

# Yemen

## Multi-year Strategy 2024 – 2025



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## 1.1 Executive Summary

Yemen will remain a protracted conflict situation with localised escalations expected around contested areas, particularly in Marib and along the frontlines. New displacements are expected, albeit on a different scale and climate change becoming a driver. The geographic concentration of internal displacement will remain similar to current trends, with some 65 per cent of IDPs expected to reside in districts under the control of the De Facto Authorities (DFA). Depending on conflict dynamics, the scale of IDP returns might increase. The socio-economic situation is likely to remain unpredictable, impacting on the capacity of authorities to deliver essential services and that of the Yemeni population at large to directly meet its basic needs.

The protection environment for refugees will remain restrictive as a result of negative reactions on the part of authorities and the public to an increase in mixed population movements from the Horn of Africa, among other factors. Asylum trends are anticipated to remain stable while opportunities for solutions will remain limited given scale of humanitarian emergencies and needs worldwide as well as conditions in the main countries of origin. Humanitarian access restrictions, bureaucratic impediments, shrinking humanitarian space and a potential decrease in available funding will continue to hamper UNHCR's capacity to deliver a comprehensive package of services to refugees and IDPs.

Against this background, UNHCR Yemen's strategic priorities will focus on:

- a. Improving protection conditions and access to basic rights for all forcibly displaced people, including the right to asylum for people in need of international protection. This will be achieved through provision of technical support and capacity building to the authorities to raise awareness and ensure respect for the principles and standards in international refugee, human rights and humanitarian law instruments that Yemen is a party to, as well as provision of legal assistance, counselling and other services to the forcibly displaced with a focus on those with specific needs in support of the exercise of their fundamental rights.
- b. Improving the living conditions of the most vulnerable forcibly displaced people through expansion of basic services and support for self-reliance through cash assistance, shelter, core relief items (CRIs), camp coordination and camp management (CCCM), health, education, women's protection, child protection and psychosocial support to people with specific needs, with priority given to protection mainstreaming across all areas.

c. Supporting the pursuit of durable solutions for all forcibly displaced people, including through the strategic use of resettlement for refugees, increased support for return to countries of origin in conditions of safety and dignity and in line with the principle of voluntariness, as well as provision of essential services based on the outcomes of protection monitoring in areas of IDP return or local settlement.

## 1.2 Situation Analysis

Yemen remains in a precarious state, marked by the absence of lasting peace since the UN-mediated truce lapsed in October 2022. Ongoing peace negotiations encounter hurdles exacerbated by regional tensions, including those arising from the conflict in Gaza.

Yemen hosts a diverse array of displaced populations, comprising refugees, asylum-seekers, IDPs, and IDP returnees, residing in both urban and rural settings, including private residences, a refugee camp, and numerous IDP sites.

Refugees and asylum-seekers primarily hail from Somalia and Ethiopia. The registration of new asylum-seekers recommenced in the northern governorates, UNHCR endeavours to ensure refugee access to registration, documentation, and specialized protection services, albeit encountering persistent challenges in advancing durable solutions. Nonetheless, progress has been achieved, and voluntary returns.

IDPs in Yemen confront challenges stemming from both conflict and climate-induced displacement. Climate-related displacement continues to be the main driver of forced displacement in 2024. Various interventions are underway to address their protection needs, including documentation, flood risk reduction, mine risk awareness, transitional shelters, and core relief items.

The UNHCR faces a critical juncture, characterized by a substantial reduction in operating funds. In response to this unprecedented challenge, a strategic realignment is imperative to ensure the effective delivery of assistance while adapting to the evolving realities on the ground. This realignment focuses on several key priorities. Firstly, there's a renewed emphasis on protection core priorities, including enhancing protection monitoring, providing vital legal assistance, and facilitating documentation support to ensure access to essential rights such as education, health, and housing.

Secondly, the focus extends to durable solutions, with efforts directed towards promoting self-reliance, inclusion, and area-based interventions for IDPs and returnees, including support for livelihood initiatives and infrastructure rehabilitation. Additionally,

consolidation of partnerships within the tri-cluster approach is prioritized to optimize operational efficiency and impact, with strategic consolidation of partners in key locations while maintaining focus on core sectors and geographic priorities.

