

YEMEN



EXPENDITURE (IN KCHF)

Protection	1,568
Assistance	23,605
Prevention	1,831
Cooperation with National Societies	2,432
General	-

► **29,436**
of which: Overheads 1,797

IMPLEMENTATION RATE

Expenditure/yearly budget	60%
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PERSONNEL

Expatriates	41
National staff (daily workers not included)	152

KEY POINTS

In 2011, the ICRC:

- conducted 32 visits to detainees held in 12 places of detention, including a military prison and sites under the jurisdiction of the Political Security Organization and, for the first time, those run by the Criminal Investigation Department
- strengthened contacts with all parties, community leaders and weapon bearers, including the Yemeni armed and security forces, to gain acceptance of neutral, impartial and independent humanitarian action
- with the Yemen Red Crescent Society, helped respond to the needs of people affected by armed conflict or unrest, in particular through expanded operations in Sana'a and in the south
- acted as a neutral intermediary in the south, in Sana'a and, in December, in the village of Dammaj (Sa'ada province) to facilitate the evacuation of the wounded, the provision of emergency aid and the recovery of dead bodies
- deployed a surgeon and a head nurse, who performed 170 surgical interventions in Aden and Taiz hospitals and organized training in war surgery and mass-casualty management for more than 150 doctors and nurses
- took emergency measures, including water-trucking, to ensure clean water for over 1.4 million people, and provided emergency relief, essentially food, to some 394,000 vulnerable people

The ICRC has been working in Yemen since the civil war in 1962. The ICRC responds to the armed conflicts and other situations of violence in the country by: providing emergency relief to affected civilians and monitoring the treatment and living conditions of detainees held by the government and enabling them to restore contact with family members. Refugees and Yemeni nationals can also locate and contact family members, including those abroad, through ICRC tracing services. The ICRC also promotes respect for humanitarian principles and IHL, primarily among weapon bearers. The Yemen Red Crescent Society is the ICRC's main partner.

CONTEXT

In February, anti-government protests by students in Sana'a and other Yemeni cities, including Taiz, were rapidly overtaken by other forces and deteriorated into violence between troops loyal to President Saleh and armed opposition groups trying to dislodge him. After the Gulf Cooperation Council (GCC) brokered an agreement in November, unrest subsided, with the president leaving office in a transition process that included the vice-president's nomination as a consensus candidate for 2012 elections.

After initially supporting calls for the president's resignation, the Al-Hirak movement in the south renewed its claim for independence after the signing of the GCC-mediated agreement. This led to violent clashes in several southern cities. Furthermore, in the southern provinces of Abyan and Shabwah, confrontations between the armed forces and radical armed Islamic groups intensified, with the latter taking control of Jaar and contesting Zinjibar, the capital of Abyan governorate. There were reports of intermittent attacks by US drones on suspected positions of Al-Qaeda in the Arabian Peninsula (AQAP).

In the north, Houthis seized Sa'ada city in March. They installed their own provincial governor there and expanded their control in northern areas of Amran province while facing ongoing opposition in other areas, such as Al Jawf and northern Hajjah. In late 2011, tensions with Salafi supporters degenerated into heavy fighting, with the Houthis laying siege to the village of Dammaj (Sa'ada province).

The armed conflicts in the north and the south, as well as the unrest, further weakened the country's economic and social fabric. Scores of people were killed and hundreds injured, with many more left isolated or temporarily displaced.

ICRC ACTION AND RESULTS

As the armed conflicts and unrest evolved and changed in nature, so did the humanitarian situation and associated needs. The delegation adapted its plans accordingly, developing some activities and cancelling others. It extended operations in the south and around Sana'a. It also increased, wherever possible, support to the Yemen Red Crescent Society – at both headquarters and branch level and particularly in the south – to boost its capacities to work with the ICRC and respond to emergency needs.

Across the country, the ICRC strengthened networking with all parties and community leaders and stepped up contacts with weapon bearers, including the Yemeni armed and security forces,

Main figures and indicators		PROTECTION	Total		
CIVILIANS (residents, IDPs, returnees, etc.)					
Red Cross messages (RCMs)					
				UAMs/SCs*	
RCMs collected			3,054		
RCMs distributed			3,131		
Phone calls facilitated between family members			378		
Reunifications, transfers and repatriations					
People transferred/repatriated			3		
Human remains transferred/repatriated			31		
Tracing requests, including cases of missing persons					
				Women	Minors
People for whom a tracing request was newly registered			123	29	38
People located (tracing cases closed positively)			106		
	<i>including people for whom tracing requests were registered by another delegation</i>		7		
Tracing cases still being handled at 31 December 2011 (people)			157	44	47
Documents					
People to whom travel documents were issued			124		
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)					
ICRC visits					
				Women	Minors
Detainees visited			600		
Detainees visited and monitored individually			144		3
Detainees newly registered			89		2
Number of visits carried out			32		
Number of places of detention visited			12		
Restoring family links					
RCMs collected			80		
RCMs distributed			203		
Phone calls made to families to inform them of the whereabouts of a detained relative			30		
Detainees visited by their relatives with ICRC/National Society support			15		
People to whom a detention attestation was issued			21		

