

# Yemen

## AT A GLANCE

### Main Objectives and Activities

Protect refugees from Somalia, Ethiopia, Eritrea, Sudan and Iraq and pursue durable solutions for them; care for and assist destitute and vulnerable groups of Somali refugees in Al-Gahin camp, pending their relocation to a new site that will allow them a degree of self-sufficiency; run basic health care and education facilities as well as training for increasing numbers of refugees in major urban centres; nurture government efforts to improve safety in the country; help develop appropriate government policy on asylum-seekers and refugees.

### Impact

- Durable solutions were offered to 576 refugees, mostly Somalis, of whom 169 were resettled and 407 voluntary repatriated to their home countries.
- A total of 3,316 children (54 per cent boys and 46 per cent girls) received primary and secondary education.
- Assistance was provided to some 13,000 Somali refugees living in Al-Gahin camp, including food distribution, health and educational services, counselling and a modest level of support for income generation.
- Emergency assistance was given to 8,000 new arrivals from Somalia and a small number of newly arrived people from Eritrea. The Somalis were accepted as *prima facie* refugees, and the Government accepted the Eritreans as refugees on a temporary basis.



| Persons of Concern                     |                  |                        |                 |                   |
|--|------------------|------------------------|-----------------|-------------------|
| Main Refugee Origin/Type of Population | Total in Country | Of whom UNHCR assisted | Per cent Female | Per cent under 18 |
| Somalia (Refugees)                     | 56,500           | 56,500                 | 51              | 42                |
| Eritrea (Refugees)                     | 2,600            | 2,600                  | 30              | 23                |
| Ethiopia (Refugees)                    | 1,200            | 1,200                  | 43              | 16                |
| Sudan (Asylum-seekers)                 | 560              | 560                    | -               | -                 |

| Income and Expenditure (USD)                         |                  |  |                                    |                       |                   |
|--|------------------|--|------------------------------------|-----------------------|-------------------|
| Annual Programme and Supplementary Programme Budgets |                  |  |                                    |                       |                   |
|  | Revised Budget   | Income from Contributions <sup>1</sup> | Other Funds Available <sup>2</sup> | Total Funds Available | Total Expenditure |
| AB   | 4,259,727        | 690,000                                | 3,176,860                          | 3,866,860             | 3,866,860         |
| SB   | 100,000          | 0                                      | 47,423                             | 47,423                | 47,423            |
| <b>Total</b>   | <b>4,359,727</b> | <b>690,000</b>                         | <b>3,224,283</b>                   | <b>3,914,283</b>      | <b>3,914,283</b>  |

<sup>1</sup>Includes income from contributions earmarked at the country level.

<sup>2</sup>Includes allocations by UNHCR from unearmarked or broadly earmarked contributions, opening balance and adjustments.

The above figures do not include costs at Headquarters.

- Three clinics, in the Al-Gahin camp and in the two urban areas of Sana'a and Aden, were equipped to provide basic medical services, such as vaccination, reproductive health, antenatal, obstetric and postnatal care.

