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Emergency Plan of Action (EPoA) Yemen: population Movement (Yemeni Returnees)

 International Federation
of Red Cross and Red Crescent Societies

General data

DREF Operation	MDRYE004; Glide n° OT-2014-000042-YEM
Date of issue: 04/04/2014	Date of disaster: November 2013
Operation manager (responsible for this EPoA): Mazin SALLOOM	Point of contact :Mazin SALLOOM. IFRC Yemen Country Representative
Operation start date: 4 April 2014	Expected timeframe: 2 months
Overall operation budget: CHF 162.063	
Number of people affected: 478,544 (total number of returnees between June 2013 and February 2014)	Number of people to be assisted: 6,000
Host National Society(ies) presence (n° of volunteers, staff, branches): Yemen Red Crescent Society (YRCS) - Hajjah Branch – 20 Staff – 165 Volunteers	
Red Cross Red Crescent Movement partners actively involved in the operation (if available and relevant): No	
Other partner organizations actively involved in the operation: IoM	

A. Situation analysis

Description of the disaster

Strict enforcement of the new law labour law in the Kingdom of Saudi Arabia (KSA), which was passed in March of 2013 and enforced from November 2013, has resulted in thousands of jobs lost and the forced expulsion of non-Saudi workers found without valid work visas, including many Yemeni workers. The majority of these Yemeni returnees arrive from Saudi Arabia through the border of Al Tuwal in the Hudayah governorate. Since November 2013, a total of 154,995 Yemenis returning from KSA have been registered at several entry points. A total of 34,210¹ Yemeni migrants have returned to Yemen during February 2014. Most returnees did



One of the returnees waves from Saudi Arabia which is likely to worsen Yemen's unemployment situation. (Credit: Arab News agency)

not leave by choice. They have sometimes been picked up on the

¹ IoM, Yemeni migrants returned from Saudi Arabia through the Border Crossing Point of Al Tuwal, Hajjah – 28 February 2014 Update

streets, without being able to gather up their personal belongings, held overnight in holding cells and then driven to the Yemeni border in buses or other transportation means. The workers arrive dehydrated, hungry and most without money and many without any basic personal belongings.

IOM is at present the only organization working at the Al Tuwal border, providing the returnees with water, food, some non-food items and basic health care services. According to IOM reports, it is estimated that 80% of the 274,695 Yemeni nationals who returned via the Al Tuwal border with the KSA between June 2013 to January 2014 stayed in Hajjah governorate. This large influx of returnees, congregating in one area has placed pressure on the governorate to provide basic services to its population. It should be noted that Hajjah has among the highest percentage of malnutrition and food insecurity in Yemen.

The local government authorities in Hajjah, is no longer able to respond to the humanitarian needs of the returnees and requested support from the Hajjah Branch Yemen Red Crescent Society (YRCS) to intervene and respond to some of the unmet needs. Meanwhile the YRCS have been supporting the returnees with their limited resources, but have now reached a position where they are no longer able to continue to do so.

The YRCS Hajjah branch has conducted an assessment of the urgent needs of returnees in cooperation with government authorities and International Organization for Migration (IOM) and findings were presented to the YRCS-HQ. Subsequently coordination meetings were conducted in Sana'a among all stakeholders, including the YRCS Hajjah branch, YRCS-HQ, Hajjah government authorities, IOM and the IFRC country office. After identifying the gaps, it was decided to launch a DREF to meet the urgent humanitarian needs of the Yemeni returnees. Although the number of returnees fluctuates monthly, it is estimated in 2014, there will be an additional 400,000 Yemeni nationals that may return to Yemen.

Summary of the current response

Overview of Host National Society

The Yemen Red Crescent Society (YRCS) currently has a network of 20 branches, 11,000 volunteers, 3,500 members and over 300 employees. YRCS has recently updated its statutes in accordance with minimum standards of the Federation.

