

# 2015

## HUMANITARIAN NEEDS OVERVIEW

# Yemen

December 2014



Prepared on behalf of the Yemen Humanitarian Country Team



## KEY HUMANITARIAN ISSUES

An estimated 15.9 million people – or 61 per cent of the population – need some form of humanitarian assistance in Yemen, an increase of 8 per cent since last year. The rise is primarily due to expanding conflict, growing arrivals of migrants and refugees, and population growth in areas with poor access to even the most basic services.

### Food insecurity and malnutrition

Despite narrow improvements, nearly half of Yemenis still struggle with food insecurity and malnutrition. 10.6 million Yemenis are unable to meet their food needs, including 5 million who are severely food insecure. In addition, 1.6 million people require nutrition services – including 850,000 acutely malnourished children, of whom 160,000 are severely acutely malnourished. Recent improvements appear mainly attributable to humanitarian assistance and could be lost without continuing support.

### Lack of water, sanitation health and other basic services

An estimated 13.4 million people lack access to safe drinking water, and 12 million have no proper sanitation facilities. 8.4 million people lack access to basic health care, and mothers are 57 per cent more likely to die in childbirth than elsewhere in the Arab World. Failing basic services threaten the health and development of more than half of Yemenis and contribute to child malnutrition and disease outbreaks. These figures have not changed substantially since last year.

### Conflict, insecurity and displacement

Localized conflicts displaced about 80,000 people in Yemen in 2014. Most returned home shortly after conflict ended. However, some 335,000 Yemenis remain in protracted displacement, mainly in the north. As of late 2014, 215,000 IDPs had returned home, but many struggle to resume normal lives due to a lack of livelihoods, damaged infrastructure, contamination from unexploded ordnance (UXO) and weak rule of law.

### Rights violations, exploitation and other forms of abuse

Conflict and weak rule of law leave many Yemenis in need of protection from rights violations, exploitation and other forms of abuse. Human rights abuses, gender-based violence and violations of child rights all remain widespread – particularly in conflict-affected areas. Refugees and migrants – whose numbers are increasing – are especially vulnerable to abuse, including human trafficking.

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**Assessment registry:**  
<http://cnap.ochayemen.org>



# IMPACT OF THE CRISIS

## HIGHLIGHTS

Yemen is one of the largest humanitarian crises today, with 61 per cent of the population in need of some form of aid. The vast majority of Yemen’s humanitarian needs stem from years of under-development, endemic poverty, weak state authority and rule of law, as well as poor governance and resource management. This situation has been exacerbated by political instability and increasing conflict in many parts of the country.

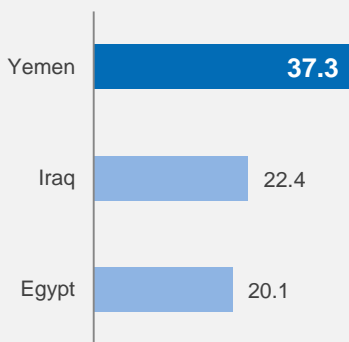
### Drivers and underlying factors

Despite growing levels of humanitarian assistance over the past three years, Yemen continues to face one of the world’s largest humanitarian crises. In 2015, an estimated 15.9 million people (or 61 per cent of the population) will require some kind of humanitarian assistance – mainly in the food, water and health sectors. This is an 8 per cent increase over an estimated 14.7 million people last year. Needs mainly stem from years of poverty, under-development, and weak state authority and rule of law – including human rights violations and other abuse. Since 2011, conditions have severely deteriorated due to political instability and conflict, leading to the near-collapse of basic services. As a result, more vulnerable families have been pushed into reliance on external assistance to meet their basic needs. Women are especially vulnerable – for the ninth year in a row, Yemen is at the bottom of the World Economic Forum’s Gender Gap Index. Although the rapid deterioration in conditions following the 2011 political crisis has slowed, long-term development investments are required to sustainably lift Yemenis out of vulnerability. In the meantime, humanitarian action is needed to save lives, protect civilians and promote resilience.

### Under-development and poverty

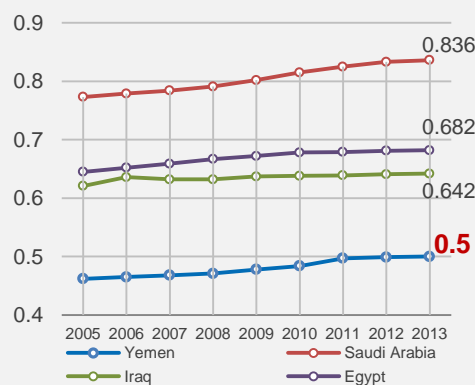
Poverty in Yemen is pervasive. According to the World Bank, 37.3 per cent of Yemenis were living in poverty (less than US\$2 per day), in 2005 – a far higher rate than in other Middle Eastern countries and the last year for which comparative data was available. By 2012, UNDP estimated that the poverty rate had risen to 54.4 per cent, illustrating a pronounced effect of instability. Women, children and people living in rural areas are the worst affected. Opportunities for families to move out of poverty are severely constrained by the weak labour market. Government estimates of unemployment – which measure only active members of the labour force – stand at 17.6 per cent; among 15- to 24-year-olds, the figure is 33.7 per cent. UNDP estimated that youth unemployment (15- to 24-year-olds) had reached 52.9 per cent in 2012. Over 90 per cent of Yemeni women of working age do not participate in the labour force, and more than 90 per cent of women who do work – mostly in rural areas – work without pay. Growing poverty has a direct impact on families’ ability to cope with crisis and other challenges, meaning that more families must seek external assistance to meet their basic needs.

**Poverty rate (% < \$2/day, 2005)**



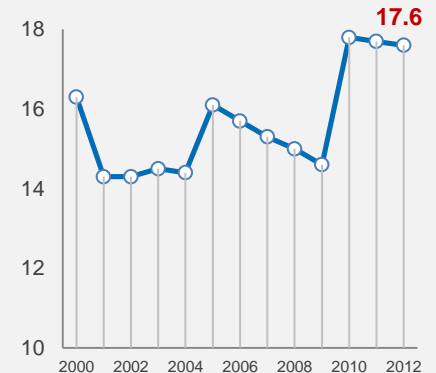
Source: World Bank. Data reflects latest year possible for comparison.

**Human Development Index (2005-13)**



Source: UNDP

**Unemployment rate (% , 2000-12)**



Source: Government of Yemen

Recent political instability and conflict have contributed to worsening poverty rates, but the underlying causes lie in structural economic weakness. Yemen's economy lacks diversification: natural resources – mainly oil and gas – accounted for 25 per cent of GDP, 90 per cent of exports and 67 per cent of Government revenue in 2011, the most recent year for which data are available. The economy is also acutely vulnerable to international food and commodity price fluctuations. This is partly because Yemen imports an estimated 90 per cent of its food – including 85 per cent of staple grain crops – and partly because of heavy reliance on the oil sector.

In order to address structural economic deficiencies and qualify for a \$553 million loan from the International Monetary Fund (IMF), the Government cut fuel subsidies in July, causing prices to rise by 57 per cent overnight. By some estimates, fuel subsidies were consuming one third of the Government's budget, and economic analysts largely agree that they were unaffordable. However, millions of Yemenis saw the subsidies as essential to keep fuel prices – and, by extension, food, water and other basic commodity prices – down. The cuts led to widespread protests beginning in mid-August, and subsidies were partially reinstated in September.

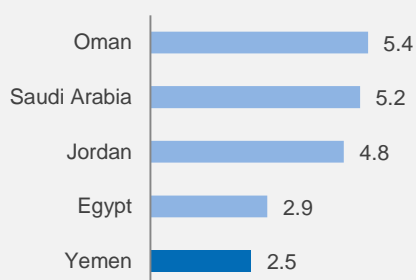
### Lack of basic services, weak state authority and poor resource management

Basic services and infrastructure were weak or absent in many parts of Yemen prior to 2011, and political turmoil that year caused their availability and quality to decline further. In conflict-affected areas, this deterioration was largely due to widespread damage to social infrastructure and displacement in areas where Government presence had evaporated. In non-conflict areas, weak basic services were further undermined by poor governance, under-investment and diminished Government reach.

The decline of state authority has accelerated in many areas in the last year as the national Government has been pre-occupied with political and security developments in the capital. As a result, Government ability to provide services in many areas or invest in critical infrastructure has stagnated, exacerbating needs for safe drinking water, sanitation facilities, health care and education. In the eyes of many Yemenis, the Government does not adequately invest in critical infrastructure and manages public resources extremely poorly, partly due to high levels of corruption. This contributes to resentment of national and local authorities that has fuelled popular discontent and conflict in the last year. At the end of 2014, a looming fiscal crisis threatened to erode available services and state authority even further, with potentially negative consequences for political stability and people's basic living conditions.

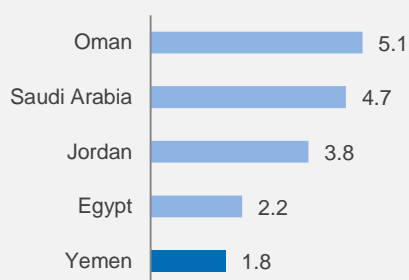
#### Perceptions of infrastructure quality

1: Extremely underdeveloped  
7: Extremely developed



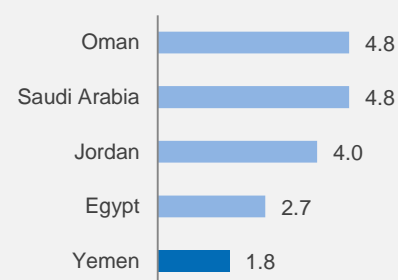
#### Perceptions of official spending

1: Extremely inefficient  
7: Extremely efficient



#### Perceptions of public fund diversion

1: Corruption very often diverts funds  
7: Corruption never diverts funds



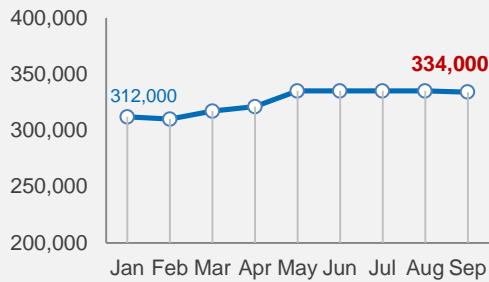
Source: World Economic Forum (WEF). *Global Competitiveness Report 2014-2015*. Figures above present results of wide-ranging public opinion surveys on issues relevant to economic competitiveness.

### Political instability, conflict and lack of rule of law

Violent conflict, instability and weak rule of law are chronic problems in Yemen. These concerns intensified amid political turmoil in 2011 that ultimately saw long-time President Ali Abdullah Saleh step down in early 2012. For the past three years, Yemen has been engaged in a political transition process that seeks to establish an inclusive, democratic government. The National Dialogue Conference (NDC) concluded in January 2014, demonstrating Yemeni parties' commitment to try to resolve their differences peacefully. Minor clashes continued throughout the dialogue period, but on a dramatically smaller scale than what the country had witnessed in the preceding years. However, Yemen has seen a resurgence of armed conflict since the end of the NDC early this year. Clashes in 2014 spread through most of northern and central Yemen, mainly between Al Houthi (a revivalist movement

affiliated with Zayidi Islam) militants and Sunni tribal groups, About 80,000 people were temporarily displaced by conflict in 2014. Fleeing families were often female- or child-headed – men stayed behind to fight, defend property, or had been killed or injured. These families faced additional protection concerns in addition to the burden of displacement.

