



Emergency response
for internally displaced persons returning to
Abyan Governorate in Yemen

Supplementary Budget Appeal



Donor Relations and Resource Mobilization Service
March 2013



Information at a glance

Targeted beneficiaries	180,000 internally displaced persons (IDPs) returning to Abyan Governorate (30,000 households)
Total additional requirements for internally displaced persons returning to Abyan Governorate in Yemen (March 2013)	USD 11.2 million
Main activities	<ul style="list-style-type: none">⇒ Ensure protection for the IDP returnees⇒ Distribute non-food items (NFIs) including shelter repair kits⇒ Implement quick impact projects (QIPs)⇒ Establish relocation alternatives⇒ De-register IDPs who return home

Cover photo: IDPs returning to Abyan are struggling to resume their daily lives in war-ravaged cities with little access to basic services. (UNHCR /Amira Al-Sharif)

MAP OF WESTERN YEMEN



CONTEXT

Population Data (as of 31 December 2012)

Registered IDPs	385,320
IDP returnees in Abyan*	98,000
Targeted beneficiaries	180,000

*The majority are returning to Khanfar, Zinjibar and Lawder.

Socio-economic environment

Yemen is one of the poorest countries in the Arab region, ranked 154th out of 187 countries on the Human Development Index (HDI) in 2011. Over 10 million Yemenis are considered to be “food insecure” by the World Food Programme (WFP), and the malnutrition rates in certain regions are comparable to those in Somalia. There are also large gender disparities, with significant gaps in women’s access to economic, social and political opportunities. Political instability and sporadic violence have continued to undermine recovery and economic growth, exacerbating the marginalization and vulnerability of people who are already destitute, in particular internally displaced persons and refugees.

Owing to its strategic location, Yemen has been a centre for transitory population movements throughout history. UNHCR’s Representation in Sana’a and sub-office in Aden have been responding to a massive influx of Somali refugees escaping war and violence since the collapse of the Government of Somalia in 1991 and the outbreak of civil war. The deterioration of the socio-economic situation in the Horn of Africa has further contributed to a continuous and significant increase in population displacement, and by the end of 2012, Yemen was hosting around 235,000 refugees and asylum-seekers, the vast majority from Somalia.

In addition to working to help protect and find solutions for this refugee population, UNHCR is involved in responding to the needs of some 385,000 Yemenis displaced within the country. Between 2004 and 2012, the “Sa’ada conflict” triggered huge waves of displacement, both within the governorate of Sa’ada and also into the governorates of Hajjah, Amran and Sana’a. As of December 2012, there were some 316,000 registered IDPs in the north of Yemen.

In early 2011, following the popular uprising in Tunisia, Libya, and Egypt, Yemenis began to hold protests against unemployment, corruption and poor development. Government efforts to curb the protests led to intense fighting in several cities in Yemen, including Sana’a, Ta’iz and Aden. The political crisis and resulting clashes compounded an already desperate humanitarian situation across Yemen. In November 2011, the ruling and opposition parties signed an agreement brokered by the Gulf Cooperation Council (GCC) and backed by the United Nations, which led to presidential elections in February 2012. Despite these developments, civil unrest and instability have persisted in several parts of Yemen. In June 2012, the UN Security Council passed a resolution (S/RES/2051) expressing concern about the security situation and the formidable economic and social challenges confronting the country which have left many Yemenis in acute need of humanitarian assistance. At the same time, in June 2012, after over a year of direct confrontation with rebel forces, the Yemeni Government announced that it had regained control of most of Abyan Governorate.

Implications of the return of IDPs to Abyan Governorate

Soon after the Yemeni Government announced it had re-established control of Abyan Governorate, many IDPs expressed their wish to return. However, major challenges impede return, including: massive destruction of homes and public buildings (up to 95%), the presence of land mines and

unexploded ordinances (UXOs), weak presence of State authorities and the absence of rule of law, basic services and livelihood opportunities.

In Yemen, more than 385,000 people have been registered as internally displaced as a result of the conflict in Abyan, as well as some 98,000 IDP returnees in Abyan. The population figures are being updated as the registration processes progress.

