that they either did not see, were not aware of, or possibly did not pay attention to the Logistics Cluster website.

However, it was mentioned that the products developed by the Logistics Cluster and circulated via email were widely used and thought to be valuable. This is particularly true of the GIS products (General Logistics Planning Map and the Logistics Supply Chain Map) and the Service provider's lists (Telecommunications Providers, warehousing, pest control, road distance and Transporters). Request for additional products of this nature, though with a focus on more difficult to access areas of the country, was a common thread in the discussions. Some partners did mention that not all of the products were updated regularly enough and that a greater focus needs to be placed on operationally relevant information. In addition, partners commented that the Logistics Cluster was readily available for bi-lateral *ad hoc* support with regards to information products.

2.4 LOGISTICS SERVICES

The services provided by WFP, and coordinated through the Yemen Logistics Cluster, were well received by all of the partners interviewed; in several instances the quality of services provided and the availability of the Logistics Cluster Staff and their expertise, in support of partners, was highlighted as a key success.

It should be noted that discussions undertaken as part of this mission centred on how the implementation and/or management of the services could be improved from the perspective of partner organisations, based on recent experience. However, all these comments must be seen in that context; potential improvements to a service provision model that largely satisfied the expectations of partners. Where specific difficulties were

highlighted, partners were quick to state that they were understandable and that overall the services provided by WFP, through the Cluster, facilitated their (The partners') efforts to address the needs of the affected population in a timely manner

The mission noted that the Logistics Cluster gives support to approximately forty humanitarian organisations, amongst them UN Agencies, International and National NGOs with different capacity and level of intervention in the country. This situation often ends up with a variety of requests to the Logistics Cluster, which sometimes are not necessary linked with the mandate of the Cluster.

FUEL PROVISION

WFP continues to make petrol and diesel fuel available to the humanitarian community in three strategic locations: Sana'a, Haradh and Aden. It was reported by all partners using this service that it continues to fill a gap by providing the necessary monthly supplies for powering generators and light vehicles among other applications. In some cases however, partners chose to organise their own fuel directly from commercial providers in these areas, when available, rather than relying on the Logistics Cluster. Partners also stated that the initial support they received from the Logistics Cluster, regarding the identification of their own organizational needs, was incredibly beneficial to the overall design of the service.

It was noted by a limited number of partners that although the process for signing the service level agreement for the fuel procurement was acceptable, the paperwork for the monthly pro-forma invoice was seen to be lengthy process and in some instances caused issues within their own financial processes.

A few partners reported that they still require additional support related to the fuel provision service. It was expressed to the performance review team that due to a lack of organisational capacity, collecting their monthly needs all at once is difficult as they lack the physical storage capacity or the technical understanding to safely hold large quantities of fuel. It was raised on multiple occasions by partners, that they would benefit greatly if WFP, though the Logistics Cluster could offer the storage of fuel as well. This was, in certain interviews, expanded to include both monthly requirements and contingency quantities as well. In addition, some partners noted that they would be interested in having the ability to fill light vehicles up directly and having the fuel charged towards their monthly supplies.

The mission found that while the use of the Logistics Cluster facilities as a storage / back up is understandable from the organizations, a balance would need to be found in order to avoid quality and quantity issues related to the storage of fuel. In addition, safety concerns would need to be addressed due to the volatile security situation in the country.

It was also mentioned during the interviews that additional fuel provision locations, particularly in some of the more inaccessible areas of the country could be valuable to organisations working outside of the existing three locations of Sana'a, Haradh and Aden.

PASSENGER AIR SERVICE

UNHAS and the Logistics Cluster continues to make the partial cost-recovery air passenger service available to partners via a WFP contracted aviation company. This service provides air transportation from Sana'a to the northern city of Sa'ada. It was reported in several interviews that this service has allowed for continued humanitarian engagement in the north and, when necessary, has been augmented to include *ad hoc* flights, outside of the normal schedule, to address specific partner needs as well as for high-level missions when required. All of the partners that are using the air passenger service have noted its value and the need for the service to continue in the future, as the north is almost completely inaccessible by road due to severe security constraints.

It was noted however, that the current flight schedule is not the most effective for the NGO community, as they are either required to stay in Sa'ada for two days or two weeks with no real interim options available. This

is due to the flight schedule required by the UN agencies. (UNDSS is not permitting the UN staff to stay more than 2 nights in Sa'ada) They have also requested that additional flights to Sa'ada be added to allow for the more timely movement of staff, in addition, it was noted that the cost of the tickets was too high for some members of the NGO community. Partners have also mentioned that they would like to have flights to other parts of the country, including Harad, Aden and Hudaydah, this due in large part to the unreliability of the local commercial options.

During a number of meetings, partners noted that when the flights had been cancelled, partners were not notified in sufficient time. This has left partners without the opportunity to make other arrangement and as such, has had a negative impact on their programming.

In a deeper review of the process the mission understood that the cancellation of the flights at the last minute is due to the security clearance process, which involves three entities – namely Ministry of Interior, Ministry of Defence and Sa'ada Governor. The security situation in the country does not allow for confirmation in advance, therefore reply from the governmental bodies is received at the last minute, normally the night before the flight.

Finally, it was mentioned that the evacuation plan, with regards to the aviation assets, have not been clearly explained or disseminated to the partners. Although the evacuation plan has been prepared and shared with the HCT/SMT, but the advice from UNDSS was the dissemination of the evacuation plan should be restricted.