* Unaccompanied minors/separated children

Main figures and indicators		ASSISTANCE	Total	Women	Children
CIVILIANS (residents, IDPs, returnees, etc.)					
Economic security, water and habitat					
Food		Beneficiaries	393,946	25%	55%
	<i>of whom IDPs</i>	Beneficiaries	35,354		
Essential household items		Beneficiaries	131,091	25%	55%
	<i>of whom IDPs</i>	Beneficiaries	45,786		
Agricultural, veterinary and other micro-economic initiatives		Beneficiaries	89,522	25%	55%
Water and habitat activities		Beneficiaries	1,701,339	55%	40%
	<i>of whom IDPs</i>	Beneficiaries	30,500		
Health					
Health centres supported		Structures	21		
Average catchment population			141,235		
Consultations		Patients	170,338		
	<i>of which curative</i>	Patients		62,187	50,421
	<i>of which ante/post-natal</i>	Patients		2,266	
Immunizations		Doses	18,472		
	<i>of which for children aged five or under</i>	Doses	18,346		
	<i>of which for women of childbearing age</i>	Doses	126		
Referrals to a second level of care		Patients	144		
Health education		Sessions	8		
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)					
Economic security, water and habitat					
Food		Beneficiaries	1,178		
Essential household items		Beneficiaries	1,188		
Agricultural, veterinary and other micro-economic initiatives		Beneficiaries	112		
Water and habitat activities		Beneficiaries	370		
WOUNDED AND SICK					
Hospitals					
Hospitals supported		Structures	16		
	<i>of which provided data</i>	Structures	8		
Admissions		Patients	327	21	
	<i>of whom weapon-wounded</i>	Patients	238	19	
	<i>(including by mines or explosive remnants of war)</i>	Patients	2		
	<i>of whom other surgical cases</i>	Patients	89		
Operations performed			170		
First aid					
First-aid posts supported		Structures	7		

Main figures and indicators	ASSISTANCE	Total	Women	Children
Physical rehabilitation				
Centres supported	Structures	4		
Patients receiving services	Patients	22,870	5,755	9,302
New patients fitted with prostheses	Patients	322	76	40
Prostheses delivered	Units	380	81	42
	<i>of which for victims of mines or explosive remnants of war</i>	Units	5	
New patients fitted with orthoses	Patients	6,739	1,553	2,800
Orthoses delivered	Units	8,251	1,728	3,857
	<i>of which for victims of mines or explosive remnants of war</i>	Units	1	
Crutches delivered	Units	1096		
Wheelchairs delivered	Units	25		

to gain acceptance of neutral, impartial and independent humanitarian action. Based on its assessment of the situation, the ICRC reminded all actors, both in private meetings and publicly, of their obligations under IHL, international human rights law and relevant legal standards. Meetings focused on the importance of protecting persons not or no longer participating in the violence and those treating the wounded and of allowing humanitarian workers, especially health staff, unrestricted access to conflict/violence-affected people.

The ICRC expanded its detention-related activities, visiting detainees held in more facilities run by the Political Security Organization (PSO) and, for the first time, in those run by the Criminal Investigation Department (CID). It also visited people in the custody of opposition groups in Sana'a. Findings were shared confidentially with the detaining authorities. With the National Society, it expanded family-links services, including for families with relatives detained/interned abroad.

The delegation structured its assistance activities along three main lines: a response to the emergency needs of victims of the fighting and unrest throughout the country; the expansion of emergency assistance for conflict-affected people in the south; and the continuation of assistance to conflict-affected people in the north, primarily through early recovery initiatives. However, during the first half of the year, differences with the local authorities on ICRC working methods and the management of the National Society branch hindered operations in Sa'ada province until an agreement was reached enabling the ICRC to resume operations unaided by the Yemeni Red Crescent.