## WORKING ENVIRONMENT

### The Context

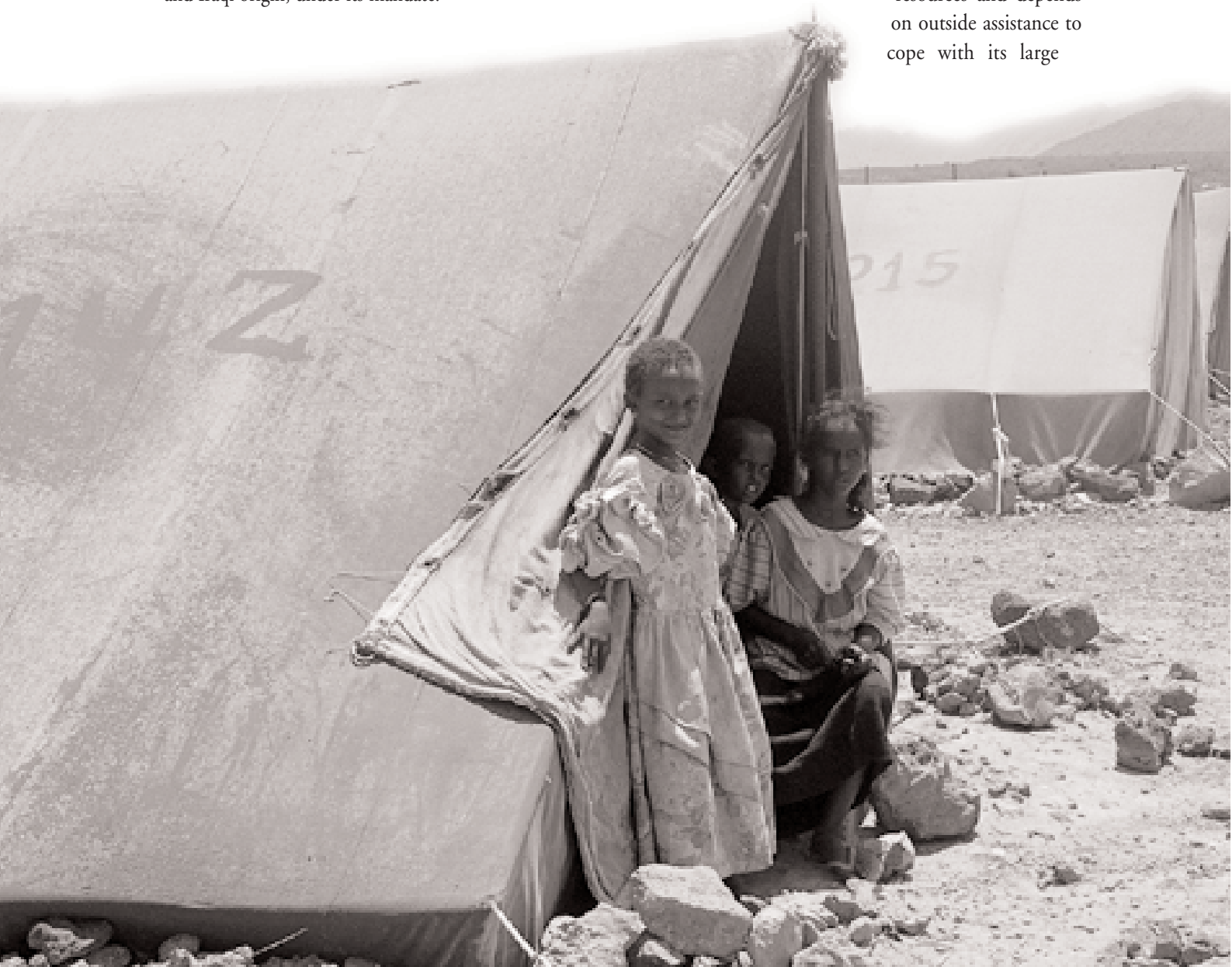
The Government of Yemen is a signatory to the 1951 Convention and its 1967 Protocol, but has enacted neither refugee status legislation nor a clearly defined policy on refugees. During the year, more than 8,000 Somali refugees arrived in Yemen, while the number of non-Somali refugees remained low. The Government continues to accept Somalis as *prima facie* refugees provided that they arrived in Yemen after the overthrow of the Siad Barre regime in late 1991, but refugees from Arab countries are still not accepted. During the last two decades, the Government accepted a number of refugee groups on a *prima facie* basis, including: 2,566 Eritreans, a majority of whom arrived in the 1980s during the war of independence; 1,203 Ethiopian refugees who arrived in Yemen during the change of regime in Ethiopia in 1991; and 247 Oromo Ethiopians who arrived later. A number of Ethiopian and Eritrean refugees arrived in Yemen in 2000, fleeing fighting between the two countries. In addition, UNHCR has assisted 252 persons, mostly of Sudanese and Iraqi origin, under its mandate.

In the absence of refugee status legislation and a consistent approach to refugee populations, and to improve co-ordination between different entities, the Government established a National Committee for Refugee Affairs in February. This Committee has received technical support from UNHCR, and should in the future facilitate more focused and effective collaboration between UNHCR and the Government on both policy issues and practical matters.

### Constraints

The security situation in Yemen continued to present a challenge to UNHCR staff and operations. Instances of hostage-taking and armed clashes between various tribes limited freedom of movement and access to refugee sites. UNHCR used armed security escorts for visits to camps, and deployed armed guards at its offices. These security measures proved adequate during demonstrations in Sana'a, when UN and other foreign offices in Yemen were targeted.

Yemen continues to be one of the least developed countries in the world. The country lacks the economic resources and depends on outside assistance to cope with its large



and growing refugee population. The most significant factor behind this growth is the influx of approximately 10,000 Somali boat refugees per year.