2.5 OTHER FINDINGS

Although not related directly to services provided through the Logistics Cluster, partners raised the following issues. These are related to subsequent recommendations for additional support from the GLCSC concerning gap analysis and assessments in protracted emergencies:

A few partners noted that some of the local commercial transporters do not follow the schedules that they themselves have set and in addition they are not willing to provide their services to final distribution points outlined by the humanitarian community.

Partners have also mentioned that some of the local commercial transports will not move small quantities of goods at all, which, depending on the relief items being moved, has posed significant problems. A limited number of partners also stated that it would be valuable for the Logistics Cluster to facilitate a forum for the consolidated communication with the commercial providers, to ensure that the humanitarian community is operating with a single voice.

It was also mentioned that a limited number of partners would find value in inter-agency convoys for the movement of relief items. The issue of custom clearing, as well as port services was also raised by some agencies.

Finally, the partners also mentioned that common storage could be valuable in the south, near Abyan and in the north near Haradh.

3. RECOMMENDATIONS

3.1 FORMAL & SYSTEMATIC CONSULTATION WITH PARTNERS

Proactive and regular consultations with partners, and the GLCSC, are also a good opportunity to manage expectations and put into place important risk management mechanisms. Engaging with partners throughout the operation enables WFP to continue to highlight those responsibilities it is taking on, and what is outside of its scope based on a consensus on logistics gaps and bottlenecks, and ultimately what is realistic to expect from WFP, through the Logistics Cluster in Yemen.

For this particular context, it was expressed throughout the interviews that the Logistics Cluster had been excellent at engaging with the partners during the planning phase. The Logistics Cluster was also commended for continuing to advise partners on the status of the current services.

However, it is recommended that the Logistics Cluster in Yemen be more proactive in reinforcing its mandate to partners. This lack of reinforcement is due in part to the turnover in staff from the different organisations in the country, as well as to a general lack of clarity on the finer points related to Logistics Cluster responsibilities. Most important among these responsibilities is the Logistics Cluster's desire to augment existing logistics capacity in a country, rather than to duplicate or replace what is already being done by the commercial sector. This point needs to be reinforced with the partners, as many of them seemed unclear as to what is actually possible or reasonable through the Logistics Cluster.

3.2 DEDICATED LOGISTICS CLUSTER STAFF

It became clear during the mission that having a dedicated Logistics Cluster Coordinator and six operations support staff focused on the services being provided to the humanitarian community was one of the primary reasons for the success of the operation. The deployment of dedicated Logistics Cluster staff allowed for a clean and clear break from standard WFP activities and allowed for the full commitment of staff to the Logistics Cluster and UNHAS project.

It is clear that, during an emergency response where WFP, through the Logistics Cluster is a service provider, especially in the context of supporting organisations with limited logistics capacities in-house, the work required of the coordinator increases dramatically just in terms of proactively, consistently, and almost continuously interfacing with the partners.

It is recommended that the Logistics Cluster continues to maintain its current staffing levels, while also looking to deploy an Information Management Officer for a limited time to help develop some processes for the updating of key operational products, such as the "provider lists" and the "supply chain maps". This will ensure that the Information Management pillar is well maintained, while also allowing for the continued focus of the Cluster Coordinator on the service provision commitments. Taking into consideration the security situation in the country, which often does not allow short-middle terms mission's deployment, as alternative, the Logistics Cluster Coordinator and/or the national staff may be required to travel abroad for augmentation trainings.

3.3 AIR PASSENGER TRANSPORTATION SERVICE

It is recommended, based on the findings that the partial cost-recovery air passenger transportation service should continue between Sana'a and Sa'ada, utilising its current schedule of 4 flights a month, as many of the users articulated the continued value of the services. It is recommended that additional fixed-flights not be added to the schedule until a more in depth analysis can be undertaken at the country office level to determine the extent of any additional needs from the humanitarian community in Yemen.

Although additional (2) fixed-wing flights to Sa'ada are not recommended, it is recommended that the Logistics Cluster explore the option of providing a rotary wing flight, twice per month, between Sana'a and Haradh. During the interviews partners highlighted Haradh as a location that would benefit from scheduled flights due to the size of the humanitarian community operating in the vicinity. It would also allow for additional staff movement from Sa'ada, as the travel time by road is roughly 3 hours, utilising a road that is currently considered secure by the United Nations Department of Safety and Security (UNDSS). It is recommended that the requirements for this service be raised with partners at a future Logistics Cluster meeting, with the estimated number of passengers to be transported highlighted but the group.

Although the issue of ticket prices was raised by a few of partners, this is not something that can be addressed at this time. As the air passenger transportation service is structured as a partial cost-recovery, the ticket

prices are designed to ensure that a portion of the overall charter cost is recuperated, and reallocated for future flights.

3.4 FUEL PROVISION SERVICE

During the course of the interviews, partners had requested that the Logistics Cluster expand the fuel provision service to include the short and long term storage of fuel for the humanitarian community. Although it is recommended that the provision of fuel remains a priority for the Logistics Cluster, storage on behalf of partners should be as limited as possible, particularly in terms of durations of the storage under our responsibility. In addition, it is recommended that fuel be picked-up by service users within 2 months after its arrival in the WFP/Logistics Cluster storages facilities.

Specifically, it is recommended, based on the findings of the mission, that the cost-recovery fuel provision service should continue in 2014 for Sana'a, Haradh and Aden and that the augmentation of the fuel storage capacity in Haradh be discussed with partners to determine the extent of the growing need in the location. This can be accomplished at subsequent Logistics Cluster Meetings.

The Logistics Cluster will also continue to explore the possibility of streamlining the Service Level Agreement process, as well as the pro-forma invoice, in order to reduce the time between the arrival of requests from the users of the service and the delivery of fuel to the users of the service.