UNHCR is working closely with the Government to provide technical support for the development and implementation of a national IDP policy, particularly in view of the relatively new IDP situation in and around Abyan in the south, and the increasingly protracted situation of displaced people in the northern part of the country. A priority concern of the Government is to develop a mechanism to respond in a timely manner to any new displacement. A working group (chaired by UNHCR and including the Government, WFP, OCHA and interested NGOs) has been established to develop operational guidance on this issue. The resulting *Framework for Response to New Internal Displacement* adopted by the concerned parties in April 2012, sets out requirements for response, including coordination.

Challenges

The situation in Yemen remains highly charged and unpredictable. UNHCR has to cope with a volatile environment affected by localized armed conflicts amongst rival tribes in many parts of the country where the Government's ability to maintain law and order is fragile. In addition, the presence of landmines and UXOs in the south may pose significant obstacles to the safe voluntary return of IDPs.

STRATEGY AND PLANNED ACTIVITIES

Overall strategy

Two rapid assessments carried out by UNHCR and InterSOS in mid-June 2012 in Aden Governorate indicated that some 73 per cent of IDP families interviewed were willing to return to their areas of origin as soon as possible. However, they would only be prepared to go back once basic infrastructure has been re-established and security improved, especially in relation to landmines and other explosives. The key obstacles to sustainable return are: the lack of basic services, infrastructure and security; houses destroyed that need to be rebuilt; the absence of Yemeni law enforcement authorities; and financial constraints. For IDPs who have already gone back, UNHCR, together with humanitarian agencies and the Government, is providing assistance to help them begin rebuilding their lives.

As the majority of IDPs have expressed their intention to return, and taking into account the current situation in Abyan, UNHCR, in its capacity as lead agency for the Protection and Shelter/NFI/CCCM Clusters, has developed a series of measures to address these pressing issues as a part of the UN Country Team's *Humanitarian and Early Recovery Response Plan for Abyan*, developed to address the new situation. This plan sets out a strategy and measures for ending the displacement of IDPs in the south, while at the same time seeking opportunities for local integration for those IDPs who do not opt for return. It includes both early recovery components, in order to facilitate a smooth transition from a humanitarian emergency response to one of early recovery, as well as longer-term activities including reconstruction, good governance, and establishment of the rule of law. Development actors, such as UNDP and USAID, are already engaging through the implementation of quick impact projects aimed at fostering development initiatives to start rebuilding local infrastructure destroyed during the conflict.

Activities to respond to identified needs

UNHCR's response plan addresses some of the key findings reflected in the InterSOS/UNHCR and Multi-Agency Rapid Assessments, as well as ongoing monitoring in Aden and Zinjibar through, the national partner, Society for Humanitarian Solidarity. UNHCR will engage in core protection-related activities that support the restoration of a safe and secure environment and will meet returnees' basic needs in respect of NFIs and services.

Identified needs	Activities to respond to the needs
<p>Civilians returning to Abyan Governorate are among the most vulnerable members of the population and need their rights protected. The majority of those displaced are women and children and there are significant numbers of extremely vulnerable individuals (physically or chronically ill, the elderly, the destitute, etc.) who require specific attention.</p>	<ul style="list-style-type: none"> ⇒ UNHCR will work with the relevant government authorities to ensure protection of civilians; timely response to violations; and respect of international humanitarian law and human rights instruments. This activity will include specific measures to target lawyers, the judiciary / <i>sheiks</i> and other law enforcement actors, as well as to ensure support for the most vulnerable returnees in accessing land or property-dispute resolution mechanisms. ⇒ Particular attention and support will be given to returnees with specific needs through the provision of special transport arrangements within Abyan, as required, as well as access to care facilities and distribution centres in the areas of return. ⇒ 20 community-based protection monitoring mechanisms will be established to identify rights violations and protection gaps for IDP/returnee women, men, girls and boys in the south. These mechanisms will ensure that UNHCR and the Government are in a position to respond to any rights violations in a timely manner and that people of concern can be reached in the most remote areas and have access to information as to their rights and where to go for assistance. ⇒ 10 community centres will be established in areas of return to provide IDPs, returnees and host communities affected by conflict with adequate assistance and support, including legal assistance, psycho-social support, access to referral mechanisms, etc.
<p>Most returnees have lost all of their property and belongings. IDPs returning to southern Yemen lack basic services and domestic items as well as livelihood opportunities that would enable them to restart their lives in their areas of origin.</p>	<ul style="list-style-type: none"> ⇒ UNHCR will provide 30,000 returnee families with a non-food item (NFI) package, including mattresses, sleeping mats, blankets, kitchen sets, water buckets and plastic sheets.
<p>As a result of the conflict in Abyan, 95 per cent of homes are either partially or totally destroyed, and infrastructure completely wrecked.</p>	<ul style="list-style-type: none"> ⇒ While mass return is expected to take place in the near future, large-scale reconstruction efforts are not expected to begin immediately. Thus, in order to ensure that returnees have adequate access to shelter, UNHCR will provide emergency shelter repair kits to 30,000 families.
<p>As the IDPs return to south Yemen, UNHCR and its partners need to closely monitor the exercise in order to streamline the provision of humanitarian assistance, and avoid duplication in delivery and the risk of fraud.</p>	<ul style="list-style-type: none"> ⇒ UNHCR, in coordination with WFP and the Government's Executive Unit for IDPs (ExU) will establish a de-registration mechanism for IDPs in Aden and other areas of displacement, in tandem with a returnee registration system in the areas of return.