YRCS works closely with Movement partners in Yemen, including International Committee of Red Cross (ICRC), Danish RC, Norwegian RC, Swedish RC, French RC, German RC, British RC and United Arab Emirates RC. The IFRC plays a key role in developing coordination mechanisms among all stakeholders to ensure effective and quick response especially in emergencies. Key to this cooperation are partnerships that have been established with government ministries, including the National Disaster Management Unit, Civil Defense General Directorate, Ministry of interior, the Directorate of Environmental Emergencies and Disasters, Ministry of Water and Environment, Ministry of Health, Ministry of Education. In addition, the YRCS has established modalities of operation with INGO's and CBO's including UNHCR, UNICEF, UNDP, OCHA, OXFAM, WFP, WHO, Care and the World Bank.

In the current humanitarian crisis YRCS is coordinating with the Yemen office of the IOM. IOM is at present the only organization authorized by the government to work in the border areas where more than a thousand Yemenis are returning each day. The emergency response outlined in this document, describes interventions that will complement IOM activities in the border areas with emergency services for returnees until they reach their communities of origin.

Overview of Red Cross Red Crescent Movement in country

The IFRC Delegation in Yemen is located in the YRCS HQ in Sana'a. IFRC has a status agreement in the country and has integration agreements with Partner National Societies of Denmark, Germany and Norway. As of July 2013, IFRC does not fall under the ICRC security umbrella, but coordinates closely with ICRC especially for field visits. IFRC does not have a presence outside Sana'a.

IFRC is providing support to YRCS in Organisational Development/Capacity Building (OD/CB), Disaster Management (DM) including disaster response and preparedness capacity enhancement, and Health and Care (H/C) with focus on community based health. The support is designed to strengthen the YRCS in terms of strategic, organizational and technical capabilities.

Overview of non-RCRC actors in country

The IFRC plays a key role in supporting coordination and exchanging of information among partners to ensure synchronised support to the YRCS. YRCS has worked or established communication with such non-Movement partners as governmental entities (ie: the National Disaster Management Unit, Civil Defence General Directorate, Ministry of interior, the Directorate of Environmental Emergencies and Disasters, Ministry of Water and Environment, Ministry of Health, Ministry of Education, etc.), UNHCR, UNICEF, UNDP, OCHA, OXFAM, WFP, WHO, Care and the World Bank.

At the request of the Yemeni government, IOM has been providing emergency assistance to returnees, including health care, water, food, and immediate necessities such as clothing and footwear.

IOM provided food, health care, and relief commodities benefitting more than 87,000 people. Republic of Yemen Government and U.N. officials expressed concern that unemployed returnees could place further strain on already vulnerable communities. According to the U.N., most Yemeni returnees are residing in western governorates. (USAID, Fact Sheet #2, 3 March 2014)

Needs analysis, beneficiary selection, risk assessment and scenario planning

Yemen is the poorest country in the Middle East. Political instability has exacerbated an already fragile economy, resulting in unemployment rates reaching over 50% among people aged under 25's which, in some governorates, represents more than 70% of the population. This has spurred a large number of Yemenis to go in search of jobs outside their home country, mostly in bordering countries. It is estimated that there are over 800,000 Yemenis working in Saudi Arabia (KSA), most working as unskilled laborers. The majority of workers have no or little formal education and many are barely literate².

In March 2013 the KSA, in an effort to reduce the high rates of unemployment among its nationals, changed its labor law, specifically the Nitaqat (classification) law which made it mandatory hire one Saudi worker for every 10 expatriate workers and also stipulated that an expatriate worker could work only under his/her sponsor and could not engage in any other work other than what was on his job card. In addition, the Saudi government dramatically increased the fee for renewing labour cards (iqamas) from SAR100 to 2,500, raising panic among immigrant workers. Migrant laborers had until July 2013 to register and the deadline was later extended to November 3rd. Non-compliance resulted in thousands of lost jobs. In addition all workers caught without proper documentation are being immediately deported.

Since an amnesty ended in early November, hundreds of thousands of workers have been deported to their home countries, including 154,995 Yemenis until end of February 2014. The majority of workers arriving at al-Tuwal border lack basic personal belongings and showing obvious signs of dehydration, Yemeni workers share their stories with aid workers, recounting how they were picked up on the streets and taken directly to detention facilities with no chance to gather their belongings.

According to a rapid needs assessment conducted by the Yemen Red Crescent branch in Hajjeh, the immediate priority is to address dehydration of the workers arriving at al-Tuwal border by providing them with water and liquids, to administer first aid and refer difficult cases to the YRCS clinic in Haradh. Additional efforts must be made to facilitate contact with their families so the workers can return to their communities of origin.