## Funding

Funding constraints led to a number of difficulties in programme implementation. The pace of construction of the camp in Al-Kharaz was slowed down, and construction standards for refugee shelters had to be downgraded. An environmental protection survey had to be cancelled. Other regular activities had to be reduced, for example camp maintenance, income-generating activities and direct assistance to vulnerable persons. Reduced funding hampered repatriation to Somalia: eligibility criteria for assistance had to be tightened. Similarly, the replacement of old vehicles and the procurement of communication equipment had to be deferred.

## ACHIEVEMENTS AND IMPACT

### Protection and Solutions

With respect to Somali refugees, the absence of documentation and the slow provision of identity cards remained a serious protection problem. By the end of the year, only one-third of the 150,000 Somali refugees in the country (Government estimate) had received identity cards. Negotiations with the Immigration Authority and the Ministry of Foreign Affairs (MFA) led to a plan for a joint registration operation, to be led by the MFA, with financial and technical assistance provided by UNHCR. At year's end, the proposed plan was under consideration by the newly created National Committee for Refugee Affairs.

Owing to the unstable situation in their country, only 394 Somalis returned voluntarily. UNHCR carried out individual status determination of non-Somali asylum-seekers (mostly Sudanese, Iraqi and Ethiopian nationals). Due to the Government's reservations regarding non-Somali refugees on its territory, the best durable solution for these refugees was resettlement. A total of 169 refugees were resettled in third countries. However, as UNHCR faced a steep rise in the number of asylum-seekers, by year's end 1,411 applicants had yet to be interviewed. As a part of its efforts to engage the authorities in the process of refugee status determination, UNHCR shared the names of accepted and resettled refugees with the Government on a regular basis.

The main achievement of UNHCR's efforts to build up the capacity of the authorities was the establishment of a National Committee for Refugee Affairs, representing

several ministries and other government services. The committee co-operated with UNHCR in several areas of policy formulation and practical questions, and participated in a joint general survey of refugee populations. UNHCR provided the Committee with computers and training in a special registration software.

### Activities and Assistance

*Community Services:* These included social counselling and day care facilities, language tuition, sports and recreational activities, and library facilities. At the community centres in Sana'a and Aden, 1,200 refugees (44 per cent women) attended literacy classes and language courses; 800 vulnerable refugees received cash grants and food.

*Domestic Needs/Household Support:* The population of Al-Gahin and Al-Kharaz camps received an average of 18 litres of kerosene per resident per month for cooking purposes and as a way of avoiding environmental degradation caused by the search for firewood.

*Education:* Primary and secondary schooling in both Somali and Arabic was provided in the camps and in one urban location. Under a special scholarship programme, 32 refugee students attended various courses at the university and the health institute in Aden. In addition, 150 refugees (40 per cent women and 60 per cent men) received vocational training in various trades, such as weaving, sewing, carpentry, mechanics, welding and computer skills.

*Food:* A total of 14,500 refugees, including new arrivals, in Al-Gahin and Al-Kharaz camps received basic food rations provided by WFP. In addition, UNHCR maintained a warehouse in Aden throughout the year to secure sufficient food and non-food items for refugees. Under the special school-feeding programme, 3,316 schoolchildren were provided with well-balanced cooked meals during school hours in order to ensure their healthy growth and to encourage school attendance.

*Forestry:* A survey on environmental degradation in Kharaz camp and surrounding areas planned for 2000 was postponed to 2001.

*Health/Nutrition:* Both the camp-based and the urban refugees benefited from medical services (with a focus on reproductive health and safe motherhood). At the camp clinics, primary health care, supplementary feeding programmes for breastfeeding mothers and malnourished children, vaccination schemes and emergency obstetric care were available. In addition, 2,121 refugee patients were treated in different hospitals under a referral procedure. Sanitary items were also distributed to women on a monthly basis. The refugee health clinic in

Sana'a provided 31,579 consultations, 84 per cent of them to women and children. A referral programme also allowed refugee women and children access to local hospitals for surgery or longer-term medical care. Through the health clinics, classes were organised on awareness and the prevention of sexually transmitted diseases. Among the refugees, there were 20 known to be HIV-positive, most of whom, after counselling, decided to repatriate to their countries of origin. Due to financial constraints on the UNAIDS programme in Yemen, a comprehensive programme to combat AIDS could not be delivered. Efforts to discourage the practice of female genital mutilation among the Somali refugee community were not successful.

