



# CARE Rapid Gender Analysis: Yemen

June 2015

## Introduction

Rapid gender analysis provides information about the different needs, capacities and coping strategies of women, men, boys and girls in a crisis by examining the relationships between women, men, boys and girls. Due to the current security situation and limited access in Yemen this document is meant as an initial analysis of gender relations in Yemen. Nevertheless the initial gender analysis and recommendations for more gender sensitive programming should inform programming to ensure that we meet the differing needs and protect women, men, boys and girls.

CARE has been continuously operational in Yemen since 1992, supporting the most marginalized communities to reduce poverty, social injustice, and providing humanitarian assistance to reduce the impact of humanitarian crises.

## Methods

Given the challenges in humanitarian access in Yemen, this Rapid Gender Analysis has been designed as an incremental process. As more information about gender relations inside and outside the Yemen becomes available, it will be analysed and included into the Rapid Gender Analysis. A range of methods were used to collect data and information. In-line with best practice, primary and secondary quantitative and qualitative information from before and during the crisis have been analysed. In particular, the CARE Program Situational Analysis undertaken in 2014 was very useful. Once additional post-crisis analysis is available, a separate RGA should be produced for each relevant governorate.

## Gender Relations in Yemen

Gender relations in Yemen are complex and vary across the North and South, urban and rural, families, and tribes. The North has been traditionally more conservative than the South. Hajjah, located in the north, is one the most conservative governorates, pre-crisis it had the 2nd highest female-headed households (19.4%) and 3rd highest female illiteracy of 82.7%. Amran borders Hajjah and pre-crisis, 13.5% of the households were female-headed households. In the South, Abyan borders Lahj and has highest unemployment level nationally at 26% and the 7th highest poverty rate at 45.68%. Lahj has the second highest unemployment rate at 23.9%.<sup>1</sup>

Yemen ranks 142 out of 142 countries in the 2014 Global Gender Gap report and since 2006 it has been consistently ranked last. The report also highlighted that women earn \$1,751 YR compared to \$6,343 YR earned by men; 50% of women are literate, compared to 83% of men. In terms of education, 79% of girls and 84% of boys are enrolled in primary education; 34% of girls and 51% of boys are enrolled in secondary education; and 6% of girls and 14%

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<sup>1</sup> Colburn, Marta; Where To Go From Here: CARE Yemen Program Approach Situation Analysis Report; 2014.

of boys are enrolled in tertiary education. The average lifespan for a woman is 55 years and for a man 54 years.<sup>2</sup>

It is traditional country where women are considered 'weak' and therefore need to be protected. Despite the fact that women have considerable productive and reproductive responsibilities, they have limited participation in society and a lower status than men.<sup>3</sup> Men are the ultimate decision-makers in and outside of the household. Women face a various forms of violence and discrimination ranging from domestic abuse, child, early and forced marriage, denial of education, exclusion from decision-making, female genital mutilation and restriction of movement.<sup>4</sup>

Yemen's legal framework is complicated and incorporates shari'a, the former socialist legal system, international principles, customary or tribal law ('urf al-qabili), sections of Egyptian and other Arab laws, and elements from Ottoman or Turkish traditions. Yemen's legal code is very much reflective of its complex political history.<sup>5</sup> Women are subjected to a host of discriminatory laws. For example, article 42 of the Crimes and Punishment No. 12 (1994) states that women's bloody money (diyeh) is equivalent to half that of a man, essentially indicating that a woman's life is not as valuable as a man's life.<sup>6</sup> Article 40 of Yemen's 1994 constitution states that 'all citizens are equal in public rights and duties'; this is then contradicted by article 31 which states 'Women are men's sisters. They have rights and obligations that are guaranteed and prescribed by shari'a and provided for by the law.' What article 31 underscores is that women are not equal citizens, which has significant impact on gender equality. Furthermore, the inconsistencies between the two articles, leaves interpretation up to judicial discretion, which is problematic.<sup>7</sup> Other laws that discriminate against women include Personal Status Law (1992), Penal Code Law (1994), Nationality Law (1990) and Evidence Law (1996). In particular, the Personal Status Law contravenes parts of the Convention on Eliminating All Forms of Discrimination Against Women (CEDAW), including notably women are required to provide sexual access to her husband which essentially disallows rape within a marriage.<sup>8</sup>