Furthermore, partners in Yemen repeatedly raised issues of concern that indicate poor communication from the GLCSC related to the specifics of the Logistics Cluster mandate; Particularly related to the limitations on Common Service Provision: a lack of commercial capacity, and a limited timeframe. As related to fuel, the continued efforts of the Cluster to address this gap should not expand in the absence of activities and projects, undertaken by the Cluster, to increase partner's capacity to meet this need for themselves.

As resilience building is a priority in all humanitarian operations, the Logistics Cluster must remain focused on providing a service that fills a gap, but WFP should also dedicate resources to build capacity (Where possible) in partner organisations related to fuel storage and safety. The Logistics Cluster should support this process by providing technical recommendations or even through the development and hosting of the fuel safety and storage training(s).

3.5 THE GLOBAL SUPPORT CELL

Proactive initial support through deployment and/or more systematic communication between the GLCSC and the Country Office from the outset of an emergency is critical. The GLCSC has resources in the form of trained personnel, ready to deploy immediately upon request or provide direct support to the CO. The GLCSC must be more proactive about highlighting to Heads of Logistics, Deputy Country Directors, and Country Directors the capacity that resides within the cell and in making these available to support the CO. In most cases it is better to send additional trained personnel immediately, on a "no regrets basis" as outlined by the Transformative Agenda and in accordance with the consultation process recommended in the Executive Director's Circular (OED2013/16). During the course of an emergency should the needs on the ground change and additional support deemed beneficial by the country office and security on ground allows for the deployment of GLCSC staff a "no regrets" deployment should take place.

In that same vein, where partners are requesting additional services, the GLCSC should support the Country Office and the Coordinator with the assessment/gap analysis related to any decision to undertake new activities. Thereby supporting the field offices and ensuring that the risks to WFP concerning protracted service provision under the cluster mandate are mitigated.

In the case of Yemen specifically, the GLCSC notes that deployment of additional skilled staff and oversight missions has not been possible from the onset of the emergency in 2010, due to the extremely volatile security situation in the country. As it stands now, only critical missions are authorized by the United Nations Department for Safety and Security in Yemen. In spite of that the mission recognises that the open channel of communication between the CO Logistics Cluster Cell and GLCSC / Aviation in Rome has guaranteed that the Logistics Cluster objectives have been met. As a matter of fact, the implementation of the formalised fuel supply system in Yemen is begin noted as a hugely successful undertaking and shall form the bases for standard operating procedures under the WFP service provision manual, which will be for the use and benefit of future logistics Cluster response in emergency operations.

4. ANNEXES

A. PERFORMANCE REVIEW MISSION TOR

Logistics Cluster Performance Review Mission - Yemen

Terms of Reference

Date: 20 – 27 September 2013

Location: Sana'a - Yemen

Participants:

Gilles Cimetiere	(GLCSC)
Colin Hourihan	(GLCSC)
Qaseem Ghausy	(Logistics Cluster Coordinator)

Background

Since January 2011, as a result of the on-going political crisis, Yemen's already weak economy has also experienced a severe scarcity of fuel products. Since June 2011, the Logistics Cluster, through WFP, has been procuring and distributing fuel to the humanitarian community in Yemen in order to ensure the continuity, and also enhance the efficiency, of the emergency response. The Logistics Cluster, over the last two years, has been providing logistics, information and coordination services to the humanitarian community in Yemen.

Justification

One of the recommendations from the findings of the Joint Evaluation (see section 2.4.1) of the Logistics Cluster in 2011 was to *'establish a systematic approach to engaging partners and staff in meaningful lessons learned exercises for all cluster operations'* (Performance Review project). This recommendation was incorporated into the Logistics Cluster Three Year Strategy (2013-2015) under 'accountability' - one of the 3 key objectives. The Performance Review Project ensures that the Logistics Cluster regularly performs self-assessment activities and evaluates its operations.

Performance Review Working Group was formed of partner organisations and a Logistics Cluster focal point at the Global Meeting in Dubai (January 2013). The Working Group, before the Global Meeting in Berlin (October 2013), has been tasked with creating a standardised template of the Performance Review exercise and the methodology of how to conduct it.

Mission Objective:

The mission objectives are:

- To report on the quality and results of the operations and activities undertaken by the Logistics Cluster in Yemen, based on relevant and direct feedback and recommendations from internal WFP and Logistics

Cluster staff, as well as key stakeholders who have been participating in the Logistics Cluster Yemen Operation.

- Draw lessons that should help in further implementation. Data will be analysed by the GLCSC and the recommendations will be applied to the strategy of future operations.

Scope of the mission:

The Performance Review mission will take into account the Logistics Cluster's coordinating role, its direct service provision role, and its enabling role to other clusters at country level. It will also include analysing the Logistic Cluster's ability to identify needs and develop appropriate responses.

Methodology:

The team will collect and collate information by conducting bi-lateral interviews with key stakeholders and will focus on three main areas:

1. Gathering partners' feedback on the Logistics Cluster Operation which will be divided into 3 sections:
 - a) Logistics Cluster's strategy
 - i) Detailed explanation for Cluster activation in Yemen
 - ii) The planned Logistics Cluster response (re. the ConOps) vs. Operational Overview (what was actually implemented)
 - b) Services (fuel provision service)
 - c) Coordination and Information Management
2. OCHA & Inter-Cluster Coordination
3. WFP Internal/Logistics Cluster issues focusing on internal and operational constraints such as:
 - a) Funding
 - b) HR and staff deployment to Yemen
 - c) Support from the GLCSC

Output:

The GLCSC, after conducting this mission, will produce:

1. A 10-15 page report on the mission findings, including a detailed contextual overview of the Logistics Cluster Yemen Operation and recommendations from key stakeholders.

