

NRC’s operations in

Yemen

Humanitarian overview

Humanitarian action faces unprecedented challenges in 2025 – both globally and in Yemen. Aid organisations are grappling with drastic cuts to their funding, forcing them to substantially scale back and cut critical programming. As of 13 May, the Yemen 2025 Humanitarian Needs and Response Plan (HNRP) was just 9 per cent funded, with US\$222 million received out of a \$2.5 billion total requirement. This is the lowest funding coverage in well over a decade.

Yemen continues to be one of the world’s worst humanitarian crises. More than ten years of devastating conflict, economic deterioration and the collapse of public services have left 19.5 million people – around half of Yemenis – including 15 million women and children in need of humanitarian assistance and protection services for their survival. Some 4.5 million people continue to be internally displaced, and 17.1 million people are unable to consume adequate food, putting their lives or livelihoods in jeopardy.

Yemen has been in a truce-like condition since April 2022. The regional tension has left an impact on Yemenis, but it is the economic crisis that is leaving more people in need. In the IRG-controlled areas, food prices have increased tenfold compared to what they were before the conflict in 2015. Funding cuts further exacerbate the situation as the humanitarian community cannot provide the required support.

Yemenis remain without the safety and services they need to survive. Continued support from the international community is crucial for NRC to support the millions in need.



Photo: Khalid Al-Banna/NRC

Our core activities



Education



Information, counselling and legal assistance (ICLA)



Livelihoods and food security



Protection from violence (including CCCM)



Shelter and settlements



Water, sanitation and hygiene (WASH)

NRC in Yemen

Established	2012
International staff	9
National staff	149

Our areas of operation

- Amanat Al Asimah
- Sana'a
- Hajjah
- Hodeidah
- Amran,
- Aden
- Lahj
- Abyan
- Taiz
- Marib
- Al-Dhale'e



Our activities in detail

NRC assists people who have fled their homes as well as host communities and those who wish to return home.

We are often one of the first responders after a crisis, providing critical emergency aid and programming that aims to promote self-reliance, and working in partnership with affected communities to find durable solutions.

We respond in a holistic manner to ensure a principled, efficient, effective and accountable response and encourage all stakeholders and duty bearers to uphold their legal obligations towards people affected by displacement.



20,763 people reached in 2024 ▼

Education

The education sector is one of the most neglected areas within Yemen's humanitarian crisis. As of May 2025, the education cluster estimates that 6.8 million individuals are in dire need of education assistance but only 28% of them have received some form of assistance. The education cluster response seeks \$74.9M to meet the needs but only 17.4% has been secured.

Almost 3.2 million Yemeni children do not attend school and only 120,532 out-of-school children were supported with learning opportunities in non-formal education. Among those are the 1.6 million displaced children and 593,863 children with disabilities.

Teachers' working conditions also negatively impact the quality of learning: 65% of teachers do not receive salaries or incentives. Overcrowded classrooms, lack of teacher training, lack of learning materials, and attacks on education institutions have caused teachers to leave the teaching profession.

Access to education remains a critical concern in displacement settings, as enrolment challenges can hinder children's academic development and long-term socio-economic wellbeing.

We focus on children who have had their education interrupted or denied, via the provision of multiple, tailored pathways back to learning for displacement and conflict-affected children, adolescents, and youth. NRC is recognised as a leading education partner in Yemen. We work with children, teachers, communities, ministries and other authorities, as well as national and international education partners, to ensure children in Yemen are able to learn in a safe and protective environment.

We do this by:

- promoting children's right to education via community mobilisation, awareness raising and advocacy
- ensuring learning environments are safe and accessible to all children by repairing old and damaged classrooms, constructing learning spaces, latrines and handwashing facilities, and implementing classroom-based psychosocial support
- incentivising, equipping and training teachers and other education staff to provide quality, safe and inclusive education
- ensuring all children have the resources they need to fully participate in lessons through the provision of teaching, learning and recreational materials
- establishing multiple pathways back to formal education through providing a range of non-formal and technical and vocational education opportunities for children, adolescents and youth who may need more specialised or intensive education support
- activating or reinvigorating parent-teacher associations and other community support structures, to promote community ownership and sustainability
- advocating for the right to education through clusters and different education platforms at the Yemen and global level



17,461 people reached in 2024 ▼

Information, counselling and legal assistance (ICLA)

Displacement-affected communities and individuals in Yemen often face difficulties due to unfamiliar legal systems during displacement. This can be complex and overwhelming – further exacerbating their situation. The Norwegian Refugee Council's legal assistance project plays an important role in protecting the rights of IDPs, refugees and returnees, and ensures they have equitable access to essential services and legal procedures.

