



Photo: 1 Yemen Red Crescent Society (YRCS) emergency response teams providing humanitarian assistance amid escalating hostilities in Yemen. © YRCS