A final draft will be sent to WFP management and Logistics Cluster stakeholders for their review and comments on September-October 2013. The findings and recommendations from the compliance mission to Yemen will be shared at the Global Meeting in Berlin (October 2013) for feedback from global stakeholders and the Performance Review Working Group.

B. CONCEPT OF OPERATIONS

Background

On 22 February 2010, following a ceasefire agreement between the Government and Al-Houthis tribes in the North, the Humanitarian Country Team (HCT) requested the activation of the Logistics Cluster in order to focus on improving the emergency preparedness and response, information sharing, strengthening coordination, and enhancing the humanitarian community's capacity to respond to the growing needs of vulnerable populations in the country.

Since April 2011, the security situation in Yemen has deteriorated substantially nationwide. Yemen has experienced widespread anti-government protests leading to a political stalemate. Parallel to the demonstrations, Yemen is facing an increasingly complex humanitarian crisis. Families displaced by the Sa'adah conflict in the North, and Abyan in the South, as well as refugees from the Horn of Africa, continue to rely on humanitarian assistance. The combined effects of the global food, fuel and financial crises have increased poverty in Yemen and have further exacerbated the vulnerability of a population which is already suffering from high rates of hunger and malnutrition.

Gaps and Needs

Given the security situation and humanitarian crisis in Yemen, the scaling up of the humanitarian interventions identified the needs to support the movement of life-saving humanitarian cargo from the capital Sana'a to the affected areas. While access to portions of Yemen remains difficult due to limited access to affected areas, pre-positioning of fuel in Haradh and Aden is needed before onward movement to affected regions; this is coupled with the government's inability to provide basic fuel services, due to rising oil prices and challenges faced in oil production.

There is also a need for coordination and information sharing between the various actors in order to mitigate any duplication of efforts and maximize the use of available logistics assets.

The Objectives and Planned Activities

The Logistics Cluster activities aim to provide the humanitarian community with the logistics capabilities and coordination mechanisms to deliver life-saving relief assistance to the populations in Yemen's affected regions. Based on the initial logistics gaps and bottlenecks identified, the activities of the Logistics Cluster include:

1. Logistics Coordination and Information Management

A Logistics Cluster Coordination cell for Yemen has been established in Sana'a with a dedicated Logistics Cluster Coordinator to facilitate the overall response strategy, including optimizing the use of logistics assets aiming to ensure an uninterrupted supply of life saving relief items to the affected population. The Logistics Cluster liaises closely with the other organisations and facilitates regular Logistics Cluster meetings and publishes records of decisions taken on behalf of the Humanitarian Community.

The Logistics Cluster also has an information management capacity, which includes GIS / mapping services, with the aim of coordinating logistics operations and supporting decision making to improve the efficiency of the logistics response. Within this capacity, the Logistics Cluster consolidates information on the overall

logistics situation from the humanitarian community and local authorities, identifying logistics gaps and bottlenecks.

Additionally, the Logistics Cluster disseminates vital information through the Yemen operations page at: <http://www.logcluster.org/ops/yem10a>

2. Logistics Cluster Services

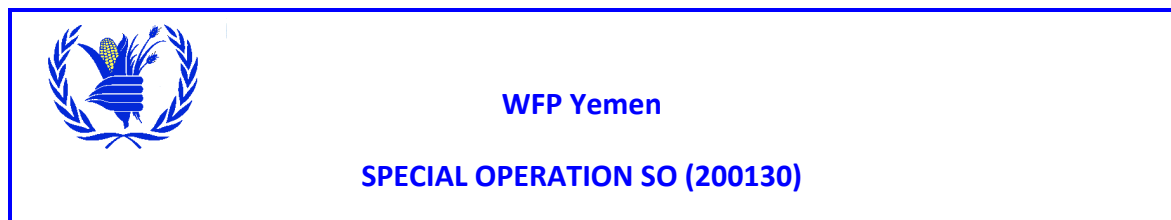
- The Logistics Cluster provides fuel through implementation of the Service Level Agreement (SLA) mechanism to the humanitarian community in order to avoid fuel shortages and therefore avoid disruption of humanitarian activities in Yemen.
- The fuel distribution systems located in Sana'a, Aden and Haradh, where fuel will be stored and distributed to humanitarian organisations based on the SLA and the Pro-Forma Invoice (PFI).
- These services are not intended to replace the logistics capacities of the organisations but rather supplement them through the provision of common services. Furthermore, these services are not intended to compete with the commercial fuel market, but to fill identified gaps.
- The Logistics Cluster established three fuel storage facilities in WFP warehouse compounds: one in the capital, Sana'a, one in northern Yemen in Haradh and one in southern Yemen, in Aden

3. Airlift

- The Logistics Cluster is making available, to the Humanitarian Community, the use of airlifts from Sana'a to strategic areas within Yemen for the safe movement of staff and delivery of life-saving relief items.
- WFP / UNHAS air passenger service is available for the medical and security evacuation of the humanitarian aid workers.
- Four flights per month are scheduled from Sana'a to Sa'adah and Hodeidah.

This Concept of Operations is a living document and the activities will be adapted and revised as the situation unfolds and further assessment results become available, including the possible provision of additional logistics common services as required by the humanitarian community.

