

UNHCR YEMEN | 2022 STRATEGY AND ACTION PLAN

This update aims to provide a broad summary of UNHCR's main priorities for Yemen in 2022 and complements the 2022 country strategy available on [Global Focus](#).

More than seven years since the start of the conflict, Yemen continues to face a devastating and unrelenting humanitarian and protection crisis. According to the 2021 Humanitarian Needs Overview (HNO)¹, some 66% of its 30 million population depends on humanitarian assistance for their daily survival. This includes more than 4.2 million internally displaced people (IDPs) and 102,000 refugees and asylum-seekers². Escalation of conflict, ongoing insecurity, embargoes and a collapsed economy have pushed an estimated 80% of the total population below the poverty line and at serious risk of famine, with IDPs significantly more at risk of food insecurity than other Yemenis.

Internal displacement remains one of the defining features of the Yemen crisis. During 2021 alone, over 157,000 Yemenis were forced to flee their homes due to conflict, particularly in Marib, Taizz, Al-Hudaydah and Al-Bayda governorates. With ongoing and unrelenting hostilities, and in the absence of a negotiated political settlement, the trend of new and protracted displacement is expected to continue in 2022. While opportunities for safe and dignified returns of IDPs may emerge in stable areas, the current socio-economic and security situation and the lack of public services raise concern about the voluntary and sustainable character of returns.

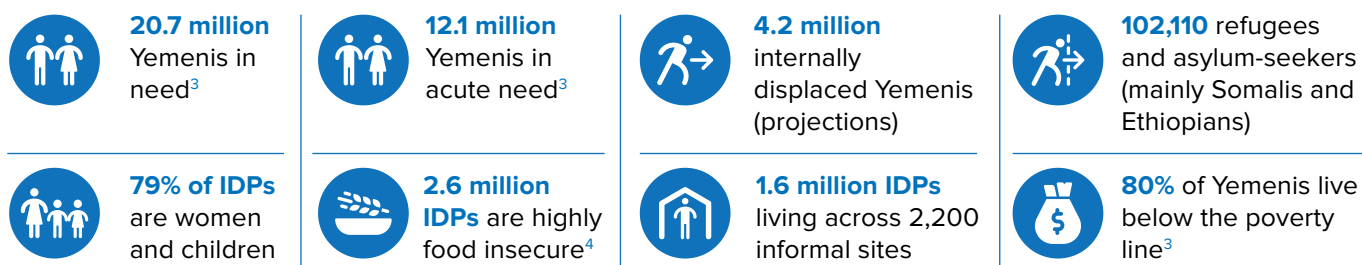
The protection environment throughout the country remains dire. Civilians continue to pay the highest price of the widespread violations of international humanitarian law by parties to the conflict. With displaced women, children, older people, people with disabilities, and other marginalized groups facing heightened protection risks due



Thousands of children in Yemen have been forced to flee their homes, but they shouldn't be forced to flee education. Over two million school-age girls and boys in Yemen are now out of school. UNHCR's CCCM teams rehabilitate schools to help displaced children continue their studies. Photo: ©UNHCR

to the multiple effects of the conflict, weak rule of law, and the deterioration of their socio-economic conditions as displacement becomes increasingly protracted.

Key figures



In 2022, UNHCR requires \$291.3 million to maintain life-saving assistance and protection services for the most vulnerable IDPs, refugees and asylum-seekers affected by the ongoing conflict in Yemen. As of 15 February 2022, UNHCR's Yemen operation is 9% funded.

¹ The HNO 2022 is still under finalisation.

² UNHCR started a refugee population review exercise in August 2020 that has steadily resulted in a reduction of the overall registered refugee population.

³ HNO 2021.

⁴ The Food Security Assessment for Yemen and the IPC analysis for 2022 are under review by the Food Security Sector.

UNHCR continues to be the only agency addressing the protection and well-being of some 102,000 refugees and asylum-seekers across Yemen, mainly from Somalia and Ethiopia. Refugees and asylum-seekers pay the toll of a deteriorating socio-economic situation, continue to rely on humanitarian assistance, and are often seen as an additional burden on already overstretched public services. COVID-19 protocols continue to challenge the resumption of assisted returns to Somalia, and the deterioration in the security situation in Ethiopia has negatively affected opportunities for voluntary and safe repatriation, with recent data indicating an increase in the number of asylum-seekers arriving in Yemen, including from Tigray. While arrivals to the country from the East and Horn of Africa mainly represent migratory movements, asylum trends are expected to slightly increase in 2022.