Yemen's diverse history, geography, politics and religious ideologies have been a source of conflict through its history. Prior to this crisis, according to OCHA, 80,000 people were displaced due to localised conflicts in 2014. Mainly in the North, an additional 335,000 Yemenis remain in protracted displacement. At the end of 2014, 215,000 IDPs had returned home, but were struggling to resume their daily lives due to the loss of livelihoods, damaged infrastructure, weak rule of law and contamination from unexploded ordnance (UXO). Conflict and displacement is not new in the Yemeni context.<sup>9</sup>

It is also important to note, that another particularly vulnerable group is the Muhamasheen. The origins of the group are unclear, but they are considered the lowest status group in Yemeni social hierarchy. In particular, Mushameen women are marginalised. Hajjah has the second largest population of Mushameen (approximately 40,789)<sup>10</sup>. Other marginalized

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<sup>2</sup> UNDP, Global Gender Gap Report; <http://reports.weforum.org/global-gender-gap-report-2014/rankings>; 2014

<sup>3</sup> Manea, Elham; Yemen, [https://freedomhouse.org/sites/default/files/inline\\_images/Yemen.pdf](https://freedomhouse.org/sites/default/files/inline_images/Yemen.pdf); 2010

<sup>4</sup> Ibid.

<sup>5</sup> Colburn, 2014

<sup>6</sup> UNDP; Country Assessment Violence Against Women – Yemen [http://www.un.org/womenwatch/ianwge/taskforces/vaw/Country\\_Assessment\\_on\\_Violence\\_against\\_Women\\_August\\_2\\_2010.pdf](http://www.un.org/womenwatch/ianwge/taskforces/vaw/Country_Assessment_on_Violence_against_Women_August_2_2010.pdf); 2010

<sup>7</sup> Colburn, 2014

<sup>8</sup> Colburn, 2014

<sup>9</sup> OCHA; Humanitarian Needs Overview <http://reliefweb.int/report/yemen/2015-yemen-humanitarian-needs-overview>; 2015.

<sup>10</sup> Colburn, 2014

groups include refugees, asylum seekers and migrants from Horn of Africa. Refugee women are considered some one of the most vulnerable caseloads facing violence in Yemen.<sup>11</sup>

### *Current Crisis*

The current crisis in Yemen has taken a heavy toll on civilians, and according to the UN approximately 9,243 people have been injured or killed, over 545,719 people displaced and 28,712 people have left Yemen arriving in Horn of Africa and Gulf countries. It is estimated that 54% of displaced persons are women and 46% are men. Accurate information has been difficult to obtain, and it is likely that the actual figures are much higher than reported. There are also widespread reports of damage to civilian infrastructure across the country, including runways, bridges and main roads. The fighting has hampered the delivery of critical humanitarian assistance, displaced civilians and forced 3,684 schools to close, affecting an estimated 1.84M children. The most affected governorates include Sana'a, Taizz, Aden, Lahj, Sa'ada, Al Dhale'e as well as Sana'a City. 21.1M people require humanitarian assistance of which 11.7M require targeted humanitarian assistance, 15.2 people require are lacking access to primary health clinics and approximately 1M are displaced.<sup>12</sup>

The gendered impact of the current conflict was explored during interviews conducted by the OCHA GenCap Advisor. In total 14 interviews were conducted with senior members of Community Service Organizations (CSO), staff of international non-government organizations, (INGO) staff, a civil servant, and a medical doctor. While this might not be representative of all Yemeni women, the respondents provided some feedback which is relevant to our response:<sup>13</sup>