C. SPECIAL OPERATION SO 200130



Country:	Yemen
Type of project:	Special Operation
Title:	Air Passenger Service and Logistics Cluster Coordination in Support of the Humanitarian Response in Sa'ada
Total cost (US\$):	US\$ 530,634
Duration:	6 months, from 24 May until to 23 November 2010

Executive Summary

Six years of civil conflict have led to high levels of population displacement, substantial infrastructure damage, and high insecurity in the northern Yemen governorate of Sa’ada, with high displacement to neighboring governorates. The sixth round of war began on 12 August 2009, displacing as many 350,000 persons. On 11 February 2010 a ceasefire declaration was agreed upon between the Government and Houthis. As a result, the Humanitarian Community is aiming to reinforce its presence and enhance the necessary operational capacity to provide relief assistance to the affected populations in Sa’ada.

On 22 February, the Humanitarian Country Team requested the activation of the Logistics Cluster, focusing on improved emergency preparedness and response, provision of an information sharing platform including Geographic Information Systems, strengthened coordination, enhanced capacity to respond to needs, and advocacy for the smooth importation of relief goods.

As a result of the February 2010 ceasefire agreement and the request for activation of the Logistics Cluster, the Humanitarian Community formally requested regular air charters to support to secure and regular movement of staff and limited relief goods to Sa’ada town. This is expected to facilitate the timely and effective implementation and monitoring of humanitarian activities in the Governorate of Sa’ada. WFP, in its role as custodian of the United Nations Humanitarian Air Services, will establish a reliable, safe and efficient air

transport in cooperation with Yemenia Joint Venture in support of humanitarian activities in the Governorate of Sa'ada.

Through this special operation, WFP in its capacity as Logistics Cluster lead and custodian of the United Nations Humanitarian Air Services (UNHAS), will support the efforts of the Humanitarian Community to respond to the crisis in Yemen. This project caters for the assets, staff and systems necessary to:

- Enhance the predictability, timeliness and efficiency of the emergency response under the Cluster approach, and
- Facilitate the access of humanitarian personnel and light cargo to the affected areas and ensure operational continuity.

The special operation is for a duration of six months, from 24 May to 23 November 2010 at a total cost of US\$ 530,634.

1. Project Background

The current Sa'ada crisis in North Yemen is unfolding in the context of high vulnerability nationwide due to elevated prevalence of poverty, food insecurity, and malnutrition; natural disasters; rapid depletion of the water supply; social and political unrest; reduced Government capacity to provide basic services; and high population growth.

This project focuses on the area of civil conflict, Sa'ada governorate, which is located in the northern part of Yemen and bordered by Saudi Arabia from the north and west. It is comprised of 15 districts with a total population of nearly 800,000 people. Sa'ada is located 240 km from the country's capital, Sana'a.

The conflict in Sa'ada erupted in 2004, when a group called Al-Shabab Al-Momen (The Faithful Youth) created by a local leader Al Houthi clashed with the Government. The emergence of the Sa'ada rebellion has been linked to economic, political, social and religious grievances. Since 2004 there have been six separate rounds of war. Despite numerous ceasefire agreements over the years, clashes have continued, spreading to neighboring governorates and in 2008 to within 20 km of the capital Sana'a. WFP, UN agencies and NGOs have been providing emergency relief to families displaced and severely affected by the conflict since June 2007.

On 12 August 2009 the 6th round of war began with major clashes across Sa'ada governorate (including in Sa'ada town) and in Harf Sufyan area of Amran governorate. The 6th round witnessed unprecedented levels of insecurity and population movement, which escalated further following the regionalization of the conflict in early November 2009. Some 350,000 persons (Government of Yemen figure, April 2010) have been displaced to safer areas within Sa'ada and to neighboring governorates of Al Jawf, Hajjah, Sana'a and Amran; between 10 and 15 percent of IDPs are living in official camps, while the vast majority of families are scattered or with host families. Coping mechanisms of families have been exhausted following repeated confrontations and prolonged displacement.

At the end of August 2009, UN agencies and International NGOs relocated staff from Sa'ada due to the high level of insecurity and clashes within the city. Regardless, WFP and humanitarian actors were able to maintain assistance throughout the conflict thanks to key implementing partners, including Islamic Relief.

On 11 February 2010 a ceasefire was declared however the security situation remains volatile, with ongoing clashes, growing rhetoric from all parties, and no mass return of IDPs to places of origin. Of the 15 districts in Sa'ada governorate, 9 remain without Government presence.

Access has remained restricted to the town of Sa'ada and border areas in the North and West parts of the country both in times of ceasefire and war. Three months after the February 2010 cease-fire, humanitarian access is still a major challenge, limiting the humanitarian community's ability to provide regular assistance and hampering needs assessments in Sa'ada, Al Jawf and Amran governorates. Landmines, unexploded ordinance, and infrastructure damage present further challenges.

All of Yemen is currently in Phase III. UNDSS has deemed none of the roads from Sana'a to Sa'ada cleared for staff use: the main road travels through the conflict area of Harf Sufyan and is made more volatile due to tribal checkpoints, kidnappings, and car jackings; a secondary road through Al Jawf governorate is off limits as the entire governorate of Al Jawf is a no-go area for UN and many INGOs; a third side road through western Sa'ada travels through Houthi territory and areas of heavy clashes where landmines and unexploded ordinance provide further obstacles as they also do on the northern route from the Kingdom of Saudi Arabia to Sa'ada town. In the current scenario, road access will continue to be denied for UN (and most I/NGO) staff for the foreseeable future.