Finally, geographic prioritization is adopted, employing a criteria-based approach to target districts with the highest levels of need and vulnerability, ensuring that assistance reaches those most in need. This comprehensive realignment underscores a proactive response to funding reductions and evolving humanitarian needs, aiming to safeguard the safety, well-being, and rights of displaced populations amidst challenging circumstances in Yemen.

### 1.3 Vision and Strategic Orientation

UNHCR will aim to renew emphasis on core protection priorities and access to basic rights for all forcibly displaced people, as well as improve the living conditions of the most vulnerable through expansion of access to basic services and the pursuit of durable solutions.

Protection interventions for refugees and asylum-seekers will remain a core part of UNHCR's plan. The strategic use of Refugee Status Determination (RSD) and resettlement will be pursued; opportunities for vocational training and small income generating activities will be provided; strengthened mechanisms for communication with communities (CwC); improved coordination in responding to mixed movements jointly with IOM; and advocacy for the inclusion of refugees in public services. UNHCR will continue to focus on prevention and risk mitigation by providing support to the most vulnerable refugees and asylum-seekers through specialized protection interventions and referrals targeting persons at heightened risk including women, girls, persons with disability, and elderly people. Legal assistance will be offered to refugees and asylum-seekers. UNHCR and partners will continue to support six schools that provide primary and secondary education to refugee and Yemeni children, five primary health centres will continue to be supported, and specialised healthcare to the most vulnerable refugees, and income-generation initiatives including capacity building to improve self-reliance. The Strategy on Self-Reliance and Solutions for refugees in the Kharaz camp will be implemented such as, inclusion of refugees into the national and local services, adopting sustainable long-term solutions such as solarization of the camp, and provision of durable solutions.

For the IDP response, UNHCR will continue to lead the Camp Management and Camp Coordination, Protection, and Shelter/NFI clusters. The Protection Cluster and the Areas of Responsibilities (AoRs) will promote the centrality of protection in humanitarian response through 1) leading inter-agency protection policy, analysis, and advocacy and

2) supporting humanitarian leadership and other clusters in mainstreaming protection in their programmes and advocacy.

A targeted approach to women's protection in accordance with the context and capacity of the partners will be applied in coordination with UNFPA. Adequate female representation and representation from marginalised communities, such as Muhamasheen, will be supported through specialized interventions where possible and through community-based structures in the case of IDPs. To address requests to facilitate access to personal documentation and resolving civil matters related to family law and housing, land, and property, UNHCR will retain its legal awareness raising workshops, individual counselling, and mediation activities, through a network of lawyers and legal counsellors. Activities on access to civil documentation will expand in line with the objectives of the UNHCR-Civil Registry Authority Joint Action Plan signed in December 2022.

UNHCR's two-way communication between IDP and refugee communities and UNHCR/partners will be strengthened with interventions through established community feedback mechanisms to empower communities to take care of their most vulnerable and identify and refer cases to specialised service providers. UNHCR is also reinforcing its Communication with Communities Strategy to strengthen accountability to affected populations

Cash assistance will be strategically used to mitigate socio-economic vulnerabilities, complement protection services, and build self-reliance. The emergency response capacity will be strengthened through rapid protection and needs assessments to identify critical humanitarian needs, followed by distribution of core relief items (CRIs), emergency shelter, and emergency cash assistance to newly displaced populations. The cash assistance strategy in Yemen centres on the use of cash to respond to the basic needs, improve its targeting approach, standardising post-distribution monitoring, and coordination and partnership with other cash actors. UNHCR will strengthen its role in the Cash and Market working group, ensuring that needs of refugees and asylum-seekers are taken into consideration in all cash-related discussions. This approach will also allow UNHCR to maintain a leading role in IDP cash response, strengthening its leading role within the cash coordination mechanisms in Yemen.

## 1.4 Fair Access and Representation

UNHCR applies Age Gender Diversity (AGD) and community-based approaches in its activities in favour of refugees, asylum-seekers, IDPs and host communities. UNHCR facilitates equal and unhindered access for women, men, girls and boys, older persons, and persons with disabilities to all services provided. Attention to AGD principles is

included in all data collection and assessments with efforts to always provide sex and age disaggregated data in analysis of findings.