**Registered IDPs in Yemen (2014)**



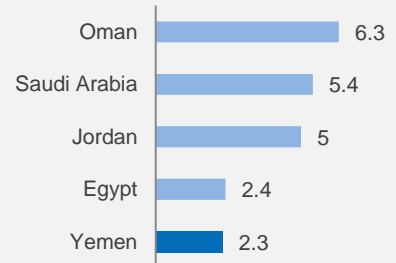
Source: UNHCR

**Estimated total new IDPs (2014)**  
Incl. unregistered and temporary

**80,000**

Source: UNHCR, OCHA

**Perceptions of cost to businesses of terrorism threat** 1: Very high; 7: None



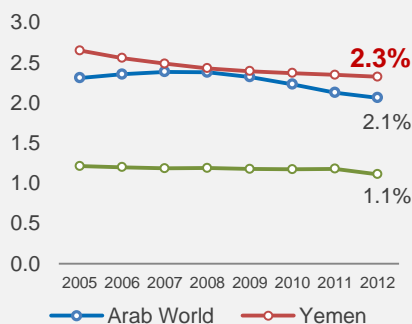
Source: WEF

In August 2014, large Al Houthi-led protests reached Sana'a, calling for the resignation of the Government, reinstatement of fuel subsidies and implementation of outcomes of the National Dialogue Conference (NDC). Fighting broke out in Sana'a for several days in mid-September, ending with the UN-brokered Peace and National Partnership Agreement (PNPA). In October and November, clashes were reported in Al Bayda and Ibb Governorates between Al Houthi fighters, Al Qaida in the Arabian Peninsula (AQAP) militants and their affiliates.

In the south, the Government led a military campaign against AQAP in Abyan and Shabwah Governorates in April and May, temporarily displacing about 24,000 people. As Al Houthi presence has expanded beyond traditional northern areas, AQAP attacks – mainly targeting Al Houthi affiliates – have increased, including a suicide bombing at a demonstration in Sana'a that killed 47 people in October. The separatist southern movement Al Hirak has also bolstered calls for independence since September and set a 30 November deadline for southern secession. This movement has been accompanied by civil disobedience and protest campaigns in several areas of the south, including Aden and Al Mukalla.

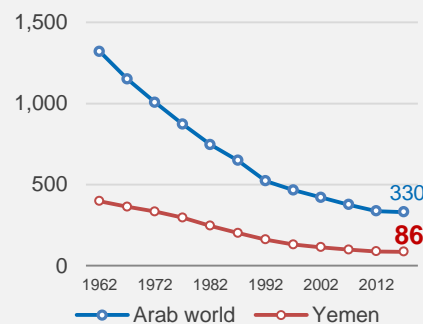
**Environmental and demographic pressures**

**Population growth rate (annual)**



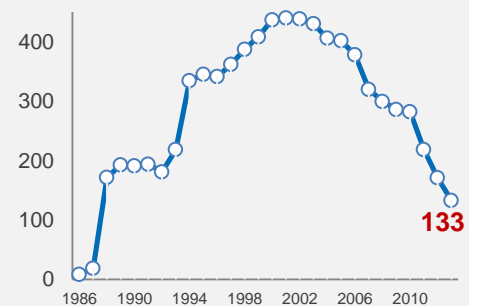
Source: UN DESA

**Fresh water resources per capita (m<sup>3</sup>)**



Source: World Bank

**Oil production ('000 barrels per day)**



Source: US Energy Information Agency

While Yemen is experiencing increased conflict and decreased economic opportunity, it also faces severe environmental and demographic pressure. Yemen is the seventh most water-scarce country in the world. The per capita availability of fresh water is just 86 m<sup>3</sup> – a quarter of the Arab World average and not even 1.5 per cent of the global average – and has dropped 78 per cent since 1962. This has profound consequences for people's immediate well-being, as well as profound economic implications. An estimated 30 per cent of the labour force

work in agriculture, which depends directly on water availability and a favourable climate. Droughts have become more frequent and floods more common, resulting in loss of life and damage to infrastructure and livelihoods. Climate change may be driving increasing incidence of floods, exacerbated by a lack of adequate management of water resources. Oil production – a mainstay of the economy – is falling rapidly due mainly to declining reserves. By 2013, production had dropped 70 per cent from its 2001 peak. At the same time, international oil prices have declined by 40 per cent in the second half of 2014.

These challenges are all intensifying at a time when Yemen's population is growing rapidly – about 2.3 per cent annually, or twice the rate of global population growth. By 2025, the Government projects the population will reach 35 million – an increase of one-third in just 10 years. About 40 per cent of Yemen's population is currently under the age of 14. Faced with dwindling oil, water and other natural resources, as well as an economy on the brink of collapse and high-levels of youth unemployment, these demographics significantly contribute to the country's overall vulnerability.

### Outlook for 2015

The drivers of the humanitarian crisis in Yemen remain largely the same as in 2014. However, 2015 is likely to see a geographic shift in the most severe humanitarian needs as conflict potentially spreads to new areas. Given increased political instability and risk of conflict, one concern is that strides towards improving resilience, addressing the drivers of humanitarian vulnerabilities and facilitating Yemen's progress towards recovery may be further complicated.

### Critical events timeline

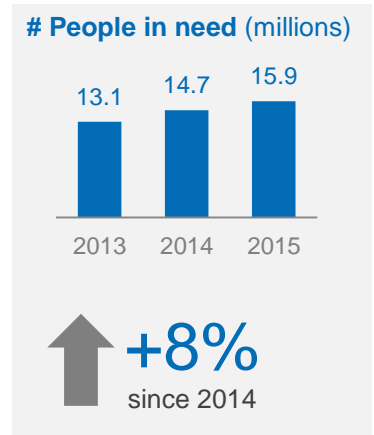
Events	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Season (dry/rainy)	Dry season			Rainy			Rainy season			Dry season		
Seasonal storms							Flood risk					
Sana'a avg. temp. < 9°C												
Low water reserves												
Higher food prices						Hunger gap						
Planting season												
Local harvests (non-qat)*						Harvest 1				Harvest 2		
Qat harvest; local migration												
Increased labour demand												
School year												

\* Harvest 1 includes wheat, sorghum and millet. Harvest 2 includes wheat, sorghum and coffee. Source: OCHA, clusters

### Geographic scope and demographic profile of the crisis

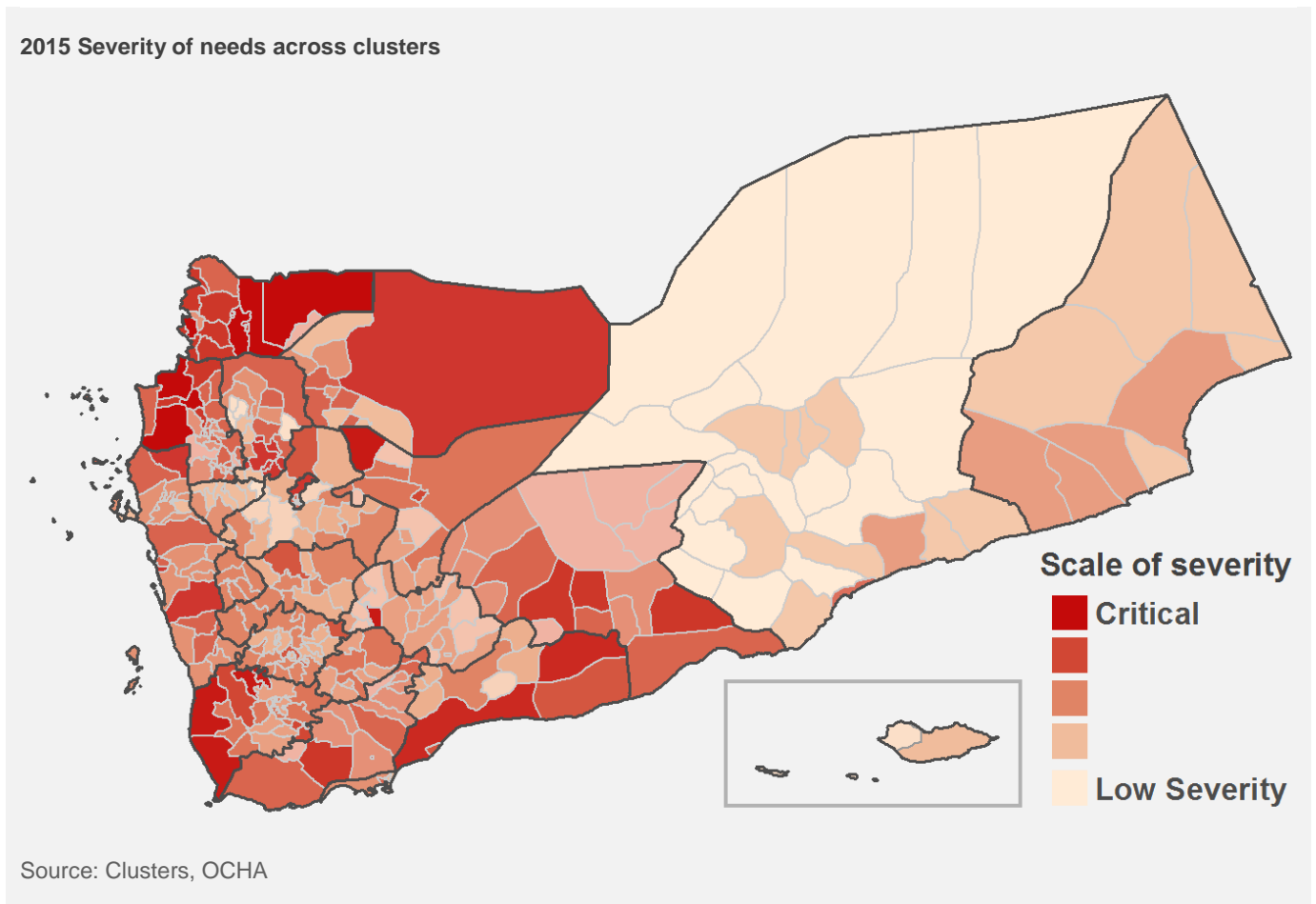
The estimate of people in need in 2015 is 15.9 million people, or 8 per cent higher than the 2014 figure. The increase is primarily a result of expanding conflict, increased arrivals of migrants, refugees and returning Yemeni labourers from Saudi Arabia, as well as population growth in impoverished areas with poor access to the most basic services.

The spread of conflict in recent months caused an upsurge in displacement in 2014. Most new displacement was temporary, with people returning home shortly after fighting subsided. Continued political instability and recurrent conflict have complicated the ability of a limited number of recent IDPs to return home, particularly if they are perceived as hostile to local *de facto* authorities. Yemen's long-term IDPs, who have been sheltering mainly in Hajjah Governorate since the 2004-10 Sa'ada wars, also continue to struggle to return home, although work is under way to promote durable solutions. In the meantime, this group still requires humanitarian aid.



### Geographic priorities

Geographic priorities are reflected in the map below. Critical needs are concentrated mainly in recent conflict areas – including Amran, Al Jawf, Marib and Shabwah – and areas along the densely-populated western coastal plain, where access to life-saving water, health, food, essential items and nutrition support is urgently needed.