The attention of the Humanitarian Community is now focused on reinforcing its presence to enhance the operational capacity required in Sa'ada; the main aim is to expand access to other districts and urgently assist populations previously trapped by the conflict. The protection of civilians and security of humanitarian staff is the priority.

At the end of 2009, the Humanitarian Country Team elaborated the Yemen Humanitarian Response Plan to guide aid efforts in 2010. Three key strategic priorities were identified:

Provide life- and livelihood-saving humanitarian assistance to the most vulnerable populations affected by man-made and natural disasters

Address protracted humanitarian and recovery needs, including emergency levels of malnutrition country-wide and post-emergency needs in Sa'ada and Hadramout governorates

Strengthen the capacity of humanitarian actors and of key Government counterparts involved in service and assistance delivery

2. Project Justification

Logistic Coordination and Information Management:

In February 2010 the Humanitarian Country Team requested the formal activation of the Logistics Cluster under the leadership of WFP. The Humanitarian Community has stressed the necessity to continue and maintain coordinated and cohesive logistics systems to ensure the uninterrupted supply of life saving relief items in Yemen as well as ensure the movement of staff and aid.

Due to the heavy fighting from August 2009-February 2010, it is understood that some local populations have been trapped by the conflict and remain entirely inaccessible to agencies. Relief organizations must conduct an assessment and immediately address the most severe needs through a coordinated approach as soon as access is granted.

Following the 5th round of war, the Sa'ada Reconstruction Fund assessed the situation and found that infrastructure had faced serious damage. In the aftermath of the 6th war, with increased severity and reach of clashes and strikes, it is expected that infrastructure has been even more severely affected. The need to assess bridges, roads, and warehousing is expected. Adequate warehousing conditions and sufficient capacity to store relief items and equipment will therefore be immediately required to support humanitarian activities until rehabilitation begins.

One of the serious obstacles to the effective and timely provision of assistance that actors are facing across Yemen is the clearance and customs control of relief items. Key bottle necks include testing and quality control as well as limited capacity in the ports. Though a model agreement for the facilitation and speedy clearance of humanitarian goods has been presented to the Government, there is need for further coordination and support is required towards the development of structured government systems and procedures.

Provision of Humanitarian Air Services:

The first ad-hoc air charter agreement was activated in May 2009. Since then the Humanitarian Country Team has intermittently requested ad hoc air charters to/from Sa'ada town for the movement and/or evacuation of relief personnel. As a result of the February 2010 ceasefire agreement and the request for activation of the Logistics Cluster, the Humanitarian Community has formally requested regular air charters to support implementation through the regular movement of staff and limited relief goods to Sa'ada town.

With the assistance required by the IDPs and affected local populations, the humanitarian community needs regular safe access to Sa'ada governorate for staff and relief items to implement their programmes. However access to this phase III area, including to the main town of Sa'ada where actors are based, has become increasingly difficult despite the ceasefire; all roads to the governorate have been affected by the fighting. Even when there is limited ongoing conflict, road access is consistently problematic due to tribal activities, internal grievances, damaged infrastructure and overall poor road conditions. In the current context, movement of relief staff by road is not feasible and therefore has to be undertaken by air.

Similarly travel conditions make it unfeasible to bring items such as security or communications equipment by road. These therefore will also be transported by air to ensure speed and security of delivery.

Under the current volatile security conditions, for staff to work in the Sa'ada Governorate, the humanitarian community has to be able to ensure their evacuation/relocation if/when required. Such evacuation has already happened on more than one occasion, including most recently on 11 May 2010. The Humanitarian Country Team therefore has requested that this air support ensure evacuation of staff when required.

3. Project Objective(s)

The objectives of this operation are to:

- Enhance predictability, timeliness and efficiency of the emergency response under the Cluster approach;
- Facilitate the access of humanitarian personnel and light cargo to the affected areas and ensure operational continuity.

4. Project Implementation

This special operation accommodates the essential assets, staff and systems required to facilitate a coordinated logistics response in support of the affected populations in the Sa'ada governorate.

Given the evolving situation and volatile security conditions on the ground, the implementation plan of this operation may be revised as necessary. The activities will include:

Logistic Coordination and Information Management:

A Logistics Cluster cell will be established in Sana'a, with support from the Logistics Cluster Global Support Cell in Rome, to maintain and develop existing coordination activities.

The Logistics Cluster will provide the humanitarian community with a logistics information sharing platform. Information will be made available on a regular basis through the Logistics Cluster website and mailing lists and will include situation reports, logistics assessments, guidelines and standard operations procedures for the import and transit of relief items, Geographic Information System tools and maps, etc.

The Logistics Cluster will work closely with the humanitarian organizations and the Government of Yemen to facilitate and participate in logistics assessment missions as well as to identify and address gaps and bottlenecks in the logistics response. The Logistics Cluster will facilitate the cohesion of the supply chain elements of a rapid assessment and response for newly accessible areas. This will include the coordination and facilitation of security clearances for relief cargo transportation.

The Logistics Cluster in Yemen will advocate for a standardized procedure for customs clearance of relief aid on behalf of the Humanitarian Community.

The Logistics Cluster will also provide relief organizations with the required emergency storage capacity when new areas of the Sa'ada Governorate become accessible; to this end WFP has budgeted for four collapsible 10x32 mobile storage tents. Temporary storage will be provided as required at no cost to the humanitarian actors.

The Logistics Cluster will continue to coordinate the logistics response based on the priorities set by the Humanitarian Country Team.

Provision of Humanitarian Air Services:

WFP, in its role as custodian of the United Nations Humanitarian Air Services, will provide air transportation to ensure regular and safe movement of aid workers and light cargo between the capital and the affected area. This is expected to facilitate the timely and effective implementation and monitoring of humanitarian activities in the Governorate of Sa'ada.