Yemen is further expected to remain one of the most non-permissive operational environments, with administrative hurdles, attempts by authorities to interfere in humanitarian activities, and security-related obstacles hindering access and shrinking the space for humanitarian interventions. UNHCR will continue to identify and analyse risks associated with this operational environment, take appropriate proactive and reactive mitigating measures, and will strive to uphold humanitarian principles in the delivery of its assistance and services, in cooperation with the wider humanitarian and international community.



A displaced Yemeni family sitting in their makeshift shelter during an assessment exercise in a site in Al-Hudaydah Governorate, Yemen. Photo: © UNHCR/Alejandro Staller

Key areas of intervention, activities and funding needs for UNHCR's response in Yemen

The below table provides a broad overview of the main areas of intervention and key activities that UNHCR will implement in Yemen in 2022. The list is not exhaustive, and the number of beneficiaries represents an estimate of individuals to be reached through different activities. Several individuals may receive assistance from different interventions. The full budget by outcome and enabling areas can be viewed on [Global Focus](#).

Area of intervention	Selected activities and targeted beneficiaries (subject to funding)	Budget
Well-being and basic needs	<ul style="list-style-type: none"> 1.5 million IDPs and vulnerable members of the host community as well as some 50,000 refugees and asylum-seekers will be supported with multi-purpose cash assistance 65,000 IDP and 5,000 refugee and asylum-seeker families will receive core relief items 38,000 IDPs, refugees and asylum-seekers with specific needs will have access to psychological first aid and psychosocial support 	\$117.2 M
Sustainable housing and settlements	<ul style="list-style-type: none"> 55,000 IDP families will receive emergency shelter kits 20,000 IDP families will be supported with transitional shelters 54,000 IDP families will receive cash grants for rental accommodation and house rehabilitation 	\$69.5 M
Education and healthy lives	<ul style="list-style-type: none"> 110,000 refugees and asylum-seekers will be facilitated access to primary health care services, along with members of the host community Some 9,300 refugee and asylum-seeking children will be assisted to enrol in primary and secondary education and will be supported with access to tertiary education 	\$10.6 M
Gender-based violence	<ul style="list-style-type: none"> Some 5,500 IDPs, refugees and asylum-seekers will benefit from specialized services for gender-based violence survivors Some 3,350 women and girls will benefit from social and empowerment activities 	\$7.4 M
Legal Assistance and access to justice	<ul style="list-style-type: none"> Some 26,250 IDPs, refugees and asylum-seekers will participate in legal awareness-raising sessions on basic rights, civil matters, and others 28,400 IDPs, refugees and asylum-seekers will have access to individual legal counselling, representation and mediation 	\$7.3 M
Self-reliance, economic inclusion and livelihoods	<ul style="list-style-type: none"> 12,000 vulnerable displaced individuals will benefit from cash for work initiatives and other livelihood interventions. 	\$7 M
Voluntary repatriation, sustainable reintegration, resettlement and complementary pathways	<ul style="list-style-type: none"> UNHCR will continue to explore the voluntary return of refugees through intention surveys, registration, counselling, provision of legal documentation, and pre-departure assistance and transport. UNHCR will continue to strategically use resettlement and advocate with resettlement countries for increased opportunities 	\$7 M
Access to territory, registration and documentation	<ul style="list-style-type: none"> 20,000 IDPs will be facilitated in obtaining ID cards and other valid ID documents issued by the authorities 1,300 refugee children will be supported in obtaining birth certificates 34,100 refugees and asylum-seekers will be registered on an individual basis or have their documents renewed 	\$6.8 M
Child protection	<ul style="list-style-type: none"> Some 3,500 refugee and asylum-seeking children will benefit from critical child protection services, including best interest procedures, legal assistance and recreational activities. 31,500 IDP children will benefit from access to recreational activities and psychosocial support 	\$6.7 M
Protection, policy and law	<ul style="list-style-type: none"> UNHCR will continue strengthening coordination activities among protection actors and will continue advocating with mandated authorities to ensure a more favourable protection environment for displaced populations across Yemen 	\$6.2 M
Community engagement and women's empowerment	<ul style="list-style-type: none"> UNHCR and partners manage Community Feedback Mechanisms for IDPs, IDP returnees, asylum seekers and refugees through dedicated human resources (Accountability officers, CBI Officers, hotline holders etc.), and two-way communication to ensure that persons of concern have access to information, timely feedback on their queries and complaints. 	\$ 6.2 M
Refugee status determination	<ul style="list-style-type: none"> UNHCR will continue conducting mandate refugee status determination activities for non-Somali asylum-seekers in South Yemen and will provide capacity building to authorities 	\$2.1 M