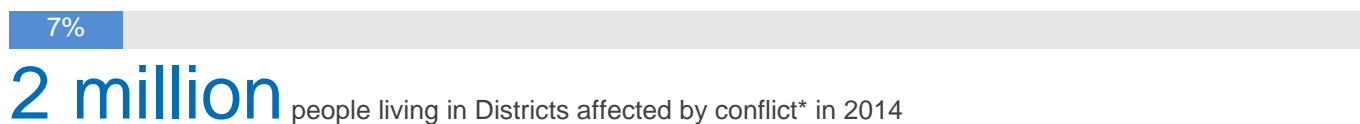
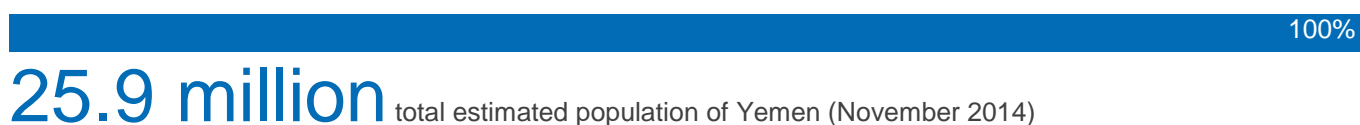


The process for estimating the number of people in need replicates last year's methodology in order to ensure comparability across the two-year Yemen Humanitarian Response Plan (YHRP). Each cluster agreed with partners

a methodology for determining people in need within that cluster. Although specific approaches differed somewhat by cluster, all methodologies included reviews of assessments conducted to date, extrapolations from population data, indicator weighting and joint analysis. To arrive at a national estimate of people in need, OCHA reviewed cluster estimates and cumulated the single highest cluster estimates in each Governorate. This approach is an imperfect approximation, but avoids double-counting. Data were disaggregated by gender and age based on Governorate population estimates. [More details are available in the 2014 Humanitarian Needs Overview.](#)

Partners will more clearly distinguish life-saving needs and other priorities when revising YHRP cluster response plans. The Humanitarian Country Team – based on feedback from the Inter-Cluster Coordination Mechanism (ICCM) – may also consider options for introducing a standard methodology for all clusters to estimate people in need ahead of the 2016-17 planning cycle. Major challenges in this regard include the different types of needs by cluster and how to measure them, as well as variation in resources across clusters for assessments and planning.

### Total population and people in need



\* Includes total population of Districts that experienced sustained clashes (at least two days in a row) or that received at least 300 IDP families (2,100 people) at any point in 2014. Source: Government of Yemen Central Statistics Office (CSO), OCHA, Clusters

### Classification of people in need of humanitarian assistance

<b>15.9 million</b>	
Total people in need	
<b>584,000</b> displaced	<b>15.3 million</b> non-displaced
334,000 IDPs	
250,000 refugees	

Source: UNHCR, OCHA, Clusters

## People in need of humanitarian assistance by Governorate

Males represent 51 per cent of people in need, and females represent 49 per cent. Children (under 18 years old) represent 50 per cent of people in need. Of the 50 per cent of people in need who are over 18 years old, 4 per cent are elderly (over 60 years old). Each of these groups have specific needs that must be considered when designing response programmes. Partners estimate the average household to include seven individuals.

Governorate	Children (<18)		Adults (18-59)		Elderly (>60)		Total		TOTAL
	Male	Female	Male	Female	Male	Female	Male	Female	
Abyan	94,718	91,236	115,642	111,391	10,578	10,189	220,939	212,816	433,755
Aden	120,800	104,855	121,000	105,029	12,366	10,734	254,166	220,618	474,784
Al Bayda	134,210	133,460	120,697	120,023	9,712	9,658	264,620	263,142	527,761
Al Dhale'e	90,510	83,588	83,330	76,958	6,909	6,381	180,749	166,927	347,675
Al Hudaydah	531,429	502,713	485,535	459,298	42,645	40,341	1,059,609	1,002,352	2,061,961
Al Jawf	69,864	56,578	225,804	182,864	2,690	2,179	298,358	241,621	539,979
Al Maharah	16,743	13,349	14,331	11,426	1,250	996	32,323	25,771	58,094
Al Mahwit	83,607	81,806	76,828	75,173	7,647	7,483	168,083	164,462	332,545
Sana'a City	199,899	168,343	157,228	132,408	10,793	9,089	367,920	309,840	677,760
Amran	272,053	264,114	216,882	210,553	17,942	17,418	506,877	492,084	998,961
Dhamar	398,403	402,956	295,776	299,156	27,341	27,654	721,520	729,766	1,451,286
Hadramaut	100,574	90,643	100,778	90,826	9,886	8,910	211,238	190,378	401,616
Hajjah	411,223	386,004	337,430	316,737	25,571	24,003	774,224	726,744	1,500,968
Ibb	309,181	329,601	288,176	307,209	23,933	25,514	621,291	662,324	1,283,614
Lahj	145,697	143,489	155,167	152,816	14,404	14,186	315,267	310,491	625,758
Marib	25,917	22,578	71,639	62,410	1,595	1,390	99,152	86,378	185,529
Raymah	117,972	120,258	92,008	93,791	8,769	8,939	218,748	222,988	441,736
Sa'ada	262,956	243,247	208,897	193,240	17,985	16,637	489,838	453,124	942,962
Sana'a Gov.	190,950	186,469	175,731	171,607	16,255	15,874	382,936	373,950	756,886
Shabwah	90,215	84,319	79,328	74,143	4,650	4,346	174,193	162,807	337,000
Socotra	2,799	2,961	2,799	2,961	233	247	5,830	6,170	12,000
Taizz	354,526	401,121	327,373	370,400	27,708	31,350	709,608	802,870	1,512,478
<b>Total:</b>	<b>4,024,244</b>	<b>3,913,689</b>	<b>3,752,379</b>	<b>3,620,419</b>	<b>300,863</b>	<b>293,515</b>	<b>8,077,486</b>	<b>7,827,623</b>	<b>15,905,109</b>

Sources: Cluster needs estimates, Government of Yemen Central Statistics Office, OCHA. Note: "Amanat Al Asimah" refers to Sana'a city.

## Situation of the affected populations

This section provides more information on the impact of the humanitarian crisis on people who need assistance. As much as possible, it avoids repeating general information or common drivers of crisis outlined above.

### Food insecurity

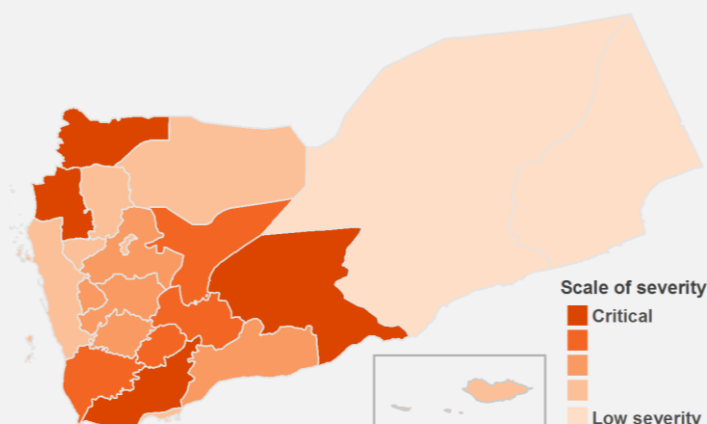
According to the 2014 Comprehensive Food Security Survey (CFSS), an estimated 10.6 million people – over 41 per cent of the population – are currently unable to meet their basic food needs. Although the gross number of food insecure people has increased slightly, the share of the total population that is food insecure has fallen by 4 per cent since 2012. Several Governorates – including Marib, Sana'a and Al Bayda – have seen 15 per cent or greater relative improvements in food security. However, serious deteriorations have also been recorded; in Shabwah, for example, the number of severely food insecure people has risen by 20 per cent.

Two major new data sets refined food security projections for 2015: the 2014 CFSS and the 2015 Integrated Phase Classification (IPC) report. Their results largely cohere: the worst food insecurity is concentrated in Sa'ada and Hajjah in the north-west and in several Governorates along the south-west coast. The IPC also identifies six

Governorates that would be one level worse-off without humanitarian assistance. This conclusion demonstrates the imperative to maintain humanitarian food programmes until longer-term solutions to Yemen’s chronic food insecurity can take root.

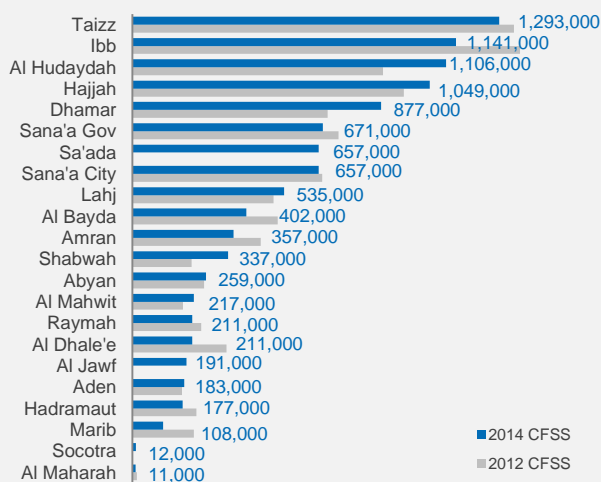
Food insecurity

Geographic severity of need



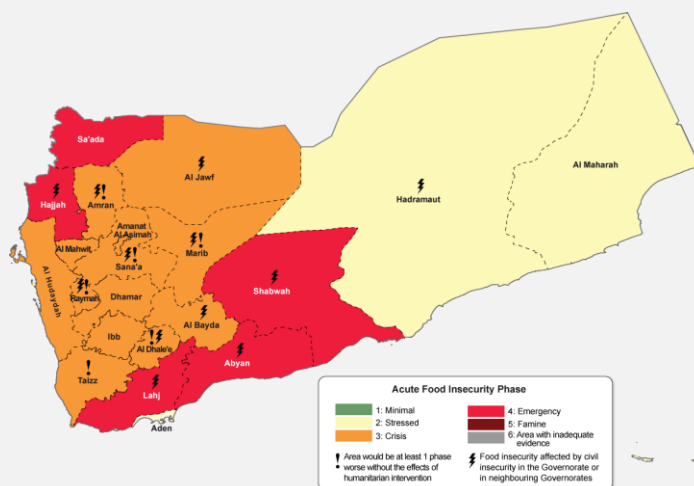
Source: Food Security and Agriculture Cluster

Food insecure people by Governorate (2012 vs 2014)  
Figures refer to estimates from 2014 CFSS



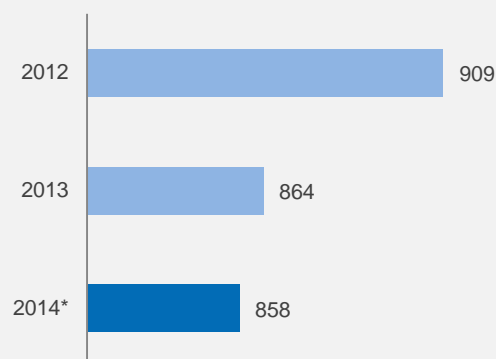
Source: 2012 CFSS, 2014 CFSS, Food Security Cluster

2015 Integrated Phase Classification: Food insecurity levels



Source: 2015 IPC report

Cereal production in Yemen 2012-14 ('000 tons)



\* Projected  
Source: FAO/GIEWS

Food insecurity in Yemen is largely driven by poverty, extreme price sensitivity, declining production and environmental factors. It is exacerbated by conflict and is greater among female-headed households. Women often eat less in order to give more food to their children as a way to cope with food insecurity, despite often continuing to perform difficult labour, such as tending to fields. Food insecure families often incur debt to purchase food as an immediate coping mechanism, which can exacerbate their longer-term vulnerability. Displaced households are also markedly more food insecure than resident households. If recent conflict trends continue, partners may expect food insecurity in some areas – including Ibb and Al Bayda – to rise even further.

Because Yemen imports 90 per cent of its staple food, including 95 per cent of wheat, food security is strongly influenced by both global food prices and local price determinants. Nationally, over 42 per cent of household expenditure is on food, including 20 per cent on staple items. Severely food insecure Yemeni households spend about 45 per cent of their income on food. According to the IPC, food prices in Yemen rose despite lower international market prices, primarily due to higher domestic fuel prices that raised transport and other costs. Food price rises abated somewhat with the partial reinstatement of fuel subsidies in September 2014. However, future rises in local fuel or global food prices in 2015 would renew pressure on families, potentially increasing the number of food-insecure people. Rising prices also contribute to longer-term vulnerability by forcing families to buy food on credit, and can contribute to frustrations within families unable to afford food often associated with gender-based violence and abuse.