Flights will be scheduled on a regular basis six times a month from Sana'a to Sa'ada. This will allow for once weekly flights plus two additional flights per month. Ad-hoc flights may also be organized as required or to allow for the evacuation of humanitarian personnel.

The Aviation Unit (ODLA), based in Rome, will be responsible for chartering of a 12-13 seat capacity aircraft from a local operator. This operator, Yemedia Joint Ventures, has already been evaluated and found to be of an acceptable level of compliance with UN Aviation Standards and regulations considering the area of operation and their local experience. WFP has already implemented charter flights through this operator to Sa'ada, including for the recent staff relocation.

A User Group will be established to define the air transport requirements and priorities as well as to monitor the quality of the service provided. The User group will most likely be composed of UN agencies, INGOs, diplomatic missions and donor representations.

The provision of air services will depend on WFP management structures and support systems for passenger and cargo booking which will be made through WFP/UNHAS in Sa'ana.

Monthly flight schedules will be maintained with flexibility to take appropriate action and adjust to requests for special flights.

Given that the current Sa'ada EMOP includes a provision for flight charters until the end of June 2010, the funding for air services under this SO covers only four months out of the planned six months for this operation.

5. Project Management

A Logistics Cluster/Humanitarian Air Service (HAS) coordinator will be deployed to Sana'a to implement the aforementioned activities in close cooperation with the humanitarian actors and the local authorities. He/she will be under the supervision of the WFP Yemen Head of Logistics and will be supported by the Logistics Unit in the WFP country office in Yemen.

The Country Director will be the Funds Manager and the Head of Finance will be the Allotment Manager of this special operation.

The Global Logistics Cluster Support Cell and the Aviation Service Branch in WFP Headquarters will support the activities undertaken at field level and provide guidance as appropriate.

The UNHAS User Group will meet at least on a monthly basis to review the adequacy and quality of the common service.

6. Exit Strategy

This project will be continuously monitored and the implementation plan revised, as the situation evolves, according to the needs of the humanitarian community. The User Group will recommend the phasing out of the air transport services between Sa'ana and Sa'ada as soon as the security situation allows the use of alternate safe means of transport for humanitarian personnel to reach the beneficiaries.

7. Project Cost & Benefits

This Special Operation has a total cost of US\$ 530,634 and is expected to provide the necessary logistics coordination and air transport capacity in support of the humanitarian community's response in Yemen.

Due to the availability of a safe and reliable commercial operator in Yemen, WFP will charter an adequate aircraft from a local operator on a per flight basis. The contract with the operator will include all the necessary support services such as provision of fuel, landing/handling fees, liaison with Aviation authorities, etc. thereby minimizing the level of specialized WFP aviation staff required while also negating the need for aircraft mobilization costs.

While the facilitation of humanitarian air services and Logistics Cluster Coordination is budgeted in the Special Operation for a six month period, only four months of actual flights are included under the SO as two months

of flight costs have already been budgeted and resourced by WFP under its Emergency Operation for Sa'ada IDPs (EMOP 10684.0).

A nominal booking fee charged to users for passengers and cargo will allow for partial cost recovery; as such, the Humanitarian country team will be able to continue implementing humanitarian air services past the end of the Special Operation action. The levying of flight charges will also encourage users to ensure a more cost efficient usage of the aircraft through better planning of personnel movements and is expected to reduce the number of “no-shows” to flights.

The booking fee that will be charged to UNHAS users will be set in agreement with of the User Group, the Humanitarian Country Team and Donor representatives. This fee will be regularly reviewed by all users and will be revised as necessary. Ad-hoc or “special” flights will be provided on a full cost recovery basis.

The funding for this Special Operation will be provided by donor contributions supplemented by a system of partial cost recovery for the provision of the air services.

8. Monitoring & Evaluation

Logistic Coordination and Information Management:

The key performance indicators are:

- No. of agencies and organizations utilizing the logistics coordination services. Target: 18 organizations, including but not limited to WFP, OCHA, UNICEF, HCR, UNFPA, WHO, FAO, UNDSS, Save the Children, IR, CSW, IOM, and additional INGO/NGO partners.
- No. of bulletins, maps and other logistics information produced and shared. Target: Situation reports produced every two weeks – total 12 reports; Note for the Record of Logistics Cluster meetings (twice monthly) and User Group (once monthly) meetings – 18 Records; 10 maps; web site updated on at least weekly basis to update on meetings, post reports and maps, etc.
- Feedback on the quality of the information sharing tools and products made available to the Logistics Cluster participants (qualitative). Target: feedback provided during logistics cluster meetings (every two weeks), with an evaluation every two months.
- No. of major humanitarian information-sharing platforms that “pick-up” Logistics Cluster-produced material. Target: 4
- Guidelines and procedures for expediting the import and transit of relief consignments. Target: 1 set of Standard Operating Procedures will have been prepared in coordination with partners and Government of Yemen officials and agreed upon in writing by all parties

As required, indicators will also include:

- Percentage of requests for Inter-Agency storage fulfilled. Target: 100%
- No. of agencies and organizations using storage facilities. Target: 18 organizations, including but not limited to WFP, OCHA, UNICEF, HCR, UNFPA, WHO, FAO, UNDSS, Save the Children, IR, CSW, IOM, and additional INGO/NGO partners.