To ensure coverage of all segments of the population, UNHCR encourages a gender-balanced composition of partners' monitors. Consultations with and access to services for women and girls at field level are reinforced through attention for a gender-balanced workforce amongst field partners, including social workers, lawyers, and community-based protection network (CBPN).

UNHCR's programmes are designed to facilitate the equal and unhindered access for the most vulnerable and population groups most often marginalized, such as older persons and those living with a disability. Adequate female representation and representation from marginalised communities, such as Muhamasheen, will be supported through specialized interventions where possible and through community-based structures in the case of IDPs. Outreach network members will be trained to actively engage in awareness-raising on child rights, gender equality and inclusion. Social activities for women and girls and recreational activities for children will be maintained, to offer safe spaces for them to share their concerns and improve their well-being. UNHCR will increase its attention on the inclusion of marginalised groups such as older people, people with disabilities and the Muhamasheen by improving two-way communication. Renewed efforts are ongoing to enhance complaints and feedback mechanisms (hotlines, complaint boxes, direct contacts). UNHCR is also reinforcing its Communication with Communities Strategy to strengthen accountability to affected populations. Advocacy on their specific needs will be undertaken with authorities, while measures will be put in place to strengthen referrals and design more protection-sensitive criteria for robust assistance.

## 2. Impact Statements

### ***Impact statement***

***By 2025, People of concern in Yemen will be able to enjoy improved protection conditions and access to basic rights including the right to asylum, and documentation for persons in need of international protection.***

*Impact area: Attaining favourable protection environments*

*Outcome statements*

*Forcibly displaced people enjoy non-discriminatory access to asylum in Yemen through identification, registration, and timely issuance of documentation by UNHCR or when in charge, the authorities are supported in this regard.*



*Outcome area: Access to territory, registration and documentation*  
*Asylum-seekers and refugees have access to an efficient Refugee Status Determination process and where in charge authorities are supported in building capacity and conducting the process.*

*Outcome area: Refugee status determination*  
*Coordination with the relevant authorities is enhanced and support provided to build capacity as well as develop and put into practice inclusive and rights-based policies, legislation, and services that are in line with international standards.*

*Outcome area: Protection policy and law*  
*Forcibly displaced people are better aware of their rights and obligations and have access to legal assistance and remedies including in the context of immigration detention.*

*Outcome area: Safety and access to justice*

**Impact statement**

***By 2025, the living conditions of the most vulnerable people of concern have improved through expansion of basic services and support for self-reliance.***

*Impact area: Realizing rights in safe environments*

*Outcome statements*

*Forcibly displaced people and authorities are better aware of the risk of Gender-based Violence, effective measures are in place to mitigate Gender-based Violence risk, and survivors of Gender-based Violence have adequate and timely access to quality services.*

*Outcome area: Gender-based violence*

*Children's social emotional well-being is promoted and assured through protection from violence, abuse, exploitation and discrimination and improved access to child-friendly procedures, services, and social protection*

*Outcome area: Child protection*

*The vulnerabilities and specific needs of people of concern are adequately identified, assessed, analysed, and timely addressed through provision of cash assistance, Shelter and general house-hold non-Food Items and quick impact projects.*

*Outcome area: Well-being and basic needs*

*Forcibly displaced people have improved access to sustainable shelter and basic service infrastructure in urban areas or in settlements.*

*Outcome area: Sustainable housing and settlements*

*Forcibly displaced people are included in the national health system and have adequate access to basic health services.*

*Outcome area: Healthy lives*

*Children of concern have improved access to formal and informal education on a non-discriminatory basis through enhanced engagement by relevant public education stakeholders.*

*Outcome area: Education*

**Impact statement**

***People of Concern are actively engaged in decision-making processes that affect and shape their lives and strengthen their self-reliance.***

*Impact area: Empowering communities and achieving gender equality*

*Outcome statements*

*Dependence on humanitarian assistance is reduced and self-reliance improved for Populations of Concern, particularly the most vulnerable through access to income generation opportunities.*

*Outcome area: Self-reliance, economic inclusion and livelihoods*

*Community-based mechanisms are supported promoting increased inclusive engagement, dialogue, access to information and community feedback mechanisms, participation in leadership and decision-making.*