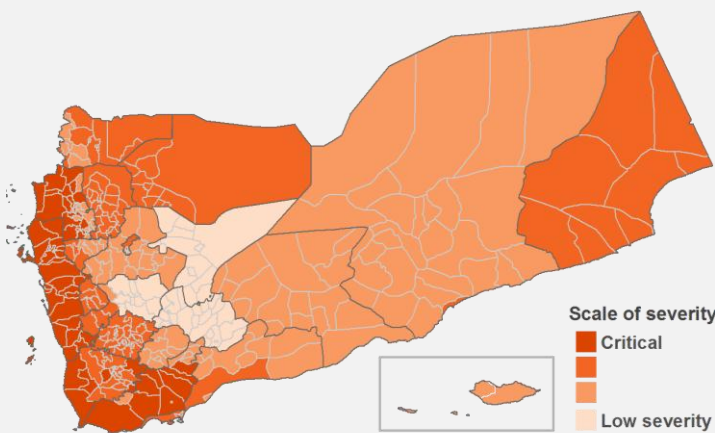
Declining agricultural production also promotes food insecurity. FAO estimates that production of key crops declined 5 per cent between 2012 and 2014. This decline is driven mainly by low-quality agricultural inputs, erratic climate conditions, poor water management and insufficient investment in infrastructure and services. At the same time, the Government estimates that *qat* production has expanded by 16 per cent since 2008 as people continue to transfer agricultural land to *qat* cultivation. Natural factors – floods, droughts and locusts – did not play a dramatic role in food insecurity in 2014. However, all three could easily worsen food insecurity in 2015.

**Malnutrition**

An estimated 1.6 million people in Yemen are suffering from acute malnutrition in late 2014 – a decrease of 10 per cent from last year. This figure comprises 850,000 children aged 6-59 months – 160,000 of whom are severely acutely malnourished and risk death without immediate treatment – and 780,000 pregnant or lactating women (PLW). The national general acute malnutrition (GAM) rate is 12.7 per cent, just below the 15 per cent critical emergency level; severe acute malnutrition (SAM) stands at 2.5 per cent. Left untreated, acute malnutrition can permanently impair children’s physical growth and cognitive development.

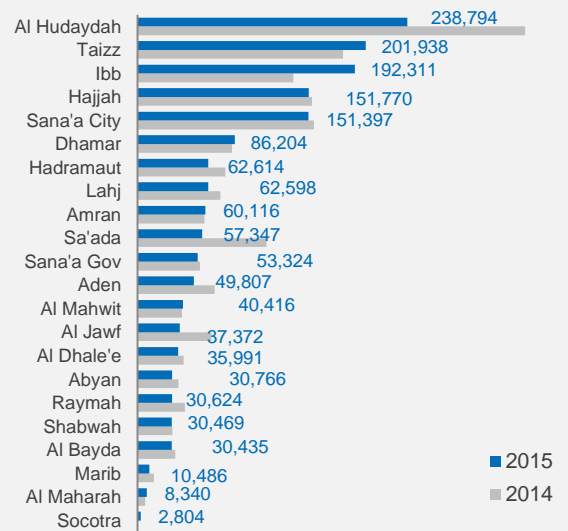
**Nutrition**

**Geographic severity of need**



Source: Nutrition Cluster

**Est. people in need by Governorate (2014-15)**  
 Figures refer to 2015

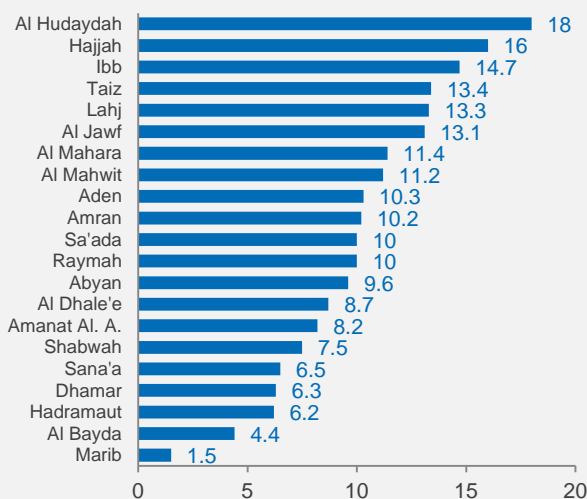


Source: Nutrition Cluster

The decline in people in need was primarily driven by a decrease in heavily-populated Al Hudaydah Governorate, where the number of people in need fell by 30 per cent. Improvements in Al Hudaydah and elsewhere are mainly attributable to better coverage of humanitarian nutrition programmes. Continued aid flows are therefore essential to maintain and consolidate these gains. It is also important to recall that – despite some improvements – malnutrition remains a critical issue. For example, despite the 30 per cent drop in people in need in Al Hudaydah, GAM rates in

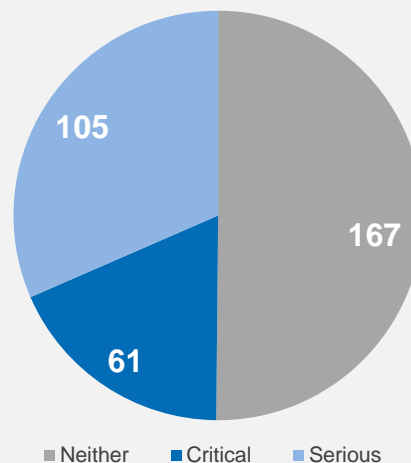
the Governorate remain above the critical threshold of 15 per cent. Improvements have also not occurred in all locations: Ibb and Taizz – both densely populated – saw significant rises in malnutrition rates.

2014 general acute malnutrition by Governorate (%)



Source: Nutrition Cluster, SMART surveys, CFSS

Districts classified as "critical" or "serious" (of 333)



Source: Nutrition Cluster

Acute malnutrition in Yemen is mainly concentrated in the west and south-west coastal plains. It is driven primarily by low coverage of health and nutrition services, lack of access to safe water and sanitation, sub-optimal infant and child feeding practices, and communicable disease morbidity. Although food insecurity contributes to malnutrition in Yemen, it is usually not the main determinant, and areas with high levels of malnutrition do not always also experience high levels of food insecurity. In these areas, dominant causes of malnutrition are poor health care, inadequate access to clean water and sanitation, and lack of knowledge of good nutrition practices. This includes urban areas such as Sana'a, Al Mukalla and Ibb City, which have high caseloads of malnutrition but generally good access to food. Conflict could potentially also play a role by limiting the availability of nutritious food, exacerbating WASH and health needs, and decreasing opportunities to breastfeed. If conflict trends continue, Yemen will see a rise in female-headed households, who will be more susceptible to all these risks.

Malnutrition rates are somewhat higher among boys than girls, although the difference varies by Governorate. Despite this gap, nutrition services tend to reach girls more frequently (52 to 54 per cent of beneficiaries). Partners will look more closely at this gap when revising their response strategy. Persistently high levels of malnutrition – even in relatively food secure areas – highlight a need for outreach to parents. This should include mothers, who are often responsible for feeding children, and fathers, who often make household financial decisions.

### Water, sanitation and hygiene (WASH)

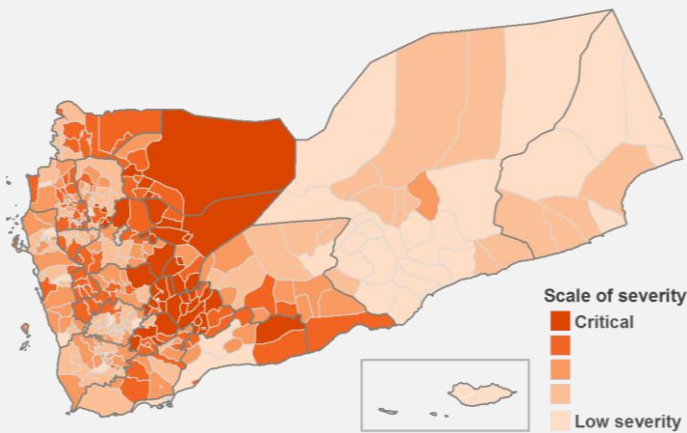
WASH needs remain largely the same across Yemen, with 13.4 million people without access to clean water and 12.1 million who lack adequate sanitation. The slight increase – 2 per cent – is mainly due to population growth in high-need areas. The most severe needs are expected to shift to new conflict areas, mainly Al Jawf, Marib, Shabwah and Al Bayda. Significant needs are also anticipated in IDP areas of origin in the north in support of durable solutions for long-term IDPs returning home.

The main drivers of vulnerability are mostly unchanged. Conflict played a significant role, exacerbating the severity of needs in the Governorates listed above. Rising fuel costs also hindered people's ability to access clean water and sanitation, as many communities rely on motorized pumps to extract water from the ground. Overall groundwater levels are also being severely depleted especially as a result of irrigated agriculture. Higher fuel prices increased partners' operating costs. Changing patterns and quantities of rainfall due to climate change affected the WASH sector, as reported in Lahj Governorate last year.

Other main drivers include natural disasters (floods, drought and cyclones), lack of services and population movements (including protracted displacement in Hajjah Governorate) that increase pressure on scarce supplies. In rural areas, women, girls and boys are primarily responsible for fetching water. When accessing WASH

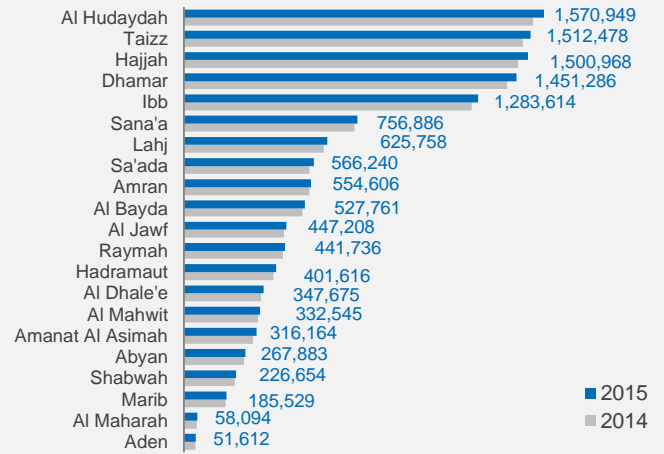
Water, sanitation and hygiene

Geographic severity of need



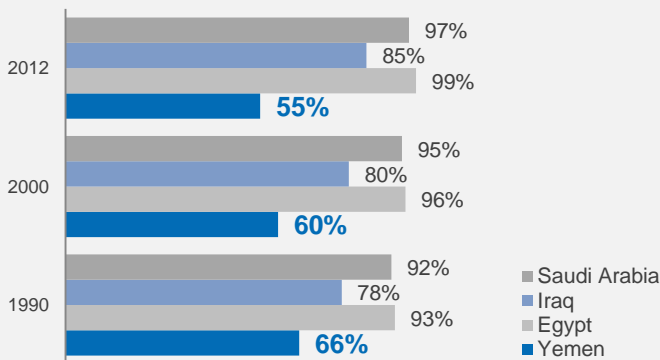
Source: WASH Cluster

Est. people in need by Governorate (2014-15)  
Figures refer to 2015



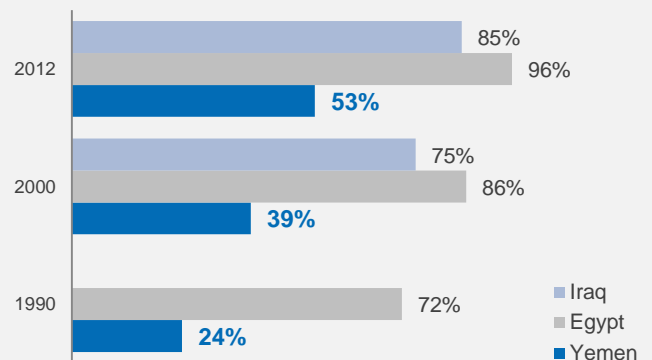
Source: WASH Cluster

Use of improved drinking water (%)



Source: WHO/UNICEF JMP 2014

Use of improved sanitation facilities (%)



Source: WHO/UNICEF JMP 2014

infrastructure, they are therefore more at risk of harassment and gender-based violence, as well as injury or death by mines and other explosive remnants of war (ERW) that may contaminate surrounding areas.

