

# YEMEN



## EXPENDITURE (IN KCHF)

Protection	<b>1,271</b>
Assistance	<b>26,260</b>
Prevention	<b>1,184</b>
Cooperation with National Societies	<b>2,674</b>
General	-

▶ **31,389**

of which: Overheads **1,914**

## IMPLEMENTATION RATE

Expenditure/yearly budget	<b>106%</b>
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## PERSONNEL

Expatriates	<b>32</b>
National staff (daily workers not included)	<b>125</b>

## KEY POINTS

In 2010, the ICRC:

- ▶ resumed visits to people held by the Political Security Organization in Sana'a to monitor their treatment and living conditions, sharing its findings and recommendations confidentially with the detaining authorities
- ▶ facilitated the first videoconference calls between people held at the US internment facility at Guantanamo Bay Naval Station in Cuba and their relatives in Yemen
- ▶ alongside the Yemen Red Crescent Society, provided emergency assistance to some 160,000 people in the north, including regular food rations and hygiene items to some 30,000 IDPs and residents between August and December
- ▶ supported 13 primary health care centres and mobile clinics in the north, which gave consultations to some 130,000 people, including IDPs, and 4 limb-fitting centres caring for 9,050 disabled patients
- ▶ in a first joint emergency response operation with the National Society from the new ICRC office in Aden, provided water to people displaced by fighting in Shabwa province
- ▶ helped the National Society strengthen its capacity to operate according to the Movement's Fundamental Principles, adopt its revised statutes and develop its management reform process

The ICRC has been working in Yemen since the outbreak of the civil war in 1962. It works with the Yemeni Red Crescent Society to assist civilians affected by hostilities. It monitors the treatment and living conditions of detainees held by the authorities, seeking to expand such activities throughout the country. It promotes the incorporation of IHL into national legislation, academic curricula and the training of the armed and police forces. ICRC tracing activities enable refugees to restore family links and Yemeni nationals to locate and contact relatives detained/interned abroad.

## CONTEXT

The February ceasefire ending the sixth round of open hostilities since 2004 between government forces/allied tribes and the Houthis in Yemen's northern provinces continued to be threatened by intermittent armed clashes. Tensions eased in August following Qatari government mediation to cement the truce and an exchange of prisoners in late December. However, the chances that this would lead towards a permanent peace agreement remained slight in the absence of a genuine political process.

Government forces sought to eradicate armed groups, including "Al-Qaeda in the Arabian Peninsula" (AQAP), held responsible for acts of violence against both national and foreign targets, and engaged in frequent and violent clashes with supporters of a secessionist movement in the south.

Security concerns and movement restrictions in the north hampered efforts to deliver humanitarian aid to conflict victims there, especially in rural areas. Many IDPs feared returning to their villages. Those that did return often found their homes, livelihood assets and basic infrastructure damaged or destroyed.

Political tensions over proposed electoral reforms prompted opposition groups to announce a boycott of parliamentary elections set for April 2011.

A steady flow of migrants, mostly from the Horn of Africa, put further strain on Yemen's limited resources.

MAIN FIGURES AND INDICATORS			
PROTECTION			
CIVILIANS (residents, IDPs, returnees, etc.)			
<b>Red Cross messages</b>		<b>Total</b>	<b>UAMs/SCs*</b>
RCMs collected		3,081	5
RCMs distributed		4,200	2
Phone calls facilitated between family members		240	
<b>Tracing requests, including cases of missing persons</b>		<b>Total</b>	<b>Women</b>
People for whom a tracing request was newly registered		158	49
People located (tracing cases closed positively)		62	
Tracing cases still being handled at 31 December 2010 (people)		198	64
			65
<b>Documents</b>			
People to whom travel documents were issued		7	
Official documents relayed between family members across borders/front lines		1	
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)			
<b>ICRC visits</b>		<b>Total</b>	<b>Women</b>
Detainees visited and monitored individually		237	
Detainees newly registered		237	
Number of visits carried out		13	
Number of places of detention visited		3	
<b>Restoring family links</b>		<b>Total</b>	
RCMs collected		144	
RCMs distributed		29	
Phone calls made to families to inform them of the whereabouts of a detained relative		506	
People to whom a detention attestation was issued		10	