In the south and in Sana'a, the Yemeni Red Crescent, supported by the ICRC, trained more volunteers and deployed first-aid and emergency-response teams suitably equipped with, *inter alia*, ambulances, first-aid kits and blankets, thus enabling them to serve the needs of several hundred people. The wounded were evacuated and bodies recovered with the ICRC acting as a neutral intermediary. In addition to the provision of medical and surgical materials to health facilities caring for the wounded, the ICRC deployed a surgical team to help treat the weapon-wounded and conduct training in war surgery and mass-casualty management. Support to primary health care services was also maintained, in particular in the north.

Some 1.4 million people benefited from emergency measures to restore their water supply. Around 394,000 vulnerable people, including IDPs, in Abyan, Lahj and Sa'ada provinces received emergency assistance, mainly consisting of food. They included IDPs in the north, who were provided with special assistance packages to facilitate their return home. In Amran province, farmers benefited from activities to improve livestock health and from

support for other agricultural activities. There, as well as in Sa'ada and in the south, local water boards and ICRC teams restored water networks in rural areas.

Coordination with Movement partners and other relevant actors ensured humanitarian needs were met while avoiding duplication.

CIVILIANS

In response to the rise in violence, the ICRC intensified its contacts with all actors concerned to enable medical and Movement staff to conduct their humanitarian activities as necessary and to guarantee the injured unimpeded access to medical care (see *Wounded and sick*). Both in private dialogue and publicly as appropriate, the ICRC reminded parties to armed conflicts of their obligations under IHL, and also discussed with the authorities international human rights law and standards applicable in law enforcement operations. Documented allegations of abuses were submitted both orally and in writing to those allegedly responsible, contributing to corrective measures being taken.

Civilians able to cope better with the consequences of armed conflict or other situations of violence

Economic assistance was adapted to the country's changing situation and security constraints (see *ICRC action and results*). In the north, civilians in Amran and Sa'ada received emergency aid and, where possible, medium-term support to enable them to maintain, improve or restore their livelihoods. During the second half of the year, as a result of discussions with the local authorities in Houthi-held areas, more people benefited from ICRC assistance, including, in December, the besieged residents of Dammaj. In the south, as of June, isolated IDPs and residents in Abyan province and IDPs in Lahj province received emergency assistance.

Except in Sa'ada (see *ICRC action and results*), trained Yemeni Red Crescent volunteers and ICRC staff carried out joint needs assessments and planned and implemented appropriate responses, including relief distributions.

In total, 393,946 vulnerable people (56,656 households), including 35,354 IDPs (6,904 households) in Abyan, Lahj and Sa'ada provinces, benefited from emergency food rations (full rations for IDPs; half for residents). An average of 49,500 people per month received such rations, while more than 200,000 received them more than once. Some 131,000 also received essential household items (e.g. blankets and hygiene parcels). Around 500 IDP households in Sa'ada were provided with the means to go home and given a two-month food ration and essential items to ease their return.

In Amran province, 57,323 farmers (8,189 households) had a more secure income after their animals were treated against fatal parasitic diseases in a campaign organized with the Ministry of

Agriculture. Work to reinforce veterinary services also started. This included the training of 41 women animal health assistants, mainly recruited among households headed by widows. In northern areas of the province, an additional 32,199 vulnerable people (4,594 households) returning to their land sowed enough cereal and vegetable seed to yield a harvest that, based on a review, was the best in 20 years, enabling them to cover their needs for five to six months and save quality seed for the next season.

In total, some 1.4 million people benefited from emergency measures to restore their water supply. Among these were an average of 30,500 individuals (e.g. IDPs in Sa'ada camps, people in isolated areas of Amran province) receiving 415,000 litres of trucked-in water per day and around 1.3 million people in Sa'ada who accessed drinking water thanks to generators provided to the city during the second quarter of 2011.

Some 250,000 people in Amran, Lahj, Sa'ada and Shabwah provinces also benefited from projects to restore conflict-damaged or neglected infrastructure, including the construction of elevated water platforms and storage tanks, the rehabilitation of wells and the provision of fuel to keep water systems running. One health centre was entirely rebuilt and similar work on two others was awaiting the go-ahead from the authorities. Training, including specialist instruction for six staff members of the Sa'ada water board, allowed systems to be managed autonomously.

People in Sa'ada and Amran provinces accessed better health care services thanks to structural support provided to six health centres run by the Yemeni Red Crescent or the local health authorities. It comprised financial aid, on-the-job training and the provision of medicines and consumables. From December, three additional centres started receiving similar support, including one in Arhab district (Sana'a province). Twelve other centres, mainly in the north, received ad hoc support in the form of medical consumables. In Amran province, people were immunized against measles and polio and had increased protection against malaria through the distribution of 10,000 mosquito nets in campaigns carried out by the health authorities with ICRC support.