WASH needs are also closely linked to health and nutrition needs. Water-borne diseases thrive in environments with poor hygiene practices, inadequate sanitation and unsafe drinking water. Poor WASH conditions also contribute directly to elevated rates of malnutrition.

Health

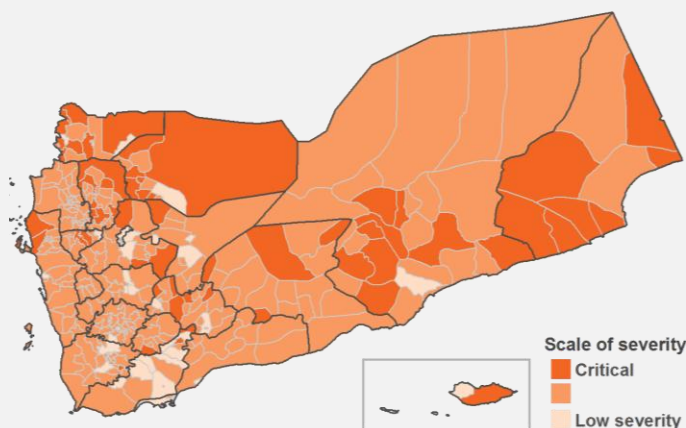
An estimated 8.4 million Yemenis lack adequate access to health care, a 1 per cent increase over the previous year's figure. Although cumulative estimates have not changed substantially, geographic concentrations have shifted, mainly following the evolution of localized conflict. Numbers of people in need have fallen dramatically in Abyan and Lahj, while new concentrations of need have emerged in more recently conflict-affected areas like Sana'a City, Shabwah and Hadramaut.

Political instability and expanding conflict have required more services in mass casualty management, while health services for new and existing IDPs continue to be needed. In areas where security has improved – including areas of return – rehabilitation and material support of health facilities and personnel are needed. As cross-border movements of refugees and migrants have increased, the risk of outbreaks of emerging communicable diseases

(e.g., Ebola or Middle Eastern Respiratory Syndrome) have risen. As a result, more disease surveillance and outbreak containment capacity are needed.

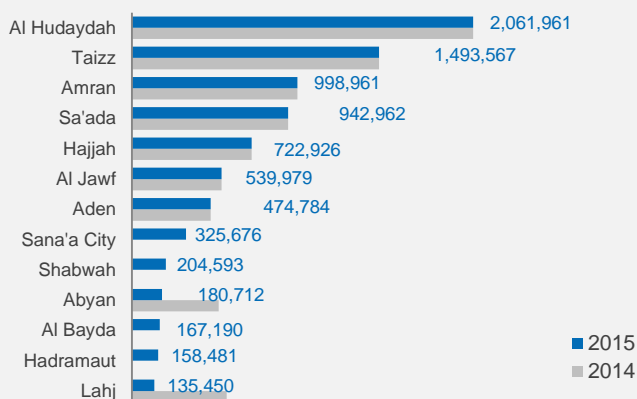
Health

Geographic severity of need



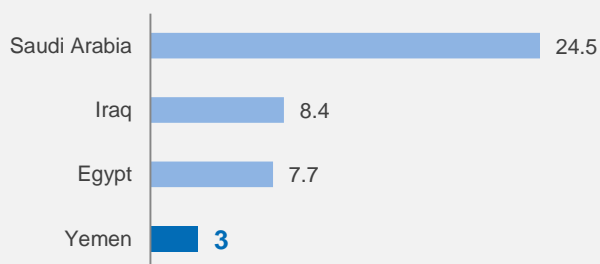
Source: Health Cluster

Est. people in need by Governorate (2014-15)  
Figures refer to 2015



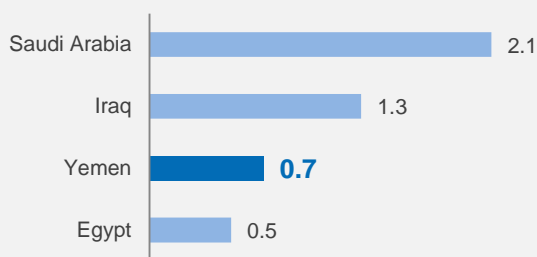
Source: Health Cluster

Physicians per 10,000 people



Source: WHO

Hospital beds per 1,000 people



Source: WHO

All of these needs exist against a general backdrop of endemic poverty, eroding basic services (including immunization) and low community awareness of health issues. Poor nutritional status and unhygienic conditions also constitute chronic drivers of health needs. Women require specialized services that are not always prioritized, including reproductive health care. Health facilities often lack sufficient privacy measures to respect women's dignity or female staff. Protracted camp life also exposes women and children to sexual abuse which may result in physical and psychological trauma or sexually transmitted diseases.

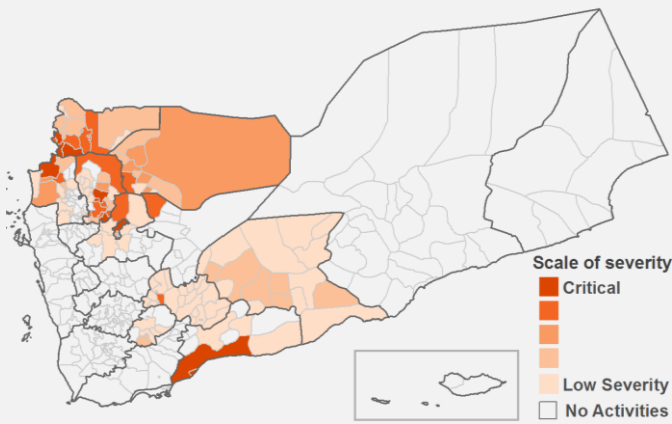
Shelter and non-food items (NFIs)

In 2015, an estimated 550,000 people will require shelter support or non-food items, primarily due to forced displacement and return to areas of origin. This represents a slight reduction (4 per cent) from last year's estimate, driven mainly by the fact that returnees to Abyan following the 2012 conflict no longer require sector support. Despite the overall decrease, new needs have emerged in recent conflict areas, including Sana'a, Al Bayda, Marib and Al Jawf, illustrating a general shift northwards of shelter and NFI needs. This figure represents remaining 2014 and projected 2015 needs, including in conflict zones like Al Bayda, where displaced people have quickly returned home after clashes subsided.

Needs for shelter and NFI assistance are mainly driven by conflict-related damage to homes and assets, displacement and return, as well as flooding. Other factors include poverty (i.e., inability to afford shelter materials or other items) and rising commodity prices. Although meeting urgent needs is the first priority, people living in protracted displacement in the north also require durable solutions in order to return home.

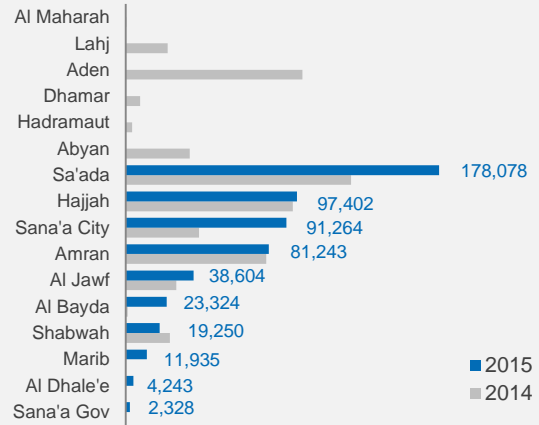
Shelter, non-food items, and camp coordination and camp management

Geographic severity of need



Source: Shelter/NFI/CCCM Cluster

Est. people in need by Governorate (2014-15)  
Figures refer to 2015



Source: Shelter/NFI/CCCM Cluster

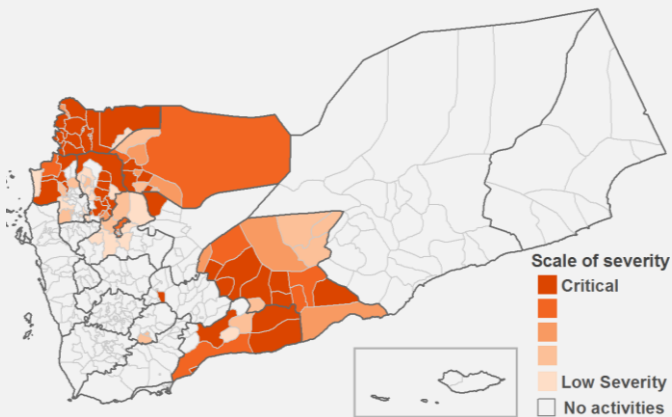
Women's and girls' shelter needs include a need for privacy that will promote their safety and dignity; shelter support therefore should ensure separate, safe spaces for females, including latrines and bathing areas. In terms of NFIs, women and girls have particular needs for dignity kits and kitchen sets. Wherever possible, separate spaces for cooking and alternative fuel sources should be promoted, so as to minimize protection risks facing women or girls while collecting firewood.

Protection

In 2015, over 3 million people – men, women, boys and girls – are estimated to require some kind of support to safeguard and promote their basic rights and minimize the effects of violence, exploitation and abuse. This includes 2.6 million children living in areas experiencing or at high risk of conflict, as well as an estimated 100,000 actual or potential victims of gender-based violence (GBV).

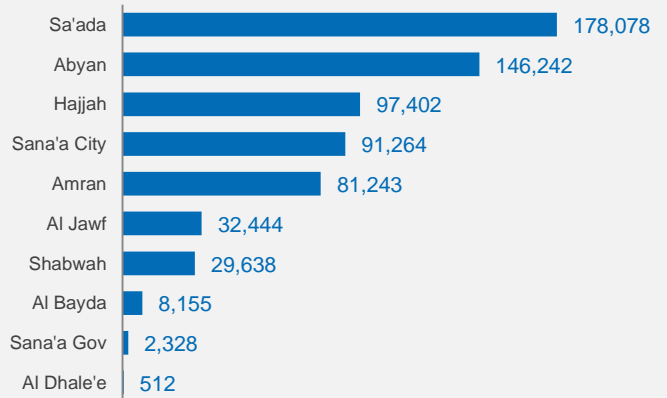
Protection (main cluster)

Geographic severity of need



Source: Protection Cluster

Est. people in need by Governorate (2015)



Source: Protection Cluster

To avoid double counting, this section only addresses needs identified by the UNHCR-led Protection Cluster. Subsequent sections address child protection and gender-based violence. In 2015, nearly 670,000 people – mainly

IDPs and conflict-affected adults – require services provided through the main Protection Cluster, including monitoring and reporting of rights violations, psychosocial support and outreach activities. Projecting future trends, the Protection Cluster estimates that needs in 2015 will be concentrated primarily in Sa’ada, Hajjah, Al Jawf and Amran Governorates in the north, as well as Abyan, Lahj and Shabwah in the south.

Drivers of protection needs include recurrent conflict, involuntary population movements, weak law enforcement, impunity, violations of international humanitarian law, human rights abuses and lack of awareness of rights and how to defend them. Prevalent socio-cultural norms in some communities – including hostility towards women’s empowerment – and often absent Government authority or resources also contribute to protection needs. These issues are all framed by a general lack of protection legislation or weak enforcement of existing laws, as well as long-standing poverty and an anaemic economy that contributes to family vulnerability – including spousal or child abuse. During clashes earlier this year, violations of international humanitarian law and human rights abuses were reported. Conflict-affected communities also lack knowledge of mines and other explosive remnants of war (ERW), putting civilians at tremendous risk. In 2015, these challenges are all expected to persist, rising in proportion to expansion of conflict.