\* Unaccompanied minors/separated children

ASSISTANCE					
CIVILIANS (residents, IDPs, returnees, etc.)					
Economic security, water and habitat			<b>Total</b>	<b>Women</b>	<b>Children</b>
Food	Beneficiaries		157,011	25%	55%
	<i>of whom IDPs</i>	Beneficiaries	76,830		
Essential household items	Beneficiaries		155,725	25%	55%
	<i>of whom IDPs</i>	Beneficiaries	95,761		
Water and habitat activities	Beneficiaries		161,506	55%	40%
	<i>of whom IDPs</i>	Beneficiaries	80,753		
<b>Health</b>					
Health centres supported	Structures		13		
Consultations	Patients		130,438		
	<i>of which curative</i>	Patients		56,619	48,828
	<i>of which ante/post-natal</i>	Patients		231	
Referrals to a second level of care	Patients		1,909		
Health education	Sessions		353		

## MAIN FIGURES AND INDICATORS

## ASSISTANCE

PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)				
Economic security, water and habitat		Total	Women	Children
Food	Beneficiaries	3,872		
Essential household items	Beneficiaries	4,168		
WOUNDED AND SICK				
Physical rehabilitation				
Centres supported	Structures	4		
Patients receiving services	Patients	9,050	1,980	4,285
New patients fitted with prostheses	Patients	786	209	229
Prostheses delivered	Units	893	230	256
	<i>of which for victims of mines or explosive remnants of war</i>	Units	268	
New patients fitted with orthoses	Patients	2,611	585	1,280
Orthoses delivered	Units	4,145	807	2,298
	<i>of which for victims of mines or explosive remnants of war</i>	Units	49	
Crutches delivered	Units	1,390		
Wheelchairs delivered	Units	7		

## ICRC ACTION AND RESULTS

After the February ceasefire, despite a fragile security situation, which during the first half of the year simultaneously enabled the return of its expatriate staff to Sa'ada and forced those in Amran to relocate for two months to Sana'a, the ICRC decided in May to increase its budget to cover the emergency needs of a greater number of conflict victims, including some affected by a temporary decrease in WFP food assistance.

However, owing to security and other constraints, thousands of conflict-affected people could not be reached by Yemeni Red Crescent Society/ICRC teams, with significant relief stocks remaining at year-end. Additional extended networking with civilian authorities, military commanders, and traditional and religious leaders at community level proved vital in securing access to conflict victims, including in areas outside government control, and gaining support for the ICRC's neutral, impartial and independent approach. To enable it to work in partnership with the ICRC, the National Society continued to require wide-ranging support to strengthen its capacities to function in accordance with the Movement's Fundamental Principles and to operate in conflict-affected areas. The volatile situation forced the ICRC to constantly readapt its working procedures and guidelines for activities carried out via "remote management" by Yemeni Red Crescent volunteers and ICRC local staff to ensure these were properly monitored.

In Amran and Sa'ada provinces, some 157,000 people received food rations to cover their needs for one month and some 156,000 people received essential household items, most of them only once. During the second half of the year, however, residents in some northern parts of Amran province and IDPs and residents in the Sa'ada area benefited from regular assistance. Some 161,500 IDPs and residents in the Sa'ada region were the beneficiaries of projects carried out with local water boards or the National Society to maintain or improve water supply and sanitation systems. These projects included emergency measures, such as water-trucking, and the rehabilitation or repair of water networks and two primary

health care centres. Around 130,000 people attended consultations at 13 health facilities run by the Yemeni Red Crescent or the health authorities, which received regular ICRC medical supplies alongside management and staff-training support.

The opening of an office in Aden enabled the ICRC to better assess the situation and humanitarian needs and prepare contingency plans with National Society branches in the south. As a first result, in September, newly formed National Society/ICRC emergency response teams promptly provided water to some 4,350 people displaced by fighting in Shabwa province.

After a second ICRC war-surgery seminar in Sana'a, the Health Ministry and the ICRC reinforced their cooperation with a view to strengthening hospital surgical capacities in the north and south of the country. In coordination with the ministry, the National Society and the ICRC also worked to build up first-aid capacities in these areas. The four physical rehabilitation centres in Aden, Mukalla, Sana'a and Taiz, which provided care to some 9,050 disabled patients, received further ICRC technical, training and material assistance.

ICRC visits to people detained by the Political Security Organization (PSO) to assess their treatment and living conditions resumed in July after a hiatus of several years. Talks continued with the detaining authorities on gaining access to all detainees, including those held by the National Security Bureau, the Counter-Terrorism Unit, and the Criminal Investigation Department (CID) of the Ministry of Interior. Assistance programmes for women in prison and for irregular migrants awaiting deportation, in both cases implemented alongside the National Society, continued.