<p>Months of conflict in Abyan Governorate have caused the interruption of the main social services in the region, such as health care, primary education and provision of adequate water supplies, thus affecting local communities and hampering the potential for the reintegration of IDPs.</p>	<p>⇒ QIPs will be identified in close coordination with the inter-agency cluster system and with particular focus on protection-related interventions. These projects will also help establish peaceful coexistence between the two groups, facilitate social reintegration and create a favourable environment for return.</p> <p>Examples of QIPs:</p> <ul style="list-style-type: none"> • Destroyed wells will be repaired, two wells will be equipped with water pumping facilities and pipeline connections will be constructed; • The hospital and Alkoud Health Centre in Zinjibar, schools and other public premises will be rehabilitated.
<p>It is estimated that up to 300 families may opt to either remain in their places of displacement or relocate elsewhere.</p>	<p>⇒ Public school buildings being utilized as temporary shelters by IDPs, mainly in Aden Governorates, will be rehabilitated. Once return is progressing, UNHCR and the CCCM/Shelter/NFI Cluster will facilitate basic improvements to the remaining collective centres, thereby freeing up more schools and other public buildings to be restored to their original purpose.</p> <p>⇒ Relocation alternatives will be considered for those internally displaced individuals who no longer wish to return to their areas of origin. UNHCR and the Government will support them in exploring other viable solutions.</p>

COORDINATION

With regard to protection, shelter and NFIs, UN agencies and partners have been working through the cluster approach, with UNHCR as lead for the Protection and Camp Coordination and Cluster Management/Shelter/Non-food Items Clusters, in coordination and collaboration with the Government's ExU and non-cluster agencies to address the needs of the displaced persons.

The **Protection Cluster** is active in Abyan Governorate with five cluster members (Danish Refugee Council, International Organization for Migration, InterSOS, ExU and UNOCHA) and five UNHCR implementing partners (Society for Humanitarian Solidarity, Danish Refugee Council, Charitable Society for Social Welfare, ExU and InterSOS).

The **Shelter/NFI/CCCM Cluster** is also active in the Governorate with six cluster members: Society for Humanitarian Solidarity, Adventist Development and Relief Agency, International Organization for Migration, Charitable Society for Social Welfare, Yemen Red Crescent and Relief International providing assistance to returnees. UNHCR-funded projects are implemented by its partners Society for Humanitarian Solidarity, Charitable Society for Social Welfare, and InterSOS.

UNHCR will pursue its efforts to ensure linkages between humanitarian and recovery/development activities. Partnership with early recovery and development actors will be supported to promote the inclusion of main areas of return in development actors' planning and programming.

FINANCIAL INFORMATION

In 2013, UNHCR's ExCom-approved budget for its operations in Yemen amounts to USD 59.8 million, including requirements for refugees, asylum-seekers and IDPs. This appeal presents a supplementary budget of additional requirements totalling USD 11.2 million, established to respond to the new needs of 180,000 IDP returnees (30,000 households) to Abyan Governorate, bringing the total financial requirements for 2013 to some USD 71 million.