According to an IOM report, 19,080 returnees were provided with health care (27 Aug 2013 - 28 Feb 2014) and treated at the IOM clinic in Al Tuwal.

Risk Assessment

	RISK	IMPACT	LIKELIHOOD (High, Medium, Low)	MITIGATION MEASURES
1	Beneficiaries - <i>Low involvement of beneficiaries in</i>	<ul style="list-style-type: none"> Non-satisfaction of support by beneficiaries Low operational efficiency 	<ul style="list-style-type: none"> Low Medium 	<ul style="list-style-type: none"> Focal group discussion with returnees in communities of origin Support to the branch volunteers in relevant areas

² IOM Report interviews conducted October-November 2013 at Al-Tuwal border crossing.

	<i>planning process</i>	<ul style="list-style-type: none"> No willingness among community members to participate in project activities 	<ul style="list-style-type: none"> Medium 	<ul style="list-style-type: none"> Actively meet with community leaders in communities of origin
2	Human Resources - <i>Difficult to attract and retain competent staff and volunteers</i>	<ul style="list-style-type: none"> Lack of staff & volunteers in the field with requisite skills (health, logistics, DM) 	<ul style="list-style-type: none"> Medium 	<ul style="list-style-type: none"> Provide short refresher courses for staff & volunteers in relevant areas
3	Coordination - <i>(Lack of coordination between YRCS HQ and branches)</i>	<ul style="list-style-type: none"> Low operational efficiency 	<ul style="list-style-type: none"> Medium 	<ul style="list-style-type: none"> Set up regular management meetings between IFRC and NS
4	Security (Worsened conflict situation)	<ul style="list-style-type: none"> Possible closure or interruption of project implementation 	<ul style="list-style-type: none"> High 	<ul style="list-style-type: none"> Activate DM Contingency Plan

B. Operational strategy and plan

Overall objective

The goal of the proposed programme is to provide humanitarian assistance to the large number of Yemeni returnees who are and will be returning to from the Kingdom of Saudi Arabia (KSA). To achieve this goal, YRCS has chosen to focus on achieving two specific outcomes in the Hajjah governorate, where the returnees will be crossing into Yemen from KSA. Two of these outcomes focus on alleviating the immediate needs of the returnees by (1) providing food packages and hygiene items and (2) facilitating their return to their communities of origin. In addition, a 3rd outcome will focus on strengthening the capacities of the National Society at branch level by (1) providing refresher First Aid courses to staff & volunteers in the YRCS Hajja branch so these can administer to the needs of the returnees and (2) rapid needs assessment (3) strengthen the logistic capacity of the NS at HQ so it is able to coordinate the relief effort in a timely & efficient manner

Proposed strategy

The Yemen Red Crescent Society has carried out an initial assessment of the situation, with real-time updates from the Hajjah Branch where the returnees re-enter Yemen and the Haradh sub-branch where many remain stranded. The Society has also coordinating with all stakeholders including government ministries, both at the local, regional and national level to identify the gaps and ensure that there is no duplication of service provision.

The influx of returnees is localized, thus it is possible do accurate counts of the beneficiaries track their movements and also determine their immediate needs. With little or no money, large numbers of returnees are congregating in the nearest city of Haradh, 10 km north of the border. This has placed a strain of a community that has been forced to accommodate the returnees with no resources allocated to provide them with essential services and relief items.

The proposed strategy is to work with the YRCS Branch in Hajjah and the sub-branches in Haradh, Midi and Abs to provide essential services to the returnees. The YRCS has extensive experience with regard to returnees, whereby they responded effectively provided humanitarian assistance to the flight of thousands of returnees as well as migrant workers using Yemen as a gateway to return to their home countries. The proposed activities are outlined below.

Human resources

The Human resources allocated for this DREF are as follow:

- A management team comprised of two HQ staff for coordination and monitoring. They will receive per diems for their field work/visit.
- A task force team comprised of a program manager, who is the president of the Hajjah Branch, a finance officer from the branch, a project coordinator from the branch and three branch supervisors. All of them will receive per diems for their field work/visit.
- A medical clinic team will be comprised of a doctor, a nurse and a pharmacist, a guard and a cleaner
- A warehouse team will be comprised of two warehouse guards, to secure the warehouse for 24 hours a day, and a warehouse keeper for logistics.
- One IFRC project officer to support the implementation of the operation.