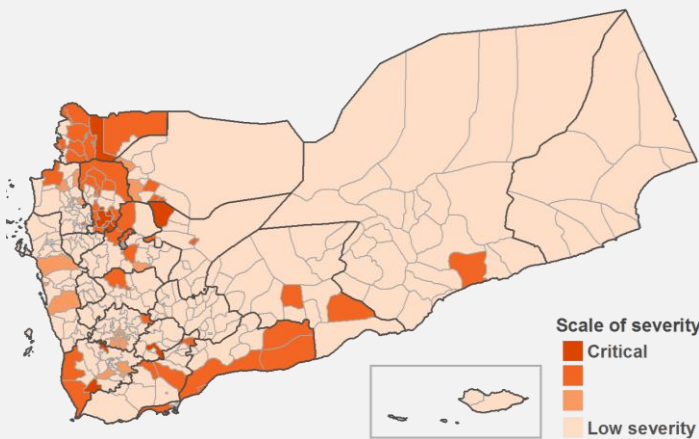
As noted in other sections, women and girls face particular protection risks, including violence in the course of daily chores such as water or firewood collection, as well as due to cultural norms that sanction some forms of abuse. In conflict areas, boys are more likely to be recruited (forcibly or otherwise) into armed groups, while girls may be at higher risk of forced marriage. Early marriage also functions as a coping mechanism for some poor families who may seek dowries for young daughters when faced with a lack of resources.

**Child protection**

In 2015, an estimated 3.9 million children are living in areas where violations of their rights constitute a serious risk. Of these, partners estimate that 2.6 million are in need of child protection services, including the need to monitor and report violations, promote respect for child rights and increase awareness among affected communities.

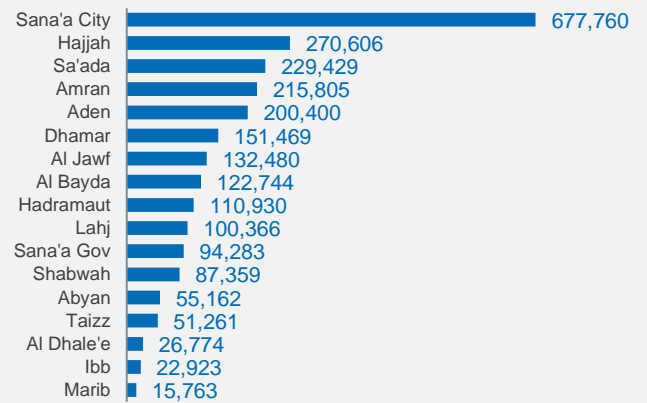
**Child protection (sub-cluster)**

**Geographic severity of need**



Source: Child Protection Sub-Cluster

**Est. people in need by Governorate (2015)**



Source: Child Protection Sub-Cluster

Child protection needs are driven primarily by armed conflict, in which the six grave violations of child rights have all been observed in Yemen: recruitment and use of children by armed parties, killing and maiming of children, sexual violence against children, attacks on schools and hospitals, abduction of children and denial of humanitarian access. Human trafficking is also a serious cause of child protection needs. Needs over the last year have increased mainly as a result of expanding conflict and changing patterns in smuggling and trafficking of children. The psychological effect on children and their parents of instability and witnessing or experiencing violence is significant. Rapid assessments indicate that up to 80 per cent of IDPs in Yemen – adults and children – exhibit signs of emotional or psychological distress after conflict.

A dysfunctional economy also undermines child rights by limiting resources available for safe schools, as well as eroding livelihoods and causing tensions in families that can lead to abuse. Multiple conflicts in 2014 resulted in short and long-term involuntary movement of affected people (mostly women and children).

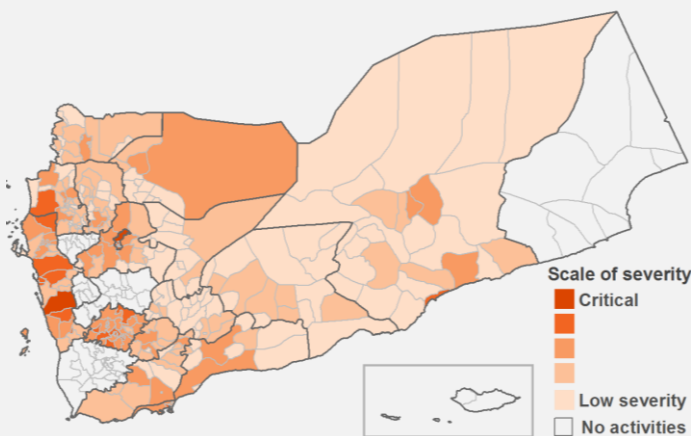
Women and children comprise the majority of IDPs from Al Jawf and Amran, where grave child rights violations were documented at levels similar to other conflict areas. From January to August 2014, at least 133 children (101 boys) were either killed or maimed, an increase of 56 per cent over the same period in 2013. Incidents of attacks against or military use of schools and hospitals have risen sharply – 79 incidents through August 2014, compared to 29 over the same period in 2013. Use of armed children at checkpoints and on board armed vehicles is common among all parties to the conflict. Boys are at greater risk of death or injury due to mines or unexploded ordnance – 41 of 49 cases through August 2014 were boys – indicating a greater need for mine risk education (MRE) for boys. Similar concerns will persist in 2015. Female-headed households – which are likely to increase in line with expansion of conflict – may also be less able to protect their children from abuse and will require special attention.

**Gender-based violence (GBV)**

According to partner estimates, about 100,000 people will require support related to gender-based violence in 2015. From January to mid-October 2014, 8,300 GBV cases were reported. However, GBV in Yemen remains critically under-reported, and the number of cases cannot be taken as representative of the total. The increase is mainly due to improved referral mechanisms, greater service availability and intensive outreach.

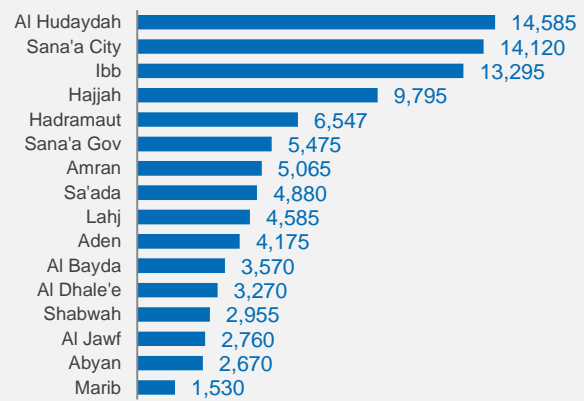
**Gender-based violence (sub-cluster)**

**Geographic severity of need**



Source: GBV Sub-Cluster

**Est. people in need by Governorate (2015)**



Source: GBV Sub-Cluster

The main drivers of GBV include increased conflict, deteriorating economic conditions that can promote domestic violence, and lack of rule of law. These challenges exist against a backdrop of deep-seated cultural norms in some areas that do not consider some forms of GBV – including spousal abuse and forced or early marriage – as social problems.

Recent conflict and displacement have increased GBV risks, especially of sexual violence, domestic violence, early marriage and trading sex to meet basic survival needs. Displaced women may not have access to dignity or hygiene items, forcing them to remain out of sight or heightening their risk of GBV. Lack of response services and safe refuges for survivors – who often fear stigma or rejection – compound the problem. Women and girls are at much greater risk of falling victim to GBV, including those already facing elevated protection risks, such as IDPs and Yemeni migrants returning from Saudi Arabia without identity documents. Cultural stigma undermines efforts to analyse male GBV victims. Of GBV cases reported in 2014, 1 per cent and 3 per cent of victims were men and boys, respectively. However, partners agree that the prevalence of GBV against boys is likely considerably higher.

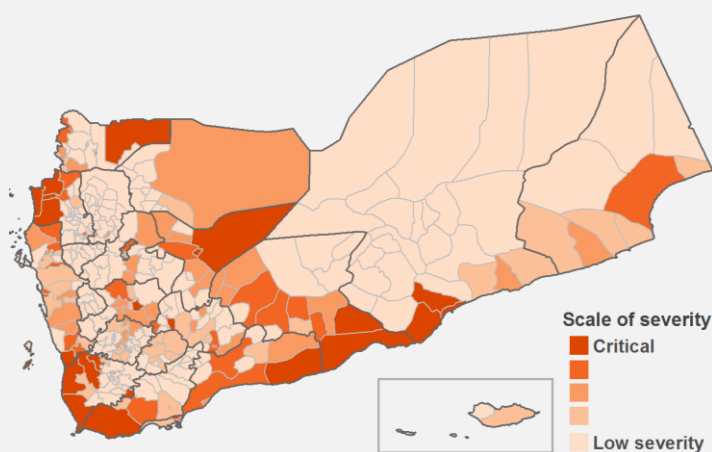
**Refugees and migrants**

In 2015, an estimated 915,000 refugees and migrants will require multi-sector humanitarian assistance – an increase of 16 per cent over the 2014 estimate. This increase is driven by growing migration from the Horn of Africa – up 18 per cent since 2013 – and accelerating forced repatriation of Yemeni migrant workers from Saudi Arabia.

Yemen is the only country in the Arabian Peninsula which is a signatory to the 1951 Refugee Convention and its protocols. It continues to be a major transit point for asylum-seekers and migrants from the Horn of Africa. Since January 2014, a monthly average of 7,600 refugees and migrants have arrived on Yemen's coasts every month, and 35,000 Yemeni migrants are expelled each month from Saudi Arabia via Al Tuwal border crossing. Increased migration is driven primarily by political and socio-economic shifts in communities of origin, transit, and destination.

## Multi-sector assistance for refugees and migrants

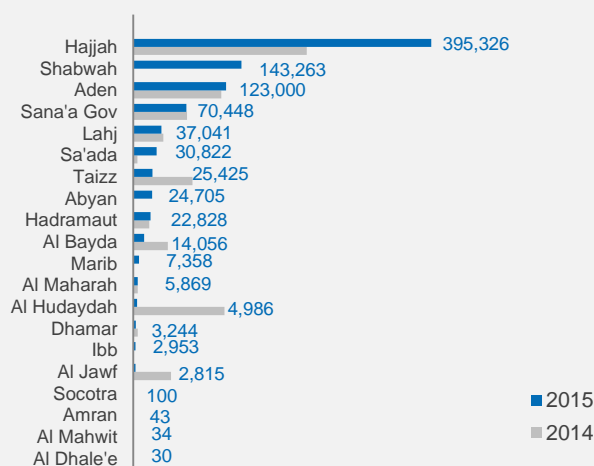
### Geographic severity of need



Source: Multi-Sector Cluster

### Est. people in need by Governorate (2014-15)

Figures refer to 2015



Source: Multi-Sector Cluster

Other factors – such as Government policy, poverty, natural disasters, conflict, and organized criminal networks of smugglers and traffickers – affect the risks and vulnerabilities of refugees and migrants.

Many migrants and refugees arrive destitute and require life-saving aid: food, water, sanitation, hygiene, shelter, NFIs, health care and protection. Most have only old or torn clothing and need culturally appropriate dress, dignity kits and, for women, female hygiene items. As of October 2014, 215 migrants and refugees had reportedly died or gone missing at sea – more than the last three years combined.

Migrants and refugees are overwhelmingly male, with females comprising about 20 per cent of the population. Despite lower representation, women and girls often face greater risks of abuse. Some women and girls arrive having been raped. Many male migrants also report abuse, including a smaller group reporting sexual abuse.