Assessing vulnerabilities, needs and protection risks

UNHCR carries out various types of assessments to rapidly identify the needs of the newly displaced population and determine the vulnerability profile and needs of IDPs, refugees and asylum-seekers, as well as the impact that UNHCR assistance has on beneficiaries' well-being. All assessments are carried out applying an age, gender and diversity approach. The main types of UNHCR assessments that will be carried out in 2022 include:

- IDP socio-vulnerability household assessments, collecting primary data at the household level on the demographic profile of the family, on socio-economic needs and vulnerabilities, on specific protection needs (documentation, HLP, specific needs of women, children etc.), and inform programming and advocacy as well as feeding into the process of eligibility for cash assistance
- Ongoing Rapid Protection and Needs Assessments to rapidly assess the situation in areas of new internal displacement.
- Refugee Participatory Assessments, largely through focus group discussions and household assessments.
- Post Distribution Monitoring (PDM) exercises following cash assistance, core relief items and shelter interventions to obtain feedback on the delivered assistance and its impact

237,000 IDP households (> 1.4 million individuals) assessed by UNHCR in 2021

- 18 out of the 22 governorates in Yemen covered
- 217 districts out of the 333 in the country covered
- Highest number of assessments done in Marib (16%), Hodaydah (15%) and Hajjah (12%)
- 79% assessed Yemeni IDPs are women and children
- 92% of assessed IDP families report having no income or less than \$40 per month
- 89% of assessed IDP families report at least one member with a vulnerability, including 23% children at risk and 44% women at risk

2,900 households – largely IDPs – recipient of multipurpose cash assistance assessed through PDM in August 2021


- 91% of families prioritized expenditure on food
- 67% of families reported borderline or poor food consumption scores
- 82% of families indicated cash assistance improved their living conditions moderately or significantly
- 84% of families stressed that they preferred cash assistance over other types of support

2022 UNHCR Response

UNHCR's activities in Yemen are guided by a **Tri-Cluster⁵** and **Area-Based** approach. The operation aims to promote the complementarity of its interventions within UNHCR-led clusters and include both displaced populations, IDP returnees – where present - and vulnerable host communities in its response.


Protection

As a key protection agency and Cluster Lead, UNHCR will continue playing a critical role in promoting the protection of civilians, with a focus on IDPs, and in contributing to mitigate the impact of the conflict on the most vulnerable population. In line with its IDP strategy of 2021, UNHCR will continue to provide a wide range of protection services through static facilities and with mobile activities, to increase outreach to remote areas. Protection interventions will include identification and referral of vulnerable persons to specialized services; psychological first aid and psychosocial support to mitigate the effect of distress; interventions to support the well-being of children, including recreational activities and identification and referral of children at risk to mandated institutions; assistance for survivors of gender-based violence (GBV), where the environment is permissible and partners have capacity; legal assistance (awareness and individual counselling and representation) on civil matters including civil-status documentation; and capacity-building activities on protection issues for its partners and authorities. UNHCR will count on its network of 12 Community Centres and 30 mobile units active in 2021 and will try to further increase the number of facilities and mobile teams to ensure better coverage in under-served areas.

 *In 2021, more than 27,000 IDPs were supported with legal assistance, and more than 41,000 with psychosocial support, among other services⁶*

Cash assistance

Cash assistance will remain critical to mitigate socio-economic vulnerabilities, deter people of concern from resorting to harmful coping mechanisms triggering protection risks, and generate positive protection outcomes. Through improved assessment tools, eligibility criteria have been refined to better incorporate specific protection elements and specific needs. PDM exercises will be periodically carried out, and the impact of cash assistance on the overall socio-economic and protection environment at household and community levels will be assessed to inform future programming. UNHCR will contribute to the Cash and Market Working Group under the coordination of the Humanitarian Country Team, and will identify opportunities to use cash assistance to build self-reliance and resilience among IDPs, the findings of which also inform refugee programming through support to income-generation activities.

 *In 2021, \$76.5 M cash was distributed, assisting 1.3 million IDPs and 80,000+ refugees and asylum-seekers.*

⁵ The Tri-Cluster approach refers to the strategy through which the operation aims to promote the complementarity of its interventions under UNHCR-led Clusters: Protection, Shelter/NFI and CCCM.

⁶ 2021 achievements will be verified as part of the 2021 Global Report process that will be concluded by mid-2022.

Shelter and core relief

As the Shelter Cluster lead in Yemen, UNHCR will continue providing emergency shelter and core relief items (e.g., mattresses, blankets, kitchen sets and solar lamps) to preserve basic living standards, prioritizing newly displaced families. In line with the Cluster shelter strategy, a UNHCR shelter strategy for IDPs and IDP returnees has been devised to complement the current emergency shelter interventions for households newly displaced by conflict and flooding, with longer term and more sustainable shelter solutions provided. This will include transitional shelters for IDPs in a situation of protracted displacement and housing rehabilitation for returnees. Resolving housing, land and property right (HLP) issues for IDPs will also be prioritized across the shelter, protection and Camp Coordination and Camp Management (CCCM) dimensions, with dedicated human resources and with the promotion of a cross-sector HLP Working Group.