ICRC tracing and RCM services enabled Yemeni nationals, detainees and refugees to re-establish and maintain links with family members in Yemen or living or detained/interned abroad.

ICRC activities continued to be coordinated with those of its Movement partners, UN agencies and other humanitarian actors in fields of common interest.

## CIVILIANS

Insecurity and limited access (see *ICRC action and results*) prevented the collection of first-hand data on potential violations of IHL and slowed the development of dialogue with all parties to the conflict. Public appeals and confidential meetings that did take place focused on the necessity to spare the civilian population, respect health services and facilitate the passage of humanitarian aid.

Despite the insecurity, compounded by major difficulties in operating in accordance with the Fundamental Principles, thousands of families, both resident and displaced, mainly in the Amran and Sa'ada provinces but also in the south, received some emergency assistance from National Society/ICRC teams, including food, water, shelter materials, essential household items, basic medical care and family-links services. To carry out these various programmes, Yemeni Red Crescent and ICRC national staff received appropriate training (see *Red Cross and Red Crescent Movement*).

### **Conflict victims in the north receive limited aid vital to their survival**

In the north, 157,011 people (76,830 IDPs) received food rations covering their needs for one month and 155,725 people (95,761 IDPs) received essential household items, both at least once. They included IDPs in and around Sa'ada City, IDPs in Mandaba close to the border with Saudi Arabia, residents in and around Sa'ada City and, in Amran province, IDPs south of Houth district and destitute people living in isolated areas of Harf Sufyan and Houth districts.

However, security and other obstacles raised by local leaders or authorities frequently hampered impartial and independent aid delivery. Lengthy meetings were necessary to agree on needs assessments, beneficiary registration procedures and distribution sites. Therefore, thousands of conflict-affected people could not be reached by Yemeni Red Crescent/ICRC teams and thousands were not assisted more than once. Between August and December, however, an average of 6,500 IDPs (some 950 households) mainly in Yemeni Red Crescent/ICRC camps in and around Sa'ada City and 24,000 residents and IDPs (3,750 households) in Sa'ada old city and in some northern parts of Amran province benefited from monthly distributions of food rations and hygiene kits.

In the north of Amran province, more than 10,000 people (1,460 farming households) were able to preserve their livelihoods after their 43,000 animals were treated against a deadly parasite in coordination with the animal health authorities.

In total, some 161,500 people benefited from improved water supply and sanitation, mainly in Sa'ada province, through projects carried out with local water boards or the National Society.

Emergency measures for some 134,000 people included daily truck deliveries of drinking water (nearly 700,000 litres/day) and the construction of 73 water points to cover the needs of Sa'ada IDP camps and some 100,000 Sa'ada City residents, and the provision

of diesel to operate pumping stations providing water to residents in Dayan town and some 10,000 people living in temporary settlements in the Amran districts of Al-Gubba, Houth, Khaiwan and Khamer. Additional septic tanks and latrines installed in Sa'ada IDP camps contributed to a healthier environment and disease prevention. Work was also under way to boost Sa'ada City's water storage capacity. In rural communities, some 27,500 people benefited from the rehabilitation or repair of water networks and outlets damaged or destroyed in the fighting. The rehabilitation of two primary health care centres enlarged the consultation room of one centre in Amran and doubled the capacity of another in Sa'ada serving residents and IDPs. In Amran province's Al Harf district, preliminary steps laid the groundwork to rebuild the local health centre, badly damaged during hostilities.

In the southern province of Shabwa, some 4,350 people who had fled their homes owing to intensive fighting between government forces and alleged Al-Qaeda militants accessed water thanks to an emergency Yemeni Red Crescent/ICRC operation. Some 4,500 residents of Kawkaban, Lahj province, benefited from improved water supply after rehabilitation of their local water network.

### **Conflict-affected people access primary health care**

In Sa'ada province, the signing of a cooperation agreement between the National Society, the Ministry of Health and the ICRC boosted support to primary health care services.

Some 130,000 people living in conflict-affected areas of Amran and Sa'ada provinces attended consultations at 13 health facilities, including mobile clinics, run by the Yemeni Red Crescent or the health authorities and receiving regular ICRC medical supplies alongside management and staff-training support. In addition to on-the-job training and coaching, some 50 National Society and Health Ministry staff attended workshops on primary health care and the protection due to medical services and the wounded and sick.

With ICRC support, over 128,000 children in IDP camps and villages in conflict areas in Sa'ada province were vaccinated against measles and polio in a Health Ministry prevention campaign. Similarly, a ministry malaria-control programme was reinforced through the provision of 7,500 mosquito nets distributed in the Amran districts of Harf Sufyan and Houth and associated training for 44 ministry staff and Yemeni Red Crescent volunteers.