## Education

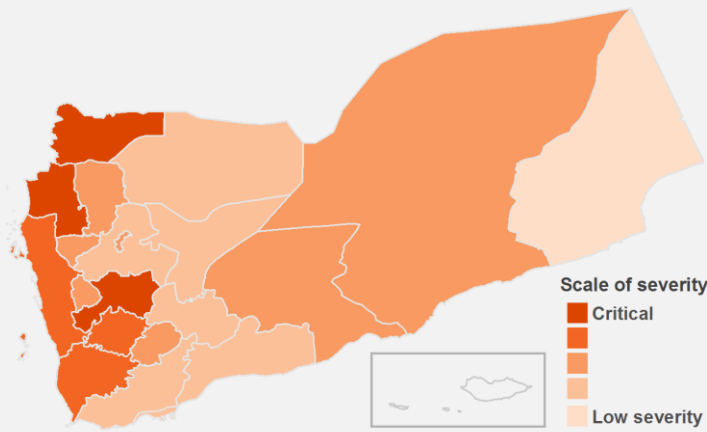
In 2015, 1.1 million people across Yemen require humanitarian education services, a 13 per cent decrease from 2013 estimates. These services include provision of education for children out of school due to conflict or other disasters, rehabilitation of schools and related activities. As in other sectors, needs have largely followed emerging conflicts; new education needs are reported in Amran, Al Jawf, Marib, Sana'a and Shabwah. Conflict has also continued to have a direct impact on schools. In 2014, 422 schools were affected by conflict – an increase of 112 schools, about 80 per cent of which lack psychosocial support mechanisms for children. Altogether, 192,000 students need emergency education services. Despite new needs in some locations, the nationwide number of people in need fell as a result of decreased needs in some highly populated Governorates, as well as rehabilitation programmes completed by the Global Partnership for Education (mainly in Abyan, Sa'ada, Aden and Lahj).

Conflict is the primary driver of humanitarian education needs, underpinned by chronic under-development. Conflicts in 2014 saw an increase in the number of schools attacked or occupied by militants, thereby restricting access to education. Recruitment or use of children by armed groups can also affect attendance – especially boys – while control of conservative groups in some areas can hinder access to education – especially for girls. Female enrolment is generally lower in Yemen, and girls represent 63 per cent of out of school children. Poorer families may withdraw children – typically girls first – from school to save money or for early marriages that will bring

dowries. In addition, social traditions may not appreciate girls' education, or female enrolment may be discouraged by a lack of female teaching staff or adequate privacy facilities.

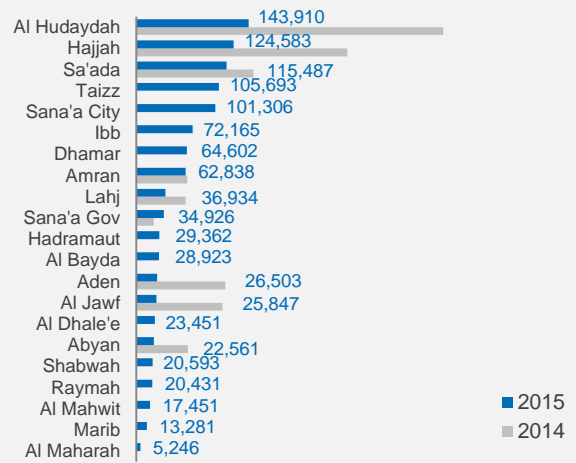
Education

Geographic severity of need



Source: Education Cluster

Est. people in need by Governorate (2014-15)  
Figures refer to 2015



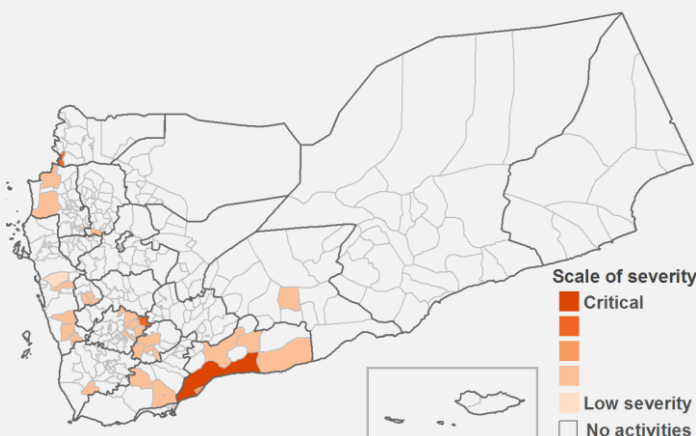
Source: Education Cluster

Early recovery

Nearly 1.1 million people in Yemen require early recovery support in 2015, an 8 per cent increase over 2014 figures. The increase is driven primarily by the end of conflict in Amran, which has led to growing needs for early recovery there. Estimates in other Governorates have not changed, at least partially as a result of extremely limited funding for early recovery activities in past years.

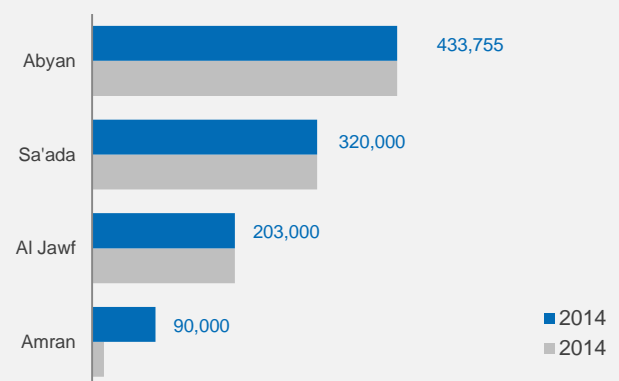
Early recovery

Geographic severity of need



Source: Early Recovery Cluster

Est. people in need by Governorate (2014-15)  
Figures refer to 2015



Source: Early Recovery Cluster

Early recovery and conflict transformation activities are needed to help clear mines and other UXO from post-conflict communities, re-establish sustainable livelihoods, rehabilitate public infrastructure and promote the

transition into sustainable development. Currently, an estimated 316.7 million square metres (m<sup>2</sup>) of Yemeni territory is contaminated with mines or other UXO, including 52.8 million m<sup>2</sup> in Abyan Governorate, where 140,000 former IDPs have returned since the end of conflict in 2012. Recent conflicts may also have seen the laying of new mines and further ERW contamination. More surveys and greater mine risk education (MRE) are therefore urgently needed, particularly in Amran, Al Jawf, Al Bayda, and around Sana'a. Males are particularly at risk of injury or death from UXO. According to UNDP, 81 per cent of victims from January to September 2014 were men; another 10 per cent were boys.

Family assets are often lost, destroyed or degraded during conflict or displacement, causing extensive damage to livelihoods and high unemployment. Recent conflicts have also contributed to a rise in female-headed families, which especially need livelihoods support. Rural Yemeni women often perform casual day labour tending fields or raising livestock, in addition to their responsibilities inside the home. As a result, they have tremendous potential to contribute to overall resilience with the proper support.

Finally, early recovery activities are essential in building the capacity of Yemeni humanitarian partners. National NGOs often enjoy better access to conflict-affected areas than international organizations. Strengthening national and local partners will allow overall response efforts to scale up quickly and as needed, and will help lessen dependence on international partners.

## INFORMATION GAPS

### HIGHLIGHTS

Information gaps declined in 2014 with the publication of several major assessments covering the entire country – including Sa’ada and Al Jawf. However, partners still struggled to obtain a complete picture of needs in some areas, especially in conflict-affected Governorates and other areas of high insecurity.

Insecurity and conflict remain the primary constraints on needs assessments, particularly in Al Jawf, Marib, Abyan, Shabwah and Al Bayda. Restrictions imposed by legal and *de facto* authorities have also limited efforts to conduct independent assessments in some areas – especially Sa’ada – although this has improved over the last year. In particular, information on food, nutrition and health needs in Sa’ada has improved, although water and sanitation information at the household level remains limited. Other areas with limited data include Al Maharah, Hadramaut and Socotra, where needs are believed to be limited, and very few humanitarian partners are present.

Several new national surveys helped to fill information gaps identified last year, including the Demographic Health Survey (DHS), the Comprehensive Food Security Survey (CFSS) and the Integrated Phase Classification (IPC) report. Smaller-scale assessments – such as Governorate-wide nutrition SMART surveys, an inter-agency assessment in Shabwah and individual partner assessments in Al Jawf and Amran – also assisted in filling information gaps.

Although the information environment is improving, assessments in recent conflict areas (including Amran, Abyan, Al Jawf, Marib and Al Dhale’e) are still most often conducted by individual partners or clusters, giving only limited perspectives on needs. More work will be needed in 2014 to strengthen joint and coordinated assessments, including use of the recently completed online Common Needs Assessment Platform (CNAP). The need for better assessment coordination – including pooling efforts and discarding proprietary attitudes towards data – is underlined by reports of unambiguous “assessment fatigue” within affected communities.

Data on protection and gender constitute particular challenges due to traditional reluctance to engage these issues in many communities. As a result, existing information reporting protection violations and rights abuses cannot be seen as indicative of the real depth of these problems. Partners made significant progress in collecting sex- and age-disaggregated data in 2014 – ten of 11 clusters routinely collect this data. However, more work is needed to ensure that this data is routinely analysed and used to support programme planning and implementation.

Information on planned assessments in 2015 will appear in the revised Yemen Humanitarian Response Plan, due for publication in January 2015.

## OPERATIONAL ENVIRONMENT

### HIGHLIGHTS

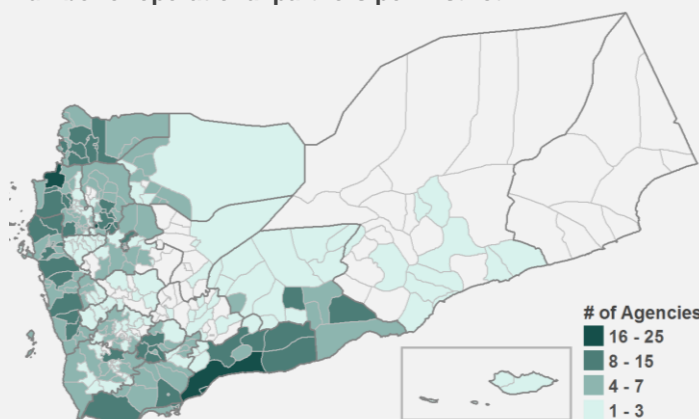
Operational conditions in Yemen painted a mixed portrait at the end of 2014. On the one hand, response capacity continues to expand, and access restrictions have eased somewhat in several areas, including Sa'ada. However, expanding conflict and persistent insecurity have introduced new challenges – or reinforced existing restrictions – in many areas, including Marib, Shabwah, Al Bayda and Hadramaut. Under-funding also continues to threaten partners' ability to deliver.

### Response capacity

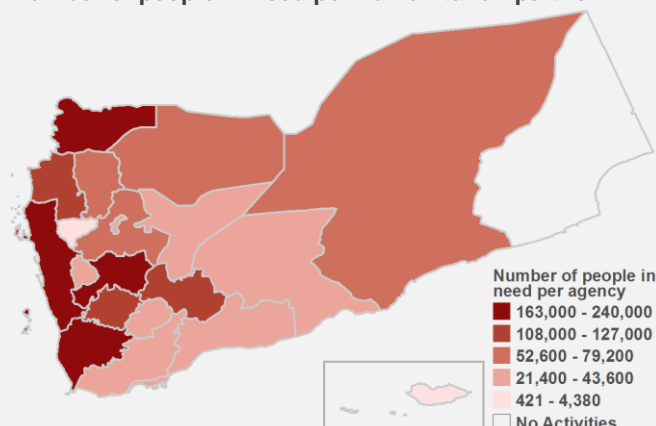
Response capacity in Yemen has been steadily expanding, with 110 partners participating in the 2015 YHRP revision process as of November 2014. This represents more than triple the number of partners participating in the 2012 YHRP. Most clusters expect a stable or growing number of partners in the coming year, with the exception of the Multi-Sector for Refugees and Migrants.

Participants in the coordinated response in Yemen include UN agencies, Government line ministries, INGOs, NNGOs, Yemeni civil society and community-based organizations (CSOs and CBOs), and Gulf-based foundations. Other humanitarian actors are also working in Yemen but choose not to participate in coordination mechanisms.