- "The woman is the person who has everything thrown on her head and absorbs all the shocks."
- "Of course women's responsibilities have increased. Before the conflict, everything relied on the man, now all of a sudden the woman has to take care of everything – she is not used to this."
- Before the conflict, most responsibility – although not the workload - was described as being on the men. Not only do women now suddenly have to learn new tasks and skills, but also take on dealing with people outside the family, a role they are completely unprepared for.
- The response was mixed on impact on needs – some contended that the needs were different while others stated: "Currently men and women have the same needs, because the situation is affecting them both in the same way;"

The interviews conducted by the GenCAP advisor complement and reinforce the Focus Group Discussions conducted in 2014 for the CARE Yemen Program Approach Situation Analysis Report. The FGD discussions were held over a three week period in the field and 43 people (18 women and 25 men) were interviewed. Some of the questions focused on the impact on conflict and crisis on women, men, boys and girls. To this end, the respondents indicated that:<sup>14</sup>

- "Women are affected the most because of the absence of security, their normal lives are interrupted and they may be forced to stay at home."
- "Some women are not even allowed to go to the market. Women have no right to go and work and the preference is for men."
- "Women become afraid to go to work and are scared of harassment."
- "There are more early marriages because of the crises."

<sup>11</sup> UNDP; Country Assessment Violence Against Women – Yemen

<sup>12</sup> OCHA; Yemen Humanitarian Response Plan- Revised, < <http://reliefweb.int/report/yemen/yemen-humanitarian-response-plan-2015-revision-june-2015>, 2015.

<sup>13</sup> OCHA, Gender Equality in Yemen Conflict 2015 (interviews); 2015.

<sup>14</sup> Marta Colburn 2014

- “Women can’t cook for their families due to the petrol crisis. Women in Yemen are the most effected by the crisis because if there is no gas she is forced to cook with wood.”
- “Conflicts outside the home affect the family income which leads to problems between husbands and wives.”
- “When crises or shocks impact families the women are impacted differently because female-headed households are even less able to cope.”

CARE’s internal analysis is from last year and was undertaken prior to the more recent crisis. It represents views of both men and women and shows how shocks impact the relationships at the household level. In comparing some of the responses from both interviews, the increased responsibility/role shift and coping mechanisms of women to shocks are worth further examination and research.

### Gender and WASH:

Yemen is one of the most water-scarce countries in the world. Pre-crisis, the majority (64.1%) of people surveyed by in Northern governorates received their water from sub-standard supply sources and 70% lack knowledge and practice of water treatment. Of the total surveyed, 28.3% were accessing less than the SPHERE standard of 15 liters of water per person per day.<sup>15</sup> Since the crisis, the UN is reporting the lack of fuel and electricity has caused the breakdown in basic WASH services and is predicting that public water services covering 1 million people are at serious risk of collapse.<sup>16</sup>

Women and girls are largely responsible for fetching water and are forced to travel long distances to find water. Therefore, lack of access to safe rural water supply has the biggest impact of women and girls. Fetching water takes up a disproportionate amount time, which could be spent getting an education, undertaking economic activities and/or social interaction.<sup>17</sup> Women play a critical role in promoting health behaviours at the household level, including hygiene practices such as hand washing and proper waste disposal, prepare food and manage water collection, storage and treatment.<sup>18</sup>

The MIRA assessment conducted in April 2015, while gender blind, provided some key information. In Abyan, among the 46 individuals interviewed, 50% of them mentioned that WASH is considered as a severe situation (urgent intervention required); 35% of them mentioned that WASH is considered as a situation of concern (surveillance is required); and 15% of them mentioned that WASH is considered as a relatively normal situation (local communities able to cope with the crisis). The top WASH priorities mentioned by the respondents include provision of water; hygiene materials including soap; water Containers; Water Filters; and Water Tanks. In Hajjah, among the 104 respondents who identified water as a serious problem, the following main constraints were identified: 53% mentioned that water too expensive; 45% replied that water trucks no longer serving the area due to crisis and 44% mentioned ‘long distances to safe water. In Abyan, 94% respondents agree in all locations that there is a serious problem in the community because a lack of clean water for drinking, cooking or personal hygiene. In addition, respondents in Abyan agreed that lack of clean toilets and hygiene was a serious concern. Therefore, given women critical role in WASH, it will be important to ensure those women’s voices and concerns are reflected in the design of any new humanitarian programming.