Provision of Humanitarian Air Services:

The key performance indicators are:

- Percentage of light cargo transported through UNHAS versus requested. Target: 80%.
- Number of passengers transported through UNHAS. Target: with an average of 6-8 persons per one way flight, over four months of flights some 336 passengers would be transported (not accounting for duplication)
- Percentage utilization of contacted hours and effective utilization of the aircraft capacity. Target 100%
- Number of UN agencies and other humanitarian organizations utilizing the air services. Target: 25 organizations, including but not limited to WFP, OCHA, UNICEF, HCR, UNFPA, WHO, FAO, UNDSS, Save the Children, IR, CSW, IOM, and additional INGO/NGO partners; on an exceptional basis some limited media and embassy representatives.
- Operational reports will be provided on a regular basis (see indicators above).

RECOMMENDATION

This Special Operation covering the period from 24 May to 23 November 2010 at a total cost of US\$ 530,634 is recommended for approval by the Deputy Executive Director & Chief Operating Officer with the detailed budget provided.

APPROVAL

Amir Abdulla

Deputy Executive Director & Chief Operating Officer

D. SPECIAL OPERATION SO 200130 BUDGET REVISION

NATURE OF REVISION:

- Extension in time of the project to include the period 1st January - 31st December 2013
- An increase in ODOC and DSC to support the activities detailed below.

BACKGROUND:

1. Yemen is facing an increasingly complex humanitarian crisis. Families displaced by the Sa'ada conflict and refugees from the Horn of Africa continue to rely on humanitarian assistance for survival. Similarly, Al Qaeda elements continue to fight government forces in Abyan governorate, southern Yemen, which has led to large displacements of people to Aden and other governorates in the south. At the same time the combined effects of the global food, fuel and financial crises have increased poverty in Yemen and have further exacerbated the vulnerability of a population that is already suffering from alarming rates of hunger and malnutrition. The government's ability to provide basic services is challenged by oil prices and oil production. All these elements continue to add new shocks to an already critical humanitarian crisis in the country. The Humanitarian Country Team has

therefore requested the continuation of the following Logistics Cluster activities: enhancement of emergency preparedness and response, provision of information sharing platforms, strengthened coordination and fuel provision to humanitarian agencies, air passenger service to secure regular movement of staff and materials, and advocacy for the smooth importation of relief goods.

2. The Logistics Cluster was originally activated in support of the humanitarian operations in Sa'ada, and since May 2010 has provided air passenger services to Sa'ada. Since July 2012 WFP flights to Hodeidah have been added to the flight schedule for humanitarian actors in Yemen. Given the problems traveling by road from Sana'a to Sa'ada with its tribal insecurity, carjacking, low level clashes, kidnappings, internal grievances, landmines, unexploded ordinance and overall poor road conditions, air travel is the safest and best option for the movement of humanitarian actors.
3. As a result of the on-going political crisis, Yemen's economy continues to be effected. One of the most visible effects of the deteriorating economy is the severe scarcity of fuel products. Since June 2011, the Logistics Cluster has been required to fill the gap. As a result three fuel storage facilities have been established in WFP warehouse compounds in Sana'a, Haradh and Aden with a total storage capacity of 380,000 litres serving the humanitarian community. Fuel is delivered under the Logistics Special Account funding mechanism on cost recovery basis.

JUSTIFICATION FOR THE REVISION:

1. The Humanitarian Country Team has stressed the necessity to continue and maintain coordinated and cohesive logistics systems to ensure the uninterrupted supply of life-saving relief items within Yemen, and to continue providing an air passenger service to humanitarian aid agencies, facilitating their response countrywide.
2. At the same time the Humanitarian Country Team has intermittently requested ad hoc air charters to/from Sa'ada for the movement and/or evacuation of relief personnel in Sa'ada governorate.
3. Safe and secure access is still a major challenge, limiting humanitarian organizations' ability to provide regular assistance and hampering the implementation of comprehensive needs assessments in northern Yemen.
4. The fuel crisis continues to impede the humanitarian response in Yemen. Many UN agencies and I/NGOs continue to find it difficult to obtain sufficient supplies of fuel to sustain their operations. WFP — in its capacity of Logistics Cluster Lead Agency — has been tasked by the Humanitarian Country Team to secure access to fuel for the wider humanitarian community until the crisis is resolved.
5. WFP Yemen therefore proposes a Budget Revision with an extension in time for this Special Operation (SO) 200130, thereby continuing logistics support to the current relief activities for the humanitarian community as outlined below:

IMPLEMENTATION:

- 1 Four flights per month will be scheduled from Sana'a – Sa'ada - Hodeidah, permitting safe access for humanitarian aid agencies to the north and west.
- 2 The Logistics Cluster will continue providing coordination and information sharing support including GIS mapping to humanitarian agencies.
- 3 WFP will continue procuring fuel products from official dealers and supplying them to recipient organizations on a full cost-recovery basis (plus an administrative fee) through Service Level Agreements.
- 4 The established Logistics Cluster coordination cell in Sana'a will continue chairing regular logistics meetings between the UN and I/NGO focal points.
- 5 WFP will assign dedicated staff for management of the air passenger service as well as to the fuel provision. The latter will dispense fuel at each location and ensure that safety standards are adhered to. Standard Administrative and Operating Procedures for WFP Yemen's fuel facilities and use of UNHAS service have been shared with all participating organizations, outlining user safety guidelines.

- 6 The attached SO budget details the costs necessary to maintain and operate the UNHAS service, fuel facilities (including staff/equipment and operating costs) and coordination services.

In light of the above, this budget revision for the extension in time of the project for one year from 1st January - 31 December 2013 is recommended for the Regional Director approval.