Logistics and supply chain

- Procurement
 - Procurement will be done for relief items (food & hygiene kits) in the governorate of Hajjah due to heighten security risks on the road, and more efficient/timely distribution
- Warehouse
 - A warehouse will be rented for the duration of the operation in Haradh to store the non food items and hygiene kits.
- Transport
 - volunteers will be transported from the Branch to the border area where initial contact will be made with returnees;
 - Relief items will be delivered to the distribution point in Haradh.

Information technologies (IT)

- Phone cards will be provided to key YRCS staff & volunteers to facilitate communication during the implementation of the operations.
- Phone credit will be delivered for returnees to facilitate return to communities of origin.

Communications

- National Society staff & volunteers will be wearing YRCS vests to increase visibility and credibility on the YRCS work in the field.
- There will be a local press communiqué outlining the operation co-sponsored by the IFRC & the YRCS, regular updates will be provided and a press conference to be held at the end of the action.
- Short articles to be posted on the IFRC website

Security

Security considerations are a priority in an unstable environment such as Yemen. A Contingency Plan has been developed by the NS, but precise mitigating measures need to be developed which apply specifically to the area of operation. Branch staff and volunteers will require briefing on these measures.

Planning, monitoring, evaluation, and reporting (PMER)

A monitoring and evaluation plan will be done for this operation to ensure a result based management for this operation.

- *Technical support from the IFRC Zone or country*
 - IFRC MENA zone and country team will support the YRCS in coaching them on good M&E practices. Project team will be involved in building them.
 - A reporting and monitoring training will be done in over two days to familiarize them with the tools and

C. DETAILED OPERATIONAL PLAN

Needs analysis:

Since early November 2013, hundreds of thousands of workers have been deported to their home countries, including 154,995 Yemenis. The majority of workers arriving al-Tuwal border lack basic personal belongings as they were not given the opportunity to collect them and showing obvious signs of dehydration.

According to a rapid needs assessment conducted by the Yemen Red Crescent branch in Hajjah, the immediate priority is to address dehydration of the workers arriving at al-Tuwal border by providing them with water and liquids, to administer first aid and refer difficult cases to the YRCS clinic in Haradh. Additional efforts must be made to facilitate contact with their families so the workers can return to their communities of origin.

Population to be assisted:

This operation will initially target 6,000 Yemeni returnees during two months from beginning of April 2014 (95% of them are men since most are labour immigrants and prefer not to be accompanied by their families) from Saudi Arabia crossing/heading into Hajjah governorate (Mainly: Haradh, Midi and Abs) topping up IoM 1 day support package at the borders. The selection criteria will focus on the returnees who have no means of support or social network, including those who leave the borders area heading to their homes towns and cities. Individual surveying approach will be used to ensure proper data collection and targeting. At the end of this period, an assessment will decide if further emergency assistance is still needed and this operation may be extended.

Early warning & emergency response preparedness

Outcome 1: YRCS delivers timely and effective provision of humanitarian and social services to the most vulnerable people and affected communities in Yemen														
Output 1.1 YRCS' capacities and structures are enhanced for more effective management and service delivery to meet the needs of vulnerable peoples in Yemen														
Activities planned	Weeks	1	2	3	4	5	6	7	8	9	10	11	12	13
Relief Training at Branch Level for 2 days														
▪ Prepare the logistics for the training														
▪ Conduct a training on registration and data collection														
▪ Conduct a basic training on distribution														

Health & care

Outcome 1: YRCS returnees from KSA benefit from basic health care														
Output 1.1 Increased first aid knowledge and practice at individual, household and community level.														
Activities planned	Weeks	1	2	3	4	5	6	7	8	9	10	11	12	13
1. Organize a 2-day Refresher training on First Aid														
▪ Haradh 20 Volunteers														
▪ Abs 20 Volunteers														
▪ Midi 20 Volunteers														
Output 1.2 YRCS staff & volunteers provide first aid health services to affected target group														
Activities planned	Weeks	1	2	3	4	5	6	7	8	9	10	11	12	13
1. Provide returnees with First aid care														
2. Provide returnees with rapid-health check														
3. Returnees referred for specialized treatment at YRCS clinic														