<sup>15</sup> WASH Cluster needs assessments for Hajjah, Amran, Hodeda and Razmah December 2015

<sup>16</sup> OCHA; Yemen Flash Appeal

[http://reliefweb.int/sites/reliefweb.int/files/resources/Yemen\\_Flash%20Appeal.pdf](http://reliefweb.int/sites/reliefweb.int/files/resources/Yemen_Flash%20Appeal.pdf) ; 2015

<sup>17</sup> WFP; YEMEN: Secondary Data Analysis on Food Security and Vulnerability

<http://home.wfp.org/stellent/groups/public/documents/ena/wfp207839.pdf> ;2013.

<sup>18</sup> USAID; Gender Assessment Yemen, [http://pdf.usaid.gov/pdf\\_docs/pa00jnrk.pdf](http://pdf.usaid.gov/pdf_docs/pa00jnrk.pdf); 2015

## Gender and Food Security:

Agriculture is a key sector of the economy. In 2010, agriculture employed 54% of the labour force, contributed to 17.4% of the GDP, and consumed approximately 90% of Yemen's scarce water resources.<sup>19</sup> Women and girls have primary responsibility for collecting water and firewood, cooking, cleaning, and childcare. On top of the heavy domestic workload, women provide 60% of the labour in crop cultivation, more than 90% in tending livestock and earn 30% less than men.<sup>20</sup>

Women play an integral and often unacknowledged role in the agriculture sector, undertaking a variety of roles related to food production, processing and marketing. They also play a significant role in livestock management.<sup>21</sup> The role of women in the sector is largely not reflected in government statistics or decision-making. Some of the key challenges faced by women include: lack of land ownership; limited access to credit; agriculture extension and other relevant services not provided to rural women; and lack of support from the government on training and support to Women's Development offices and rural women extension agents.<sup>22</sup> Women are exclusively responsible for food preparation and other key components of family nutrition, therefore, the lack of education amongst women is concerning.<sup>23</sup>

According to 2014 Comprehensive Food Security Survey, 48.5% of Abyan, 53.5% of Hajjah, 58.3% of Lahj and 35.2% of Amran is food insecure. The levels of both acute and chronic malnutrition amongst women and children is high, because a lack of education amongst women, poor nutritional status of women and related problems due to the lack of key services such as health care and water and sanitation facilities. In addition, the report highlighted that boys were more wasted and more stunted than girls; and boys were more affected by acute and chronic malnutrition than girls. More than 85% of children do not consume a minimum dietary diversity and are likely to have poor micronutrient density in their diet. The survey also found that 24.2% of women between 15 and 49 years were malnourished, of whom 14.4% were severely malnourished.<sup>24</sup>

It is important to note that Female headed-households are amongst the most vulnerable and are at higher risk of food insecurity due to the lack of work opportunities for women. In 2014 45.1% of the female-headed households in Yemen were severely food insecure, compared to 40.7 male-headed households, significantly more than in men.<sup>25</sup> In Hajjah, 66.3% of female-headed households were food insecure compared to male-headed households (66.3% and 59.2% respectively). In terms of access to markets, women are excluded from economic activities, this largely undertaken by men. In general, when food is scarce, an often used coping mechanism is that women are the first to eat less, but still continue to undertake their heavy domestic workload. There are also obstacles when it comes to food distributions, for example lack of official papers makes it difficult to register women, boys and girls and a lack of mobility due to cultural and security restraints makes it difficult to access food distribution points.<sup>26</sup>

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<sup>19</sup> Colburn, 2014.