### **Separated family members stay in touch**

Families restored or maintained contact through the National Society/ICRC tracing network with relatives detained/interned in Afghanistan, Iraq, the US internment facility at Guantanamo Bay Naval Station in Cuba, and elsewhere. These contacts were enhanced through 240 ICRC-facilitated phone calls and, for the first time in Yemen, 4 video conference calls between families and their detained/interned relatives. Families also received direct news from their relatives held in the Guantanamo Bay internment facility from an ICRC delegate who had visited them there. Those released from the Guantanamo Bay internment facility received medical care support upon their return to Yemen.

Refugees and asylum seekers, mainly from countries in the Horn of Africa, continued to rely on the same services for contact with their families in their home countries or elsewhere.

The situation did not allow either the organization of a planned regional meeting to strengthen family-links services with corresponding National Society services in Horn of Africa countries or progress in transferring expertise to Yemeni counterparts on the management of the remains of Yemen-bound African asylum seekers whose bodies were washed ashore along Yemen's coastline.

## PEOPLE DEPRIVED OF THEIR FREEDOM

The authorities and the ICRC pursued dialogue on ICRC access to all detainees in Yemen, including those held in connection with the conflict in the north and the secessionist movement in the south, and detained members of armed groups, including AQAP. After a hiatus of several years, 237 people held in a place of detention in Sana'a under the responsibility of the PSO received ICRC visits, carried out according to the organization's standard procedures, to assess their treatment and living conditions and to enable them to re-establish contact with their families. Delegates' findings and recommendations were shared confidentially with the detaining authorities.

Talks continued on obtaining unrestricted ICRC access to detainees held by the National Security Bureau, the Counter-Terrorism Unit and the CID of the Ministry of Interior, as yet to no avail.

Members of these services were among 13 representatives of the detaining authorities who deepened their knowledge of internationally recognized norms related in particular to detainees' treatment and health care during a two-day seminar. In parallel to the resumption of ICRC visits, some 40 prison officers and guards attended briefings on the ICRC's standard procedures during detention visits.

### Detained irregular migrants receive assistance

Some 3,800 irregular migrants (in average, 720/month), mainly from the Horn of Africa, held in precarious conditions while awaiting deportation in a Ministry of Interior place of detention in Sana'a continued to receive emergency assistance to ensure their health and well-being in a joint Yemeni Red Crescent/ICRC operation. Another 1,072 irregular migrants held in Hodeida and Taiz central prisons were provided with non-food items. At their request, the detention of 328 irregular migrants was notified to UNHCR or their embassies.

### Detained women improve their social reintegration prospects

Around 200 female detainees in 10 central prisons continued to benefit from a vocational training programme (e.g. sewing, literacy, handicraft and computer courses), which included the provision of recreational materials and day nursery facilities for their children. Run by the Yemeni Red Crescent with ICRC support, the programme aimed to improve their living conditions in detention and to facilitate their reintegration after release through

income generated from the sale of their products. After release, 19 women benefited from ICRC input to start their own businesses (e.g. a sewing equipment package).

## WOUNDED AND SICK

When monitoring allowed, civil and military hospitals in conflict areas in northern and southern provinces received ad hoc medical supplies to help them cope with influxes of wounded patients. After a second ICRC war-surgery seminar in Sana'a attended by 91 doctors from 21 provinces, the Health Ministry and the ICRC reinforced their cooperation with a view to strengthening surgical capacities.

In coordination with the Health Ministry, the National Society and the ICRC reviewed the curriculum and material for first-aid training and defined a plan of action to develop the first-aid network. Some 80 trainers from 12 branches updated their skills during training. In Aden, staff of Health Ministry emergency medical services attended first-aid training organized by the local Red Crescent branch with ICRC support.

Some 9,050 patients received services at the four State-run physical rehabilitation centres in Aden, Mukalla, Sana'a and Taiz, which continued to receive material and training support to produce mobility aids using ICRC polypropylene technology. Patients living in the north unable to reach Sana'a received treatment at the Sa'ada centre between April and June thanks to the presence of ICRC specialists; services were either irregular or discontinued for the rest of the year owing to security constraints. Seven local technicians sponsored by the ICRC pursued specialist training at a school in India to enhance their skills. The health authorities and other stakeholders discussed ways of improving coordination between the centres at two meetings organized by the ICRC.