Number of operational partners per District



Number of people in need per humanitarian partner



Source: OCHA, Clusters, Humanitarian partners

### National and local capacity

International partners recognize the imperative to build the capacity of local partners. This imperative derives from the general responsibility to promote local crisis management capability, as well as the immediate need to leverage local organizations' often superior access and contextual knowledge to overcome access limitations. Yemeni partners have universally called for stronger emphasis in 2015 on the YHRP strategic objective that promotes capacity building. This should include mentoring and twinning with international partners and strengthening Yemeni organizations' ability to access, absorb and manage humanitarian funding.

As of November 2014, 52 national NGOs and foundations were participating in the 2015 YHRP process, in addition to 16 line ministries or local authorities. Capacity of national NGOs and authorities varies widely, and international partners have particularly highlighted the need for increased funding for capacity building if these efforts are to be sustainable. Concerns also persist about the independence and neutrality of some local organizations and their ability to deliver principled humanitarian aid, especially those perceived to be partial to parties to conflict.

## International capacity

As of November 2014, 36 INGOs and UN agencies were participating in the 2015 YHRP process. Major constraints on international capacity include security and access restrictions, visa delays and rejections and insufficient funding. International partners increasingly work through national partners in order to implement projects in areas that they cannot access directly, although this has raised concerns over the potential burden of risk placed on national partners, as well as the need to ensure quality control and monitoring. Visa delays have become an increasingly serious challenge over 2014, although this challenge was improving considerably by end November. Still, overall international capacity is strong and growing, and partners are confident they can deliver on targets if adequate funding is available.

## Coordination, policy and funding

### Coordination

Humanitarian coordination mechanisms in Yemen improved in 2014 with the streamlining of roles and responsibilities. The Humanitarian Coordination Team (HCT) includes senior managers from across the community and addresses strategic and policy issues, while the Inter-Cluster Coordination Mechanism (ICCM) brings together cluster leads to tackle operational issues. Area Humanitarian Coordination Teams (AHCTs) are active in Aden, Amran, Sa'adah, Haradh and Hudaydah and address operational and strategic questions at the local level. In 2015, more work will be needed to sharpen the focus of coordination mechanisms and review the existing architecture to ensure that it is keeping pace with changing needs. Work is especially needed to improve lines of communication between the HCT and ICCM, the HCT and AHCTs, and national and sub-national clusters.

By the end of 2014, coordination with *de facto* and legal authorities continued to pose a challenge, mainly in Sa'ada, Amran and Al Jawf. These challenges were largely due to unclear delimitation of responsibilities and differing interpretations of humanitarian principles (see below). They also compounded the level of effort required to coordinate assistance, as parallel structures at times required double coordination.

### Policy issues

Humanitarian partners agree on the need to develop common policy on key issues, particularly around protection, access, engagement with *de facto* authorities and harmonization of certain practices. Substantial progress was made in this regard in 2014 with the HCT endorsement of [ground rules for humanitarian action in Yemen](#), a set of mutual commitments by humanitarian partners and authorities to create an enabling environment for humanitarian action. In 2015, partners need to review implementation of the ground rules and how to strengthen them, as well as develop a protection framework (including a protection of civilians strategy), access strategy and a common approach on how best to engage with all interlocutors in order to promote principled humanitarian action.

### Funding

Funding remains a major constraint on humanitarian operations in Yemen. As of December 2014, the YHRP was only 54 per cent funded, and absolute funding levels were lower than last year. As a result, partners must often de-emphasize resilience and early recovery components of their programmes, which hampers the ability to create sustainable improvements in people's living conditions.

By early 2015, partners agree that a comprehensive advocacy strategy needs to be developed; this strategy should include a specific component on resource mobilization. Partners also need to build on recent efforts to diversify the YHRP funding base, including through continued engagement with Gulf-based entities.

## Humanitarian access

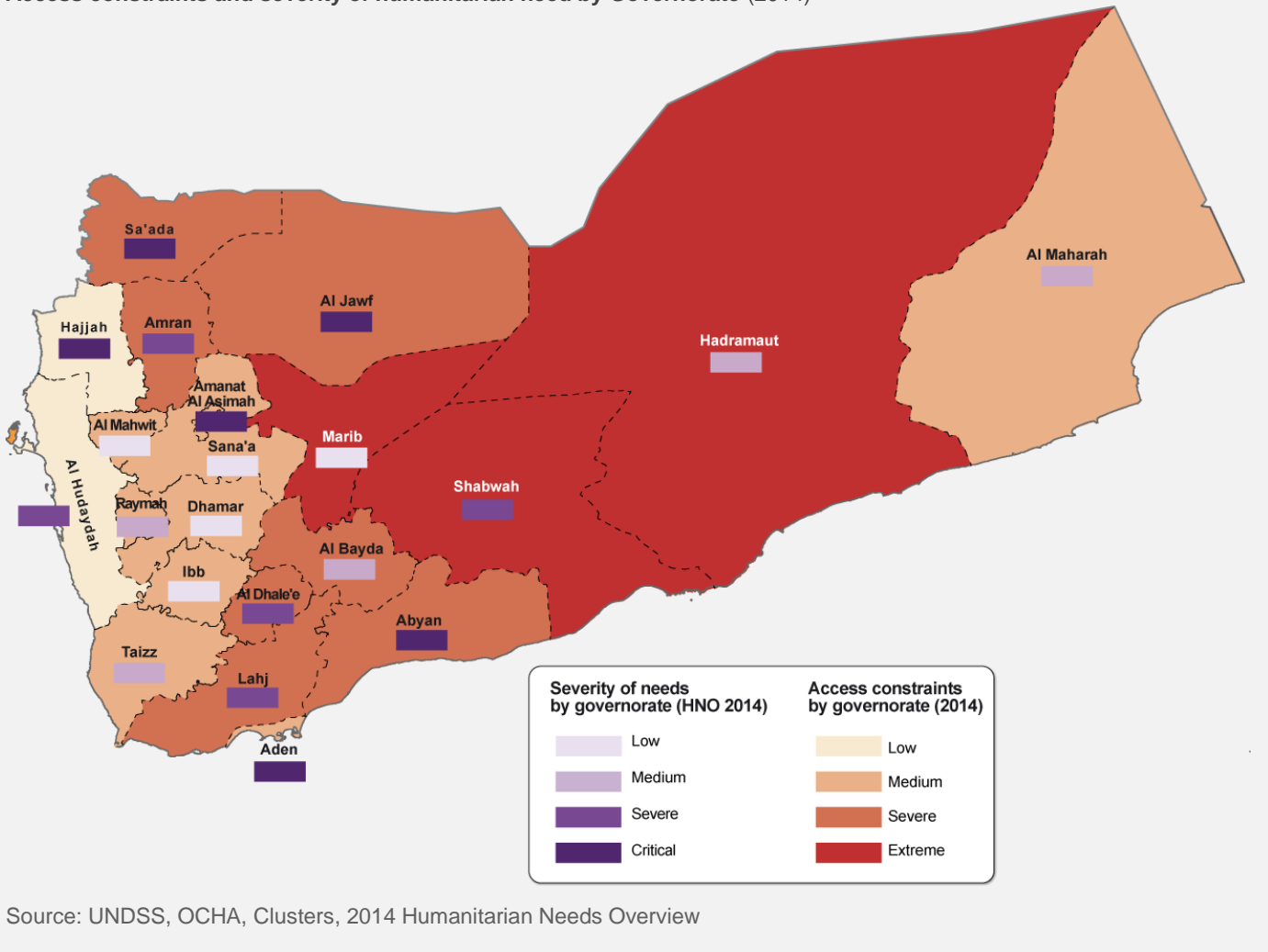
The access record in Yemen in 2014 was mixed: some areas – especially Sa'ada and parts of Al Jawf – saw significant improvements after years of difficulty. However, other areas – including Shabwah, Abyan, Marib, Lahj and Hadramaut – were often inaccessible due to active conflict or other insecurity. As conflict spread in the north in the second half of 2014, partners also encountered difficulties accessing affected areas of Amran and Al Jawf.

Access difficulties also persisted in some areas due to interference by *de facto* and legal authorities with independent humanitarian action – including assessments, aid delivery and monitoring. Interference most often took the form of seeking to influence beneficiary lists, restricting movement of humanitarian missions or seeking to influence procurement and recruitment processes. In insecure situations, it often becomes especially difficult to

access women either for assessments or aid delivery due to restrictions on female mobility and less availability of female aid workers. Conservative socio-cultural norms prevalent in some areas compound these difficulties.

Although partners generally agree that access constraints – particularly in the north – eased somewhat in 2014, serious concerns remain that restrictions could re-surface or intensify, particularly in areas where Government authority has been compromised. These concerns are especially prominent among partners working on protection issues and in areas where *de facto* authority figures have changed. They are also prominent regarding the potential politicization of humanitarian aid, which must remain neutral, impartial and independent. Even perceived politicization of aid programmes could lead to a pronounced reduction in international and local partners’ ability to access areas of need.

Access constraints and severity of humanitarian need by Governorate (2014)



The cumulative impact of access constraints has proved difficult to track in the absence of an access monitoring framework and data collection system. Partners agree on the need to develop these tools as a matter of priority, with special attention to facilitating incident reporting and capturing the impact of all incidents – including non-security related restrictions – on aid delivery.

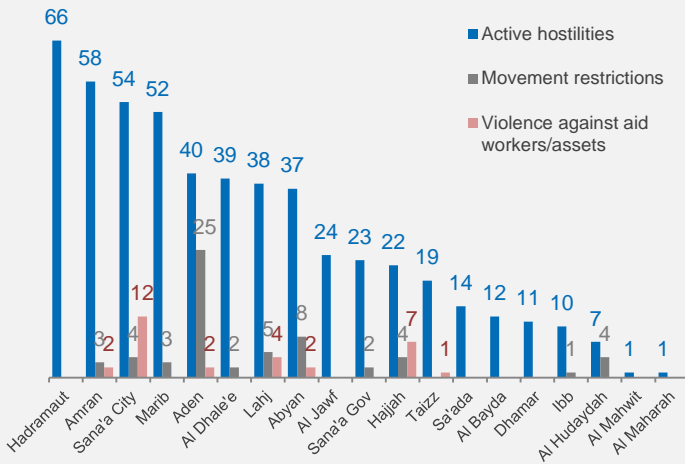
### Security constraints

Security incidents affecting humanitarian operations increased in 2014, particularly as conflict deepened in Amran and Al Jawf and reached Sana’a in the second half of the year. In May 2014, 126 incidents of active hostilities were recorded, significantly more than the 110 monthly average since 2012. (Data are not yet available for the period after May 2014.) The uptick in conflict in Amran, Al Jawf, Marib, Sana’a, Al Bayda and Ibb Governorates indicates

that the total number of incidents is now likely to be even higher. Partners expect that the security environment will remain volatile in 2015, and will consider a number of scenarios when revising the YHRP strategy at the end of the year to mitigate the impact on operations.

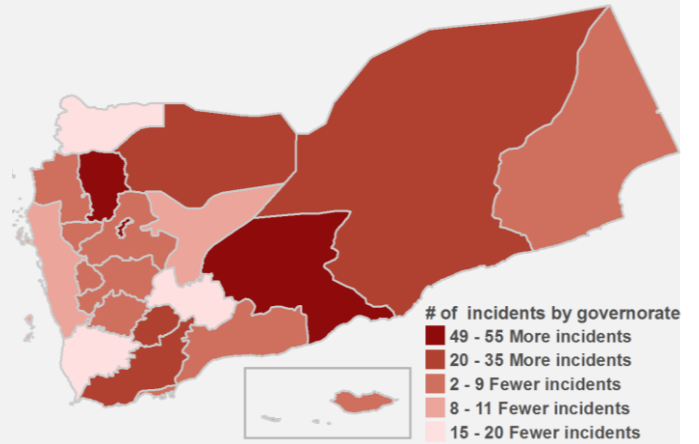
**Security constraints**

**Security incidents (Jan to May 2014)**



Source: UN DSS, OCHA

**Change in security incidents 2013-14 (Jan to May)**



Source: UN DSS, OCHA