*Income Generation:* Sewing, weaving, handicraft and carpentry workshops were organised in the Al-Gahin camp, and products were marketed or sold directly by the refugees. A total of 200 refugees (80 per cent women) benefited from the workshops.

*Legal Assistance:* UNHCR conducted status determination of asylum-seekers, issued protection letters and provided legal assistance to refugees. UNHCR also registered some 8,000 new Somali arrivals in Mayfah, and issued ration cards to 3,000 refugees. Two lawyers provided legal advice and support to refugees involved in disputes with employers. In addition, almost 2,000 undocumented Somali refugees were released from detention and transferred to the Al-Gahin camp for registration. The pre-departure costs of resettlement were covered and a repatriation grant was given to those who took up voluntary repatriation. Refugees also benefited from financial assistance for exit visas and travel documents.

*Operational Support (to Agencies):* UNHCR provided administrative support to implementing partners to cover the cost of fuel, office supplies, maintenance of vehicles and staff wages.

*Sanitation:* In Al-Gahin camp, 232 latrines were regularly cleaned and maintained.

*Shelter/Other Infrastructure:* A new camp, Al-Kharaz, was constructed with individual shelters and latrines, a water distribution network, refugee health clinics, 24 classrooms for primary schools, a warehouse, staff accommodation and office space. Although the camp was not entirely finished at the end of the year, a number of refugees had already relocated to the new facilities.

*Transport/Logistics:* Transport of refugees and new arrivals between the urban areas of Yemen and the camps was provided. UNHCR transported relief items, such as food and non-food items, medicines and other supplies to the camps. UNHCR also built a warehouse

and a food distribution centre, and installed a new telecommunications system in the Al-Kharaz camp.

*Water:* The entire Al-Gahin camp population was supplied with safe potable drinking water at the rate of 15 litres per person per day.

## ORGANISATION AND IMPLEMENTATION

### Management

UNHCR operated two offices, in Sana'a and Aden, employing a total of 53 staff: six international staff (including one JPO) and 47 national staff. In addition, one NGO provided technical assistance in the form of two civil engineers. Because of the large Somali refugee population and the plans for voluntary repatriation, UNHCR in Yemen maintained regular contact with the office in Nairobi overseeing operations in Somalia.

### Working with Others

UNHCR worked with a total of eight NGOs (four international and four national). NGO staff benefited from one People Oriented Planning workshop and one workshop on protection. International NGOs also contributed to part of the financial cost of all activities. In addition, food rations were provided by WFP. In the health sector, the programme benefited from the bilateral assistance given to Yemen, including drugs and medical supplies for the health clinics.

## OVERALL ASSESSMENT

UNHCR's objectives in Yemen proved relevant to the protection and assistance needs of different refugee groups. The role of resettlement as a protection tool was reactivated in view of the Government's reservations regarding the presence of non-Somali refugees. Community participation by refugees in the camp remained a challenge; this is to an extent explained by the inter-clan friction endemic to traditional Somali society, as well as insufficient community development experience on the part of implementing partners. However, the implementation strategy, which relied on a framework of international NGOs with in-country programmes and national NGOs, proved reliable. Capacity-building in the areas of protection and programme development (for governmental counterparts and NGOs) was effective, but further training in community development work is needed.

Voluntary repatriation is not yet considered a viable option for the Somali refugees in Yemen, who tend to use

the country as a transit point on their journey to the Gulf States and Saudi Arabia. Large-scale return is impeded, not only by the unstable situation in southern Somalia but also by the nomadic nature of this population. The informal de facto integration of Somali refugees is continuing. The UNHCR-supported programme for the registration of undocumented Somali refugees will reinforce this process. The Common Country Assessment (CCA)/UN Development Assistance Framework (UNDAF) process has allowed UNHCR to link the needs of refugees in the urban areas to development strategies, as well as bilateral and multilateral assistance programmes, allowing for an eventual phase-out of UNHCR's involvement in the area.