Breakdown of UNHCR's financial requirements in response to the emergency situation of IDPs returning to Abyan Governorate

	2013 ExCom approved budget (USD)			Supplementary requirements (USD) IDP projects Pillar 4	Total revised budget (USD)
	Refugee programme pillar 1	IDP projects pillar 4	Total		
<i>Favourable protection environment</i>	1,707,744	561,036	2,268,780		2,268,780
International and regional instruments	66,613		66,613		66,613
Law and policy	569,839	297,020	866,859		866,860
National administrative framework	81,613		81,613		81,613
Access to legal assistance	488,226	264,015	752,241		752,242
Access to territory and <i>non-refoulement</i>	333,226		333,226		333,226
Public attitude towards people of concern	168,226		168,226		168,226
<i>Fair protection processes and documentation</i>	5,300,154	2,560,765	7,860,919		7,860,919
Reception conditions	2,084,839		2,084,839		2,084,839
Identification of statelessness	248,440		248,440		248,440
Registration and profiling	998,653	1,375,119	2,373,772		2,373,772
Refugee status determination	681,453		681,453		681,453
Individual documentation	933,117	1,020,094	1,953,211		1,953,210
Civil status documentation	353,653	165,552	519,205		519,205
<i>Security from violence and exploitation</i>	2,457,026	2,626,581	5,083,607	1,200,000	6,283,607
Prevention of and response to SGBV	1,488,321	2,125,019	3,613,340		3,613,339
Non-arbitrary detention	243,226		243,226		243,226
Protection of children	725,479	428,557	1,154,036		1,154,037
Protection from effects of armed conflict		73,005	73,005	1,200,000	1,273,005
<i>Basic needs and services</i>	16,945,935	9,357,991	26,303,926	5,370,000	31,673,925
Health	3,693,331		3,693,331		3,693,331
Reproductive health and HIV services	1,097,785		1,097,785		1,097,785
Nutrition	1,325,532		1,325,532		1,325,532
Food security	199,726		199,726		199,726
Water	366,826		366,826		366,826
Sanitation and hygiene	680,053		680,053		680,053
Shelter and infrastructure	1,878,226	3,583,722	5,461,948	3,570,000	9,031,948
Access to energy	1,193,226	68,005	1,261,231		1,261,231
Population has sufficient basic and domestic items	1,523,226	3,232,547	4,755,773	1,800,000	6,555,773
Services for people with specific needs	924,546	2,473,717	3,398,263		3,398,263
Education	4,063,457		4,063,457		4,063,457
<i>Community empowerment and self-reliance</i>	3,686,697	3,662,281	7,348,978		7,348,978
Community mobilization	374,839	647,641	1,022,480		1,022,480
Co-existence with local	361,613	1,132,547	1,494,160		1,494,160

communities					
Self-reliance and livelihoods	2,950,245	1,882,094	4,832,339		4,832,338
Durable solutions	1,488,069	3,622,796	5,110,865	3,880,000	8,990,865
Comprehensive solutions strategy		1,092,641	1,092,641		1,092,641
Reintegration made more sustainable				3,280,000	3,280,000
Potential for voluntary return realized	551,829	2,377,609	2,929,438	200,000	3,129,438
Potential for integration realized	306,400	152,547	458,947	400,000	858,947
Resettlement	629,839		629,839		629,839
Leadership, coordination and partnerships	558,492	1,061,507	1,619,999	50,000	1,670,000
Coordination and partnerships	203,440		203,440	50,000	253,440
Camp management and coordination		632,547	632,547		632,547
Emergency management		182,910	182,910		182,910
Donor relations	355,053	246,050	601,103		601,103
Logistics and operations support	2,308,171	1,932,196	4,240,367		4,240,367
Logistics and supply	339,120	1,165,026	1,504,146		1,504,146
Operations management, coordination and support	1,969,050	767,170	2,736,220		2,736,221
7 per cent support costs				735,000	735,000
Total	34,452,288	25,385,153	59,837,441	11,235,000	71,072,441