<sup>20</sup> IFAD; Factsheet Yemen <http://www.ifad.org/operations/projects/regions/pn/factsheets/ye.pdf>; 2011.

<sup>21</sup> WFP – Yemen Secondary Data Analysis on Food Security and Vulnerability.

<sup>22</sup> Republic of Yemen; Agriculture Strategy 2012 -2016;

[http://www.ye.undp.org/content/dam/yemen/PovRed/Docs/Yemen\\_National%20Agriculture%20Sector%20Strategy%202012-2016%20En.pdf](http://www.ye.undp.org/content/dam/yemen/PovRed/Docs/Yemen_National%20Agriculture%20Sector%20Strategy%202012-2016%20En.pdf); 2012

<sup>23</sup> IFPRI, Assessing Food Security in Yemen

<http://www.ifpri.org/sites/default/files/publications/ifpridp00982.pdf> , 2010.

<sup>24</sup> WFP; Comprehensive Food Security Survey, Yemen,

<http://home.wfp.org/stellent/groups/public/documents/ena/wfp269771.pdf>, 2014

<sup>25</sup> Ibid.

<sup>26</sup> OCHA, Gender considerations in the Humanitarian Response in Yemen; 2014

According to a recent WFP update, fuel prices have increased seven-fold compared to pre-crisis period and more importantly, fuel is universally unavailable. In crisis-affected areas, the availability of food commodities is deteriorating, and staples such as wheat flour is only available on the black market. Food prices remain above the pre-crisis has average.<sup>27</sup>

According to the MIRA conducted in late April, in Amran, Hajjah and Abyan – food security was the first priority of the respondents. In Hajjah (77% of respondents) and Amran (63% of respondents) reported a decrease in food consumption. In Hajjah and Abyan, malnutrition was highlighted as a key issue. Despite the MIRA being gender blind, the assessment has highlighted critical issues that will have a significant impact on men, women, boys and girls.

### Recommendations:

CARE Yemen is already implementing some of the following recommendations in its longer term programming. It will continue to build on some of these best practices in humanitarian programming.

Targeting: Work with local partners and community members including women in the process of:

- Ensure that the outreach team are trained on gender and if possible gender balanced in order to reach women/girls/boys/men
- Definition and agreement on vulnerability criteria and underlying causes by location, with specific attention marginalised groups
- Knowledge dissemination on the distribution and/or project
- Depending on location, involvement of women in the community committees and/or set up separate women's committees. Ensure that the women committees are able to meaningful participate and contribute to community level decision-making.
- Selection of beneficiaries
- Selection of intervention for different groups
- Selection of gender-sensitive materials that respond to women, men, boys and girls differing needs
- Gender sensitive distribution mechanisms
- Feedback mechanisms – to examine how best to reflect women's voices with existing accountability mechanisms.
- Gender-sensitive post-distribution monitoring

Distribution: In designing a distribution plan, ensure that specific needs of women, men, boys and girls are taken care in terms of access, lack of official papers, mobility, safety/risks, and capacity to move relief items back home are considered and women's views are incorporated into the plan. Ensure that the distribution is team is gender balanced. Ensure that the distribution point is accessible to men, women, boys and girls and there are separate distribution lines for women. Depending on the type of distribution, suggest doing separate distributions on the same day targeting men and women separately. If distribution points are not appropriate, suggest undertaking house-to-house distribution to access the most vulnerable. Ensure that a feedback and complaints mechanism is in place. Ensure consistent post-distribution monitoring.

Partners: Ensure that there is capacity assessment questions related to gender when assessing new partners and that have the capacity to implement gender sensitive programming.