Separated family members stay in touch

Refugees and asylum seekers, as well as Yemeni nationals, restored and/or maintained contact with relatives back home or detained/interned in-country or abroad by using the Yemeni Red Crescent/ICRC tracing network.

Requests to trace relatives allegedly arrested as a result of the situation (see *People deprived of their freedom*) increased, while over 1,000 RCMs and 28 parcels were sent by families to people held in Yemen and abroad, including in Afghanistan, Iraq and the US internment facility at Guantanamo Bay Naval Station in Cuba. These contacts were supplemented by 248 ICRC-facilitated telephone calls and 130 video calls between families in Yemen and their detained/interned relatives abroad (see *Afghanistan* and *Washington*) and direct news from relatives held at Guantanamo Bay transmitted by ICRC delegates who had visited them in their place of detention.

Families in Sana'a recovered the remains of 28 deceased relatives thanks to their collection by National Society/ICRC teams in various parts of the city. In December, with the ICRC acting as a neutral intermediary, nine foreigners left Dammaj and the remains of three people killed there were returned to the authorities concerned.

Forty people from around the country attended a course on the proper management of human remains to facilitate their identification and notification of the families.

More than 120 refugees and asylum seekers, mainly from the Horn of Africa, returned home or resettled with ICRC travel documents issued in coordination with the relevant authorities.

PEOPLE DEPRIVED OF THEIR FREEDOM

The ICRC pursued dialogue with the central authorities for access to all detainees under their jurisdiction, particularly those held in connection with the unrest, the armed conflict in the north and the secessionist movement in the south and members of armed groups, including alleged members of AQAP. In February, around 200 CID officers in Sana'a and other staff members attended briefings on the ICRC's detention-related work.

Talks continued with the National Security Bureau on ICRC visits to detainees held in its facilities. After the resumption of visits in 2010 to people held under the responsibility of the PSO in Sana'a, further discussions resulted in ICRC visits to those held in PSO facilities in Aden, Ibb and Taiz, as well as to those in the custody of the CID in Aden and Sana'a and to detainees held in Sana'a military prison. In the latter places, most people visited were held in connection with the unrest.

People detained by opposition groups, mostly in Sana'a, also benefited from ICRC visits.

The visits, carried out according to the ICRC's standard procedures, enabled delegates to assess detainees' treatment, living conditions and health-care services as well as re-establish contact with their families. Delegates' findings and recommendations were shared confidentially with the detaining authorities, both orally and in writing, and included feedback on respect for judicial guarantees. In addition to its visits to detainees, the ICRC held meetings with the detaining authorities, following which families received news of 10 relatives for whom they had registered tracing requests.

At the request of foreign detainees, the ICRC notified UNHCR or the relevant embassy of their detention. Fifteen detainees transferred from Aden to PSO facilities in Ibb, Sana'a and Taiz received ICRC-organized visits from relatives.

Detainees obtain assistance to reduce hardship

Some 1,200 irregular migrants, mainly from the Horn of Africa and awaiting deportation at a Ministry of Interior detention centre in Sana'a, continued to receive emergency assistance in a joint Yemeni Red Crescent/ICRC operation. The centre's population ranged from 50 to 450 over the year. They also benefited from the installation of four additional latrines and two water tanks, each with a capacity of 5,000 litres. After an assessment, this programme was not extended to migrants in central prisons with mixed categories of detainees.

Detainees under the jurisdiction of the CID in Sana'a and those in the PSO of Aden respectively had their water and sanitation infrastructure and health clinic rehabilitated.

A total of 112 female detainees in 10 central prisons enhanced their skills through an ongoing vocational training programme (e.g. sewing, weaving, literacy and computer courses), which included the provision of recreational materials and day nursery

facilities for their children. Run by the National Society, the courses aimed to improve the detainees' living conditions and to facilitate their reintegration after release through income generated from the sale of their products. The courses' success was confirmed during visits to 7 prisons and follow-up visits to 4 of the 19 women who had received support upon their release to set up their own businesses.

WOUNDED AND SICK

Following the outbreak of violence in Sana'a and other parts of the country, several hundred wounded people received first aid from emergency response teams made up of National Society volunteers and other health staff trained and equipped with materials donated in part by the ICRC (e.g. ambulances, first-aid kits). Across the country, National Society/Ministry of Health ambulances evacuated the injured to hospital with ICRC support. For example, 21 weapon-wounded people were evacuated from Dammaj, with the ICRC acting as a neutral intermediary. In total, 16 hospitals and 7 first-aid posts, including in Aden, Amran, Hodeida, Jaar, Sana'a and Taiz, received medical consumables to treat hundreds of injured.