*Outcome area: Community engagement and women's empowerment*

**Impact statement**

***By 2025, durable solutions for all people of concern to UNHCR are available and supported.***

*Impact area: Securing solutions*

*Outcome statements*

*Forcibly displaced people willing to return to their place of origin are assisted to return in safety and with dignity.*

*Outcome area: Voluntary repatriation and sustainable reintegration*

*Resettlement is strategically used as an effective protection tool and a durable solution for an increased number of refugees with compelling needs.*

*Outcome area: Resettlement and complementary pathways*

*Inter-agency response to the needs of people of concern is strengthened through improved coordination and expanded partnerships with key stakeholders including for the purpose of resource mobilisation.*

*Outcome area: External engagement and resource mobilization*

*Internally Displaced Persons are able to secure a sustainable and adequate solution that guarantees their rights and allows them to realize their potential.*



*Outcome area: Local integration and other local solutions*

### 3. Yemen 2025 Indicators and Targets

Country	Results Level	Result Area	Indicator	Population Type	Baseline	Target 2025
Yemen	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	73%	Not applicable
Yemen	Impact	IA1: Protect	1.2 Proportion of people who are able to move freely within the country of habitual residence	Refugees and Asylum-seekers	100%	Not applicable
Yemen	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	IDPs	27%	Not applicable
Yemen	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	Refugees and Asylum-seekers	6%	Not applicable
Yemen	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	100%	Not applicable
Yemen	Impact	IA3: Empower	3.1 Proportion of people who have the right to decent work	Refugees and Asylum-seekers	53%	Not applicable
Yemen	Impact	IA3: Empower	3.2a Proportion of children and young people enrolled in primary education	Refugees and Asylum-seekers	73%	Not applicable
Yemen	Impact	IA3: Empower	3.2b Proportion of children and young people enrolled in secondary education	Refugees and Asylum-seekers	24%	Not applicable

Yemen	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	1,422	Not applicable
Yemen	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	8	Not applicable
Yemen	Outcome	OA1: Access/Doc	1.1 Proportion of refugees and asylum seekers registered on an individual basis	Refugees and Asylum-seekers	124%	100%
Yemen	Outcome	OA1: Access/Doc	1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority	IDPs	82%	5%
Yemen	Outcome	OA1: Access/Doc	1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority	Refugees and Asylum-seekers	16%	30%
Yemen	Outcome	OA1: Access/Doc	1.3 Proportion of people with legally recognized identity documents or credentials	IDPs	99%	70%
Yemen	Outcome	OA1: Access/Doc	1.3 Proportion of people with legally recognized identity documents or credentials	Refugees and Asylum-seekers	134%	90%
Yemen	Outcome	OA2: Status	2.1 Average processing time (in days) from registration to first instance asylum decision	Refugees and Asylum-seekers	498	280
Yemen	Outcome	OA2: Status	2.2 Proportion of people undergoing asylum procedures who have access to legal representation	Refugees and Asylum-seekers	100%	100%
Yemen	Outcome	OA2: Status	2.3 Proportion of people undergoing asylum procedures who have access to an effective appeal mechanism after first instance rejection of their claim	Refugees and Asylum-seekers	100%	100%
Yemen	Outcome	OA3:	3.1 Extent national legal	None	Not yet	Progressing

		Policy/Law	framework is in line with the 1951 Convention and/or its 1967 Protocol		aligned: ≤69 points	towards alignment: 70-89 points
Yemen	Outcome	OA4: GBV	4.1 Proportion of people who know where to access available GBV services	Refugees and Asylum-seekers	1%	2%
Yemen	Outcome	OA4: GBV	4.2 Proportion of people who do not accept violence against women	Refugees and Asylum-seekers	100%	100%
Yemen	Outcome	OA4: GBV	4.3 Proportion of survivors who are satisfied with GBV case management services	Refugees and Asylum-seekers	100%	100%
Yemen	Outcome	OA5: Children	5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure	IDPs	71%	80%
Yemen	Outcome	OA5: Children	5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure	Refugees and Asylum-seekers	100%	100%
Yemen	Outcome	OA5: Children	5.2 Proportion of children who participate in community-based child protection programmes	IDPs	9%	40%
Yemen	Outcome	OA5: Children	5.2 Proportion of children who participate in community-based child protection programmes	Refugees and Asylum-seekers	10%	30%
Yemen	Outcome	OA5: Children	5.3 Proportion of unaccompanied and separated children who are in an alternative care arrangement	Refugees and Asylum-seekers	100%	100%
Yemen	Outcome	OA7: Community	7.1 Extent participation of displaced and stateless people across programme phases is supported.	IDPs	Moderate: 40-69 points	To be confirmed
Yemen	Outcome	OA7: Community	7.1 Extent participation of displaced and stateless people across programme phases is	Refugees and Asylum-	Moderate: 40-69 points	To be confirmed