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<sup>27</sup>WFP; Yemen Market Price Update, <http://reliefweb.int/sites/reliefweb.int/files/resources/wfp274919.pdf>, 2015

## WASH

- Depending on the quality of the information received during the last CARE led-assessment, refine the assessment tools accordingly. Suggest providing basic gender training and training on the revised assessment tool to staff.
- Pre-crisis, CARE Yemen has experience in integrating gender into their programming, to this end, please continue to:
  - Collect and analyse sex and age disaggregated data.
  - Consider the different needs and capacities of women, girls, boys and men.
  - Consult with women and girls on their needs in order to ensure that sufficient privacy and protection is offered for ensure that water distribution points are in safe and open areas located near settlements.
  - Women and girls will also be specifically consulted when designing the contents of the different kits to ensure their needs are catered to, and will also be targeted through separate hygiene sessions.
  - Hygiene Promotion Teams will be comprised of both male and female staff, to be sure to reach both segments of the population.
- Given women's critical role in water management:
  - Women should be trained on how to use household water treatments materials
  - Separate WASH Village Committees should be supported and/or set up. Otherwise, women's views on critical water management decisions will not be incorporated into key community-level decisions.
  - If appropriate, build a fence and cover unprotected open wells.
  - Water points should be in a safe & accessible place for women and girls. Consult with women and girls regarding appropriate locations for water points.
- Hygiene promotion should target men, women, boys and girls separately. Currently, CARE's hygiene promotion focuses on women and men, and does not tailor the messaging to boys and girl. Suggest exploring a particular focus on adolescent girls.
- If rehabilitating community latrines, ensure separate latrines for men and women, ensure that they are well lit, handwashing stations are available and there to ensure privacy and security.
- Review current dignity kit contents and distributions and if appropriate align with the Protection/SGBV sub-cluster best practices ([click here](#)).
- Work with GenCap to pilot the gender monitoring tool. Recommend using the OCHA ERF funding as the test case.

## Food Security

- Depending on the quality of the information received during the last CARE led-assessment, refine the assessment tools and suggest providing basic gender training to the partners. Suggest providing basic training on the assessment tools.
- Determine most appropriate cash modality for each beneficiary group.
  - Is Cash-For-Work the best modality for vulnerable groups, such as female headed-households. Does it reinforce existing gender norms? As noted above, women have primary responsibility for fetching water, participate in the agricultural activities and have heavy domestic workloads. How would CFW fit into their current workload or would be a burden? Suggest identifying work opportunities for home-based women.
  - Unconditional cash grants – Female headed households and other vulnerable people may not be able to participate in CFW activities. Therefore, where appropriate, unconditional grants should be provided to the most vulnerable, taking into consideration, that often times, women do not have official papers that enable registration and can be unduly influenced by family members, usually men to give up their cash or be forced to spend it on different priorities

- Mobility- How has the current crisis impacted women’s mobility and access to markets?
- Income Generate Activities: Review assessments and discuss with relevant INGO partners what opportunities might exist to regarding IGA. Based on needs assessments and market analysis, examine what potential opportunities may exist to support income generating opportunities for IDP women and host communities. For example, could provide inputs to support home-based work and training that IDP women can utilise when they return home.
- Whether it’s CFW, vouchers, and/or unconditional grants, it is important to be cognisant of the time that is required to collect cash and how it might interfere with the domestic workloads. For conditional cash grants, suggest consulting men and women to understand what conditions will be appropriate and useful, given the cultural context
- If hiring a Cash Consultant – please ensure that gender is integrated into the TORs.

**Further Rapid Gender Analysis at Governorate level is needed:** This is a partial and incomplete gender analysis. CARE Yemen has completed an assessment in Hajjah and Amran and is in the process of analysing this information. To this end, a second draft of this Rapid Gender Analysis by governorate level would be useful.

**Share with Humanitarian Community:** Suggest sharing the final RGA with the humanitarian community, especially the GenCAP advisor to help inform programming and analysis.