Care of the weapon-wounded was reinforced with the arrival in June of an ICRC surgical team composed of a surgeon and a head nurse. Working mainly in hospitals in Aden and Taiz, it performed 170 surgical interventions. It also conducted training for more than 150 doctors and nurses who enhanced their professional knowledge during a war-surgery seminar and two workshops on mass-casualty management.

Nearly 22,900 patients accessed services at 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. The Health Ministry and the ICRC signed an agreement to continue their partnership in respect of these facilities, including a future centre to be opened in Sa'ada. A total of five local technicians sponsored by the ICRC followed specialist training at a school in India to enhance their skills.

AUTHORITIES

During meetings with government officials, the Houthi authorities and community leaders at all levels, the ICRC raised concerns about the humanitarian consequences of the fighting on the civilian population. It also reminded them of their legal obligations to respect and facilitate humanitarian services, in particular for the wounded and sick (see *Civilians* and *Wounded and sick*).

Sponsored by the ICRC, one representative from the Ministry of Human Rights and another from the Ministry of the Interior participated in regional IHL courses (see *Lebanon*), while the national IHL committee co-organized events to promote IHL with the ICRC.

ARMED FORCES AND OTHER BEARERS OF WEAPONS

In view of the situation, contacts were stepped up with the army, police, security forces and other weapon bearers. During meetings, senior military officers, such as the chief of staff of the Central Security Forces (CSF) and the commander of the Republican Guards, held discussions with the ICRC on the impact of the conflict on the civilian population. They were pressed to observe restraint in the use of force during law enforcement operations and to facilitate access for humanitarian workers, especially medical staff. Following discussions with Houthi leaders in the north, greater access was granted to people affected by conflict in areas under their control (see *Civilians*).

A total of 4,000 officers from various CSF units were briefed on the appropriate use of force during demonstrations at sessions held in Sana'a and Taiz, while 22 members of the CSF and the Republican Guards attended briefings aimed at facilitating National Society/ICRC access to conflict victims across the country. A senior CSF official reinforced his understanding of IHL and the ICRC's work while attending a regional workshop in Beirut (see *Lebanon*). The Yemeni armed forces' monthly magazine included three articles on the ICRC and IHL, allowing military and embassy staff worldwide to learn more about the organization's activities.

Over 30 members of an opposition tribe also attended ICRC information sessions and first-aid training in a Sana'a hospital.

CIVIL SOCIETY

Given the complexity and multifaceted nature of the security situation, the ICRC favoured tailor-made communication strategies that emphasized the role of the Movement in order to improve access, acceptance and security in conflict-affected areas. Members of local communities attended a series of briefings, and in the south first-aid courses, given by ICRC-trained Yemeni Red Crescent staff. Meetings with tribal leaders in Abyan, Aden and Lahj achieved similar objectives. Some 90 medical personnel also attended workshops organized with universities in Aden and Sana'a.

Foreign and local media reported on the humanitarian situation in Yemen, drawing in part on materials produced locally, including brochures, newsletters and fact sheets issued throughout the year. The ICRC's *Al-Insani* (The Humanitarian) magazine also published an article on family-links services between Yemen and the Guantanamo Bay internment facility.

Two IHL trainers from the Human Rights Information and Training Centre attended regional courses in Beirut (see *Lebanon*). After seven years of joint implementation and ICRC support, the Ministry of Education took over the Exploring Humanitarian Law programme being carried out in 64 schools throughout the country.

RED CROSS AND RED CRESCENT MOVEMENT

The Yemeni Red Crescent remained the ICRC's main operational partner in central and southern parts of the country. Although developments in the north resulted in the suspension of joint activities (see *ICRC action and results*), the National Society's branches received wide-ranging financial, technical and material support to strengthen their capacities to work according to the Movement's Fundamental Principles and provide assistance to the people affected by armed conflict or unrest. National Societies working internationally, the International Federation and the ICRC coordinated their support to the Yemeni Red Crescent.

With ICRC support, the National Society's headquarters and branches, notably in the south, reinforced their emergency-response capacities, in particular by training several hundred volunteers in administering first aid, assessing needs, planning and implementing emergency responses and promoting humanitarian principles (see *Civilians*, *Wounded and sick* and *Civil society*). They provided materials to their teams to undertake life-saving responses, boosted and maintained their vehicle fleets and logistical, IT and communications equipment, and enhanced operations and financial management. They held regular meetings with all partners present in the country to ensure effective coordination within the Movement.