## AUTHORITIES

Meetings with authorities and community leaders at central and local level provided opportunities to express concerns about the impact of the conflict on civilians not engaged in the hostilities, to promote the ICRC's neutral, impartial and independent approach, and to solicit their help in facilitating National Society/ICRC activities (see *Civilians*). Information sessions on IHL and the Movement organized, for example, for 25 representatives of the Yemeni cabinet general secretariat and 150 Amran officials and traditional leaders, helped gain their support.

With further legal advice and in the course of three meetings, the national IHL committee agreed on joint activities and formulated a plan of action. Two committee members attended the third Universal Meeting of National IHL Committees held in Geneva, Switzerland (see *International Law and Cooperation*). Government officials participated in regional seminars on IHL (see *Kuwait and Lebanon*). Some 45 diplomats and 80 future judges increased their awareness of IHL at two training courses respectively at the Diplomatic Institute and the High Judicial Institute in Sana'a.

## ARMED FORCES AND OTHER BEARERS OF WEAPONS

Extended networking with Yemeni armed forces and local traditional and religious leaders enabled the ICRC to have contacts with weapon bearers at local level (see *Authorities*). In a first meeting in two years with the influential commander of the North-West Military Command Region, the ICRC directly requested his support in gaining wider access to people in need of humanitarian assistance.

The Ministry of Defence and the ICRC discussed the modalities of including IHL in the armed forces' teaching and training programmes. They renewed an agreement on the publication of articles on IHL/ICRC-related issues in the Yemeni Armed Forces' monthly magazine. Military institutes and the North-West Military Command Region received publications on the ICRC and IHL.

In parallel, contacts with the army and the police enabled the ICRC to brief officers on IHL, on the provisions of IHL and international human rights law applicable to law enforcement, and on the Movement's mandate and activities. Participants included 95 Central Security Forces officers from all provinces who took part in a three-day workshop, and the following military and security personnel who attended dissemination sessions:

- ▶ 300 Central Security Forces officers based in Amran and Sana'a
- ▶ 150 commanders and officers at the Command and Staff College
- ▶ 50 officers in the North-West Military Command Region and the First Armoured Division
- ▶ 65 police officers occupying various positions in places of detention and in the CID
- ▶ 50 officers at the Police Academy

## CIVIL SOCIETY

In addition to information sessions conducted by the ICRC for officials and traditional leaders (see *Authorities*), national and regional media outlets were regularly updated on Yemeni Red Crescent/ICRC activities through interviews, newsletters and fact sheets. One senior Yemeni journalist attended a regional seminar on IHL for Arab media in Cairo (see *Egypt*) and 18 others gained knowledge of IHL and the Movement at a two-day workshop in Sana'a.

A new comic book explaining the ICRC and its partnership with the Yemeni Red Crescent was published, targeting a wide public. The first use of a mobile telephone SMS system to promote the five ICRC-supported physical rehabilitation facilities operating countrywide prompted numerous enquiries about them.

Several hundred students, including in Islamic law, raised their awareness of the common ground between Islamic law and IHL, as well as of the ICRC, at lectures and panel discussions held in

universities around the country, including in Aden, Hodeida, Sana'a, Taiz and Tareem. Two Islamic law lecturers participated in regional IHL courses (see *Lebanon*). Subsequently, all were able to enhance their knowledge of IHL through reference books provided to their faculties.

In a further step towards the full integration of the Exploring Humanitarian Law programme into school curricula, the Ministry of Education completed teaching manuals for the syllabus, already taught in 64 schools countrywide.

## RED CROSS AND RED CRESCENT MOVEMENT

The Yemeni Red Crescent remained the ICRC's main operational partner (see *Civilians*). It received wide-ranging financial, technical and material support to strengthen its capacities to work according to the Movement's Fundamental Principles and to operate in particular from its branches in Amran and Sa'ada provinces and in the south.

With this support, the National Society, primarily through its northern and southern branches, notably:

- ▶ reinforced/developed contingency plans
- ▶ trained some 100 staff and volunteers in the fields of economic security, primary health care, restoring family links and public communication
- ▶ established core groups of some 300 trained volunteers in the north
- ▶ recruited some 200 female volunteers to deal with women-headed households and initiated a sewing training workshop for displaced women in Sa'ada
- ▶ created a core communication group to reinforce its identity and image countrywide, organized events, provided volunteers with uniform vests, and produced/distributed brochures and its bi-monthly magazine *al-Ithar*
- ▶ adopted its revised statutes and developed its management reform process

Regular meetings with all partners present in the country ensured Movement coordination.