Water, sanitation and hygiene promotion

Outcome 1: Yemeni Returnees' basic hygiene conditions are enhanced													
Output 1.1 YRCS delivers timely and effective provision of hygiene kits to the most vulnerable people returnees to Yemen from KSA													
Activities planned	1	2	3	4	5	6	7	8	9	10	11	12	13
Weeks										0	1	2	3
Identify most vulnerable Yemenis at borders in need for hygiene support													
Provide personalized hygiene kits distribution for 6,000 of returnees													

Shelter and settlements (and household items)

Outcome 1: Yemenis arriving at the borders at night have enhanced protection and general conditions													
Output 1.1: 600 Returnees have access to temporary sleeping													
Activities planned	1	2	3	4	5	6	7	8	9	10	11	12	13
Weeks										0	1	2	3
Identify most vulnerable Yemenis at borders in need for blankets and mattresses													
Provide mattresses & blankets to 600 (out of 6,000) returnees who are expected to overnight before proceeding to communities of origin.													

Food security, nutrition and livelihoods

Outcome 1: Returnees have less diseases and illnesses related to food sustenance													
Output 1.1: Returnees have access to food rations that allow them to sustain for 3 days													
Activities planned	1	2	3	4	5	6	7	8	9	10	11	12	13
Weeks										0	1	2	3
Identify most vulnerable Yemenis at borders in need for food aid													
To distribute basic ready to eat 3-day food rations to 6,000 returnees													

Budget

See attached [DREF operation budget](#).

Annex1: the content of food and hygiene packages:

Food package	Items	# Units
	Dates (1Kilo)	1
	Cheese (24 pcs)	1
	Tuna (6 cans)	3
	Water (6 bottles)	6
	Juice packets	3
	Biscuits	3
	Tea Biscuits	3
Hygiene package	Soap 200gr	1
	Toothbrush	1
	Toothpaste	1
	Towel	1
	Tissues	1
	Razor	1
	Carry Bag	1
	Logo	1

DREF OPERATION

04/04/2014

Yemeni returnees from Saudi Arabia 2014

Budget Group	DREF Grant Budget CHF
500 Shelter - Relief	0
501 Shelter - Transitional	0
502 Construction - Housing	0
503 Construction - Facilities	0
505 Construction - Materials	0
510 Clothing & Textiles	9,299
520 Food	65,345
523 Seeds & Plants	0
530 Water, Sanitation & Hygiene	45,011
540 Medical & First Aid	1,660
550 Teaching Materials	0
560 Utensils & Tools	0
570 Other Supplies & Services	0
571 Emergency Response Units	0
578 Cash Disbursements	0
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	121,315
580 Land & Buildings	0
581 Vehicles Purchase	0
582 Computer & Telecom Equipment	0
584 Office/Household Furniture & Equipment	0
587 Medical Equipment	0
589 Other Machinery & Equipment	0
Total LAND, VEHICLES AND EQUIPMENT	0
590 Storage, Warehousing	221
592 Distribution & Monitoring	0
593 Transport & Vehicle Costs	3,402
594 Logistics Services	0
Total LOGISTICS, TRANSPORT AND STORAGE	3,623
600 International Staff	0
640 Regional Staff	0
661 National Staff	5,608
662 National Society Staff	7,769
667 Volunteers	3,187
Total PERSONNEL	16,565
670 Consultants	0
750 Professional Fees	0
Total CONSULTANTS & PROFESSIONAL FEES	0
680 Workshops & Training	4,178
Total WORKSHOP & TRAINING	4,178
700 Travel	3,427
710 Information & Public Relations	89
730 Office Costs	1,172
740 Communications	1,626
760 Financial Charges	0
790 Other General Expenses	177
799 Shared Support Services	0
Total GENERAL EXPENDITURES	6,491
599 Programme and Supplementary Services Recovery	9,891
Total INDIRECT COSTS	9,891
TOTAL BUDGET	162,063