			supported.	seekers		
Yemen	Outcome	OA7: Community	7.2 Proportion of people who have access to safe feedback and response mechanisms	IDPs	83%	100%
Yemen	Outcome	OA7: Community	7.2 Proportion of people who have access to safe feedback and response mechanisms	Refugees and Asylum-seekers	93%	100%
Yemen	Outcome	OA7: Community	7.3 Proportion of women participating in leadership/management structures	IDPs	38%	55%
Yemen	Outcome	OA7: Community	7.3 Proportion of women participating in leadership/management structures	Refugees and Asylum-seekers	34%	70%
Yemen	Outcome	OA8: Well-being	8.1 Proportion of people that receive cash transfers and/or non-food items	IDPs	18%	35%
Yemen	Outcome	OA8: Well-being	8.1 Proportion of people that receive cash transfers and/or non-food items	Refugees and Asylum-seekers	33%	75%
Yemen	Outcome	OA8: Well-being	8.2 Proportion of people with primary reliance on clean (cooking) fuels and technology	Refugees and Asylum-seekers	87%	87%
Yemen	Outcome	OA9: Housing	9.1 Proportion of people living in habitable and affordable housing	IDPs	To be confirmed	17%
Yemen	Outcome	OA9: Housing	9.1 Proportion of people living in habitable and affordable housing	Refugees and Asylum-seekers	7%	7%
Yemen	Outcome	OA9: Housing	9.2 Proportion of people that have energy to ensure lighting	IDPs	To be confirmed	70%
Yemen	Outcome	OA9: Housing	9.2 Proportion of people that have energy to ensure lighting	Refugees and Asylum-seekers	90%	90%
Yemen	Outcome	OA10:	10.1 Proportion of children	Refugees	57%	100%

		Health	aged 9 months to five years who have received measles vaccination	and Asylum-seekers		
Yemen	Outcome	OA10: Health	10.2. Proportion of births attended by skilled health personnel	Refugees and Asylum-seekers	99%	100%
Yemen	Outcome	OA11: Education	11.1 Proportion of young people enrolled in tertiary and higher education	Refugees and Asylum-seekers	1%	15%
Yemen	Outcome	OA11: Education	11.2 Proportion of children and young people enrolled in the national education system	Refugees and Asylum-seekers	65%	70%
Yemen	Outcome	OA12: WASH	12.1 Proportion of people using at least basic drinking water services	Refugees and Asylum-seekers	To be confirmed	70%
Yemen	Outcome	OA12: WASH	12.2 Proportion of people with access to a safe household toilet	Refugees and Asylum-seekers	To be confirmed	7%
Yemen	Outcome	OA13: Livelihood	13.1. Proportion of people with an account at a bank or other financial institution or with a mobile-money-service provider	IDPs	35%	40%
Yemen	Outcome	OA13: Livelihood	13.1. Proportion of people with an account at a bank or other financial institution or with a mobile-money-service provider	Refugees and Asylum-seekers	2%	5%
Yemen	Outcome	OA13: Livelihood	13.2. Proportion of people who self-report positive changes in their income compared to previous year	Refugees and Asylum-seekers	4%	5%
Yemen	Outcome	OA13: Livelihood	13.3 Proportion of people (working age) who are unemployed	Refugees and Asylum-seekers	16%	15%
Yemen	Outcome	OA15: Resettle	15.1 Number of refugees submitted by UNHCR for resettlement	Refugees and Asylum-	178	To be confirmed

				seekers		
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