## Offices

Sana'a

Aden

## Partners

### NGOs

Australian Red R

Charitable Society for Social Welfare

*Cooperazione Italiana Nord-Sud*

Partners for Development

*Radda Barnen*

Red Crescent Society (Yemen)

Society for Humanitarian Solidarity

*Triangle génération humaine*

| Financial Report (USD)                      |                         |               |                  |                       |                    |  |
|---|-------------------------|---------------|------------------|-----------------------|--------------------|--|
| Expenditure Breakdown                       | Current Year's Projects |               |                  | Prior Years' Projects |                    |  |
|   | AB                      | SB            | Total            | notes                 | notes              |  |
| Protection, Monitoring and Co-ordination    | 753,614                 | 38,747        | 792,361          |                       | 0                  |  |
| Community Services                          | 123,771                 | 0             | 123,771          |                       | 19,357             |  |
| Domestic Needs / Household Support          | 127,519                 | 0             | 127,519          |                       | 2,473              |  |
| Education                                   | 68,578                  | 0             | 68,578           |                       | 5,546              |  |
| Food  | 77,524                  | 0             | 77,524           |                       | 8,633              |  |
| Health / Nutrition                          | 300,748                 | 0             | 300,748          |                       | 67,625             |  |
| Income Generation                           | 21,248                  | 0             | 21,248           |                       | 7,514              |  |
| Legal Assistance                            | 100,929                 | 0             | 100,929          |                       | 59,089             |  |
| Operational Support (to Agencies)           | 216,314                 | 0             | 216,314          |                       | 74,558             |  |
| Sanitation                                  | 147,447                 | 0             | 147,447          |                       | 66,561             |  |
| Shelter / Other Infrastructure              | 522,752                 | 0             | 522,752          |                       | 349,873            |  |
| Transport / Logistics                       | 295,741                 | 0             | 295,741          |                       | 143,017            |  |
| Water                                       | 60,681                  | 0             | 60,681           |                       | 99,098             |  |
| Instalments with Implementing Partners      | 486,830                 | 0             | 486,830          |                       | (432,326)          |  |
| <b>Sub-total Operational</b>                | <b>3,303,696</b>        | <b>38,747</b> | <b>3,342,443</b> |                       | <b>471,018</b>     |  |
| Programme Support                           | 408,063                 | 0             | 408,063          |                       | 3,556              |  |
| <b>Sub-total Disbursements / Deliveries</b> | <b>3,711,759</b>        | <b>38,747</b> | <b>3,750,506</b> | (3)                   | <b>474,574</b> (6) |  |
| Unliquidated Obligations                    | 155,101                 | 8,676         | 163,777          | (3)                   | 0 (6)              |  |
| <b>Total</b>                                | <b>3,866,860</b>        | <b>47,423</b> | <b>3,914,283</b> | (1) (3)               | <b>474,574</b>     |  |

### Instalments with Implementing Partners

|                                |                |          |                |  |                  |  |
|--------------------------------|----------------|----------|----------------|--|------------------|--|
| Payments Made                  | 2,272,572      | 0        | 2,272,572      |  | 273,549          |  |
| Reporting Received             | 1,785,742      | 0        | 1,785,742      |  | 705,875          |  |
| <b>Balance</b>                 | <b>486,830</b> | <b>0</b> | <b>486,830</b> |  | <b>(432,326)</b> |  |
| Outstanding 1 January          | 0              | 0        | 0              |  | 526,303          |  |
| Refunded to UNHCR              | 0              | 0        | 0              |  | 12,060           |  |
| Currency Adjustment            | 0              | 0        | 0              |  | (2,271)          |  |
| <b>Outstanding 31 December</b> | <b>486,830</b> | <b>0</b> | <b>486,830</b> |  | <b>79,646</b>    |  |

### Unliquidated Obligations

|                                |                |              |                |     |                   |  |
|--------------------------------|----------------|--------------|----------------|-----|-------------------|--|
| Outstanding 1 January          | 0              | 0            | 0              |     | 654,588 (6)       |  |
| New Obligations                | 3,866,860      | 47,423       | 3,914,283      | (1) | 0                 |  |
| Disbursements                  | 3,711,759      | 38,747       | 3,750,506      | (3) | 474,574 (6)       |  |
| Cancellations                  | 0              | 0            | 0              |     | 156,795 (6)       |  |
| <b>Outstanding 31 December</b> | <b>155,101</b> | <b>8,676</b> | <b>163,777</b> | (3) | <b>23,219</b> (6) |  |

Figures which cross reference to Accounts:

(1) Annex to Statement 1

(3) Schedule 3

(6) Schedule 6