NRC in Yemen works to ensure that displacement-affected communities and

individuals have access to quality and free legal representation, quality legal counselling, and interpretation support in their interviews with lawyers, including for vulnerable groups such as victims of forced evictions and related HLP violations, persons in need of legal identity documents and civil registration et al. Legal assistance is provided in various forms, including legal interventions, representation, individual advice, and awareness-raising sessions. It aims to support vulnerable individuals, especially those facing protection concerns, limited legal knowledge, or financial constraints. Assistance is often delivered through community centres, mobile teams and partner legal offices, with volunteers playing a key role in disseminating information and identifying those in need.

Similarly, access to housing, land and property (HLP) rights is a critical challenge. Displaced Yemenis are exposed to various protection risks including evictions from sites where they have settled and from housing they are renting.

Over 307,000 individuals lacked essential documentation in 2024, a 50 per cent increase from 2023, compounding vulnerabilities for displaced and marginalised populations. In addition to this, eviction threats surged from 2,669 cases in 2023 to 9,468 in 2024. However, even though mediation efforts reduced actual evictions in 2024, eviction threats continue to increase. Additionally, 93 per cent of 34,000 displaced families in rental housing cannot pay rent, underscoring the urgent need for eviction prevention and tenure security measures.

Notably, 2024 revealed a significant rise in eviction threats for IDPs across Yemen, attributed to worsening housing insecurity, rising land values, and improved identification of at-risk populations. Simultaneously, eviction threats in displacement sites remain critical, with over 36 sites in Marib alone under threat, potentially displacing more than 41,000 individuals. These risks are compounded by landowners reclaiming land due to increased demand, investment opportunities, and prolonged use without compensation.

NRC is implementing programming that uses information, counselling and legal assistance (ICLA) to help Yemeni people – particularly women and children – access legal and civil documentation (LCD) and HLP rights.

Our ICLA services are focused on:

- awareness-raising on legal rights-related civil documentation and housing, land and property rights
- providing legal counselling and assistance to access critical legal and civil documentation
- providing legal assistance to displaced communities on housing, land and property rights, through negotiation with authorities and landowners to mitigate evictions and related risks
- pre- and post-eviction support
- providing technical support and training to clusters, authorities and partners on housing, land and property rights
- capacity building of local authorities, including the Civil Registry Authority and community leaders
- advocating for positive policy changes that affect peoples' rights

NRC is also the co-chair of the HLP Working Group and of the Legal Aid Technical Working Group, seeking to promote coordination amongst actors on these issues.



125,548 people reached in 2024 ▼

Livelihoods and food security

The food security and livelihood sector is facing a severe funding gap. As of May 2025, the FSAC estimate that 17.1 million individuals are in dire need of food security assistance but only 4.2 million (24.8%) of them have received some form of assistance. FSAC response seeks \$1.1B to meet the needs but only 4.3% has been secured.

The protracted nature of the food crisis in Yemen is marked by a complex interplay of vulnerabilities and exacerbating factors. These include intermittent conflict, displacement, economic turmoil, currency instability, escalating food prices, limited income/livelihood opportunities and the impacts of climate change. These occurred amidst irregular and inadequate humanitarian assistance, most particularly the suspension of

large-scale humanitarian food assistance in DFA-controlled areas between December 2023 and September 2024.

Consequently, approximately 17.1 million individuals, representing 49 per cent of the population, are acutely food insecure, requiring humanitarian assistance (severity levels three and above). Among these, 5.1 million people are projected to experience critical levels of acute food insecurity (IPCAFI/severity level 4).

The objective of NRC's Livelihood and Food Security programming is to protect the rights, dignity and livelihoods of vulnerable people affected by the conflict and displacement in Yemen, in addition to saving lives.