In 2021, UNHCR distributed 27,000+ emergency shelter kits, built 10,000+ transitional shelters and distributed 81,500+ kits of core relief items.

Camp Coordination and Camp Management

More than 1.6 million IDPs are estimated to live in 2,200 IDP sites across Yemen, with less than a quarter supported by humanitarian actors. As the CCCM Cluster lead, UNHCR will continue to work with local authorities and partners to provide coordinated services to displaced Yemenis living in hosting sites and surrounding communities. UNHCR has devised a CCCM strategy for IDPs, better identifying prioritized interventions, from site upgrading (including flood/fire prevention) to community mobilization. Specific attention to support marginalised communities living in informal settlements, notably the Muhamasheen, will be devoted in coordination with the Inclusion Task Force of the Protection Cluster.



In 2021, CCCM core activities reached some 400,000+ IDPs living in 230 hosting sites.

Area-based approaches

To mitigate tensions and enhance peaceful co-existence between displaced and hosting communities, including in areas of return, UNHCR will implement area-based quick impact projects (QIPs). QIPs will improve living conditions, especially in and around informal settlements/IDP sites, by upgrading small-scale infrastructure such as water and sanitation facilities, building community spaces, improving gender-sensitive facilities, and creating livelihood/cash-for-work opportunities for displaced, hosting and returning communities.



In 2021, 38 QIPs were implemented, supporting both displaced and host community members.

Comprehensive refugee response

UNHCR is the only agency addressing the protection and well-being of refugees and asylum-seekers across Yemen.

UNHCR will ensure admission to the territory and access to registration and documentation, directly or with the relevant authorities to whom refugee registration and documentation activities have been progressively devolved since 2016. UNHCR will provide a range of specialised services for refugee children, including children with disabilities; will facilitate access to education for the most vulnerable; will design specific interventions for women and girls survivors of GBV; and will offer legal assistance, including in situations of detention. Refugees' access to public health and education services will also be ensured, in coordination with the authorities and UN sister agencies. UNHCR will also continue efforts towards durable solutions for refugees, through the support for voluntary returns and resettlement opportunities, to the extent that conditions allow, including by ensuring Yemen is more systematically considered by a wider pool of resettlement countries, given the large proportion of refugees with protection and other acute needs that cannot be addressed in Yemen and the lack of alternative durable solutions. The operation will further continue its engagement in the complex situation of mixed population movements, including with a committed engagement as co-lead of the Refugees and Migrant Sector.



In 2021, 7,000+ refugees were registered, 80,000+ were assisted with health services and medicines, and 15,000+ refugees were enrolled in primary and secondary education.



Habiba is a 35 years old Somali refugee who fled her country several years ago in search of a better life. She has five sons and one daughter and currently works selling ice cream. She is one of the thousands of refugees in Yemen who count on UNHCR support to continue living in dignity. Photo: © UNHCR/YPN

Partnership and coordination

As part of the Humanitarian Country Team, UNHCR leads the Protection, CCCM and Shelter/NFI clusters. UNHCR remains actively engaged in inter-agency working groups, including the Humanitarian Access Working Group, the Mental Health and Psychosocial Support Working Group, and other specialized task forces. At field level, UNHCR holds regular meetings with its 20 implementing partners – 95% of whom are national NGOs – to increase oversight, promote and set policy standards, address challenges and monitor performance. UNHCR also maintains regular contact and cooperation with institutions entrusted with humanitarian assistance and camp administration such as the Supreme Council for Management and Coordination of Humanitarian Affairs (SCMCHA) and the Executive Unit (ExUnit). On refugee matters, UNHCR exercises an advisory and support role to authorities to whom it has progressively devolved key aspects of refugee protection, such as the National Committee for Refugee Affairs (NACRA), including the Bureau for Refugee Affairs (BRA), and the Department of Immigration, Naturalization and Passports Authority (IPNA). By strengthening its collaboration with UN partners, such as UNICEF, UNHCR has also reinforced common strategies on child protection, education, and birth registration in the context of interventions for refugees; UNFPA on GBV protection; WFP on food distribution in Kharaz refugee camp; and IOM as a strategic partner in the complex agenda of mixed movements addressed through the Refugee and Migrant Multi-Sector.

Special thanks to donors

UNHCR is grateful for the critical support provided by donors to UNHCR's humanitarian response in Yemen, as well as donors of unearmarked and other flexible funding, including:

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