NRC uses a market systems approach to respond to emergencies and promote sustainable livelihoods where market systems are functional. In emergency situations, we support improved access to safe food by:

- distributing in-kind food baskets where markets are not fully functional
- providing cash and voucher assistance where markets are functional

We support livelihood restoration and resilience building by:

- providing training in modern production technologies and livelihood kits (agricultural inputs, tools) to small-scale farmers and fishery communities
- providing training in livestock management and provision of small ruminants to vulnerable households to increase their asset base
- supporting rehabilitation and/or installation of agricultural infrastructure including solar irrigation systems
- providing business management training and start-up capital for youth and female entrepreneurs
- providing vocational skills training to support viable market driven self-employment activities based on a thorough understanding of the local market conditions



49,996 people reached in 2024 ▼

Protection from violence

Yemen remains a complex and protracted protection crisis, with 16 million people in need of protection assistance. While this represents a 16 per cent decrease from 2023, the severity and complexity of protection risks have increased, particularly in underserved districts with limited access to humanitarian services. The widespread destruction of civilian infrastructure, marginalisation, exclusion, discriminatory norms and practices, social discrimination, explosive ordnance contamination, and many internally displaced people, alongside the socioeconomic impacts associated with the deteriorating economy have further weakened already overstretched public institutions and deepened pre-existing vulnerabilities.

Moreover, the protection sector in Yemen continues to face severe funding gaps. As of May 2025, the Protection Cluster had only received 7.9% of its USD 170.9 million funding requirement, significantly limiting the capacity of partners to deliver timely and life-saving protection responses. Yemen continues to experience critical and overlapping protection gaps, particularly in districts where conflict, displacement, tenure insecurity, lack of civil documentation, and social exclusion intersect. Ongoing conflict, the erosion of rule of law, and the breakdown of informal protection mechanisms continue to drive displacement, restrict access to services, and increase exposure to eviction threats, gender-based violence (GBV), child recruitment, and denial of HLP and civil documentation rights.

NRC in Yemen delivers programmes that aim at reducing, mitigating and responding to protection risks faced by the population in Yemen. The most severe of these risks are: threats to life, safety and dignity; lack of access to civil documentation and legal identity; tenure insecurity and denial of housing, land and property (HLP) rights; forced evictions; and protracted or repeated displacement.

NRC also responds to heightened risks facing specific groups, particularly women and girls, persons with disabilities (PWDs), and marginalised groups such as the

Mohamasheen. Protection risks also include child recruitment, family separation, and exposure to gender-based violence (GBV), especially in IDP sites, informal settlements, and areas of return, where access to protection services remains limited.

Our programming is implemented through three interlinked outcomes:

- **Individual protection services:** general protection case management (PCM), individual protection assistance (IPA), cash and voucher assistance for protection outcomes, protective accompaniment, psychological first aid (PFA), referrals and facilitated cash referrals.
- **Community level protection services:** community-based protection networks, trainings and regular engagement, community level protection monitoring and analysis of trends, peaceful coexistence and community initiative (pilot project).
- **Protection leadership and evidence-based advocacy:** protection monitoring and advocacy, national protection cluster co-ordination role.

The NRC protection team coordinates with other sectors to provide an effective, rapid response to support at-risk individuals in coping with their specific protection situation and strengthening their resilience.



21,214 people reached in 2024 ▼

Shelter and settlements

The shelter sector is facing a severe funding gap. As of May 2025, the Shelter Cluster estimates that 7.5 million individuals are in dire need of shelter assistance but only 24% of them have received some form of assistance. The Shelter Cluster response seeks \$170M to meet the needs but only 4.9% has been secured.

The Shelter Cluster estimates 7.5 million vulnerable people – 55% of whom are IDPs and 45% are non-IDPs including returnees and host communities – need shelter and non-food items (NFIs). Of the total people in need, 69% are in critical and catastrophic shelter

conditions (severity 4 and 5). There are approximately 1.6 million IDPs residing in informal sites as a last resort, while more than 3.3 million are in family hosting arrangements and rental accommodations.

In addition to the ongoing protracted crisis, Yemen faces severe climate challenges such as cyclones, flooding, storms, extreme temperatures (heat waves and cold) and landslides. About 7 per cent of those in need live in locations with extremely low winter temperatures. Additionally, most IDP sites are unplanned, in flood paths and exposed to HLP issues. Consequently, 43% of Yemen's 2,290 IDP sites are often affected by flooding, resulting in the loss of life, property damage and significant environmental impacts, prompting the need for the pre-positioning of emergency kits/conditional sectoral cash assistance, in addition to lifesaving DRR interventions.

NRC's shelter services offer:

- support access to essential non-food and energy items
- provision of enhanced emergency shelter
- construction/rehabilitation of transitional shelter
- provision of cash assistance for rental subsidies
- provision of winterisation assistance
- rehabilitation of partially damaged houses for returnees
- construction/rehabilitation of temporary learning spaces



133,529 people reached in 2024 ▼

Water, sanitation and hygiene (WASH)

The WASH sector is facing a severe funding gap. As of May 2025, the WASH cluster estimate that 15.2 million individuals are in dire need of WASH assistance but only 43% of them have received some form of assistance. The WASH cluster response seeks \$176.9M to meet the needs but only 7% has been covered.

In 2025, 15.2 million people need WASH assistance, a 13 per cent decrease from 2024. Moreover, 13.6 million people face challenges to access a water source of sufficient quality to prevent diseases and 17 million do not have access to enough water to cover basic daily needs including drinking, bathing and cooking. An estimated 12.6 million people continue to lack access to improved sanitation.

Approximately 6.7 million people are facing extreme conditions to access WASH services (severity 4). In 2025, it is anticipated that lack of access to basic WASH services will continue to be a driving factor for AWD/cholera and malnutrition.

To address this, our WASH team, in collaboration with other sectors, aims to address acute WASH needs and reduce protection risks through delivery of life-saving assistance and restoring and sustaining existing WASH facilities which are inclusive.

We achieve this by:

- rehabilitating and constructing water supply systems and facilitating their governance to improve sustainability
- strengthening community-based water resource management to improve resilience and climate change adaptation
- promoting safe excreta disposal through improved access to sanitation facilities
- promoting positive hygiene practices through hygiene promotion campaigns with the aim of changing behaviour
- providing inclusive sanitation facilities with appropriate disposal and treatment mechanisms
- improving WASH services in schools to strengthen better learning outcomes in collaboration with the education sector
- improving living environments through community and government-supported solid waste management

Advocacy

NRC is strategically placed to influence broader local, national and international discussions, policies and practices that impact the humanitarian situation in Yemen. NRC actively engages in key coordination mechanisms

including the Humanitarian Access Working Group, and the NGO Advocacy Working Group.

We base our advocacy and influencing on the needs of the communities we work with as expressed directly to us by them and elevate their voices into decision-making spaces. The most critical themes running across our advocacy include access to aid and protection and the removal of barriers to self-reliance and durable solutions. Our advocacy is also designed to help ensure a principled, efficient, effective and accountable humanitarian response.

Camp coordination and camp management (CCCM)

The CCCM sector is also facing a severe funding gap. As of May 2025, the CCCM cluster estimate that 1.9 million individuals are in dire need of assistance but only 39% of them have received some form of assistance. The CCCM cluster response seeks \$55.1M to meet the needs but only 5% has been secured.

IDPs residing in sites are among the most vulnerable people in Yemen, with particularly marginalised groups accounting for 41% of sites. Many older displaced persons spend most of their time in tents, are dependent on family members and are often limited by mobility issues. A significant number of them are living with chronic illnesses, with over two-thirds of sites hosting persons with chronic illnesses. Meanwhile, about a quarter of sites reported the presence of unaccompanied older persons.

Affordability of treatment is one of the main barriers to access health care. The estimated 15% of people in IDPs sites living with a disability – some of which were sustained as a result of the conflict – face additional barriers in accessing facilities, as an estimated 33% of NFI distribution points, latrines, showers and water points are inaccessible to them. Gender-specific needs are inadequately addressed, with only 23% of sites having gender-separated latrines and over a quarter lacking functional locks and requiring basic maintenance. This seriously compromises the safety and dignity of displaced women and girls.

NRC CCCM teams aim to improve coordination structures, information management systems, and access to equitable services and assistance in displacement sites with a focus on moving towards durable solutions with full participation of the displaced and host communities. Our camp management team is focused on:

- supervising, monitoring and coordinating safe and dignified access to multi-sectoral service at site level and area-based level
- establishing camp governance mechanisms and enabling community participation
- ensuring the care and maintenance of camp infrastructure
- managing information on the camp population's changing needs
- disseminating information both to the camp population and to other stakeholders
- participating in strategic planning with relevant stakeholders around issues of contingency planning, environment, and exit strategy
- advocating on behalf of/with the camp community to external stakeholders

Our donors

We are grateful for the generous support from our donors:

- EU – European Civil Protection and Humanitarian Aid Operations (ECHO)
- EU – International Partnerships (INTPA)
- Norwegian Ministry of Foreign Affairs (NORAD)
- Swedish International Development Agency (SIDA)
- UKAID – Foreign, Commonwealth & Development Office (FCDO)
- UN – World Food Programme (WFP)
- UN – United Nations Population Fund (UNFPA)
- Yemen Humanitarian Funds (YHF)
- The French Crisis and Support Centre (CDCS)
- Education Cannot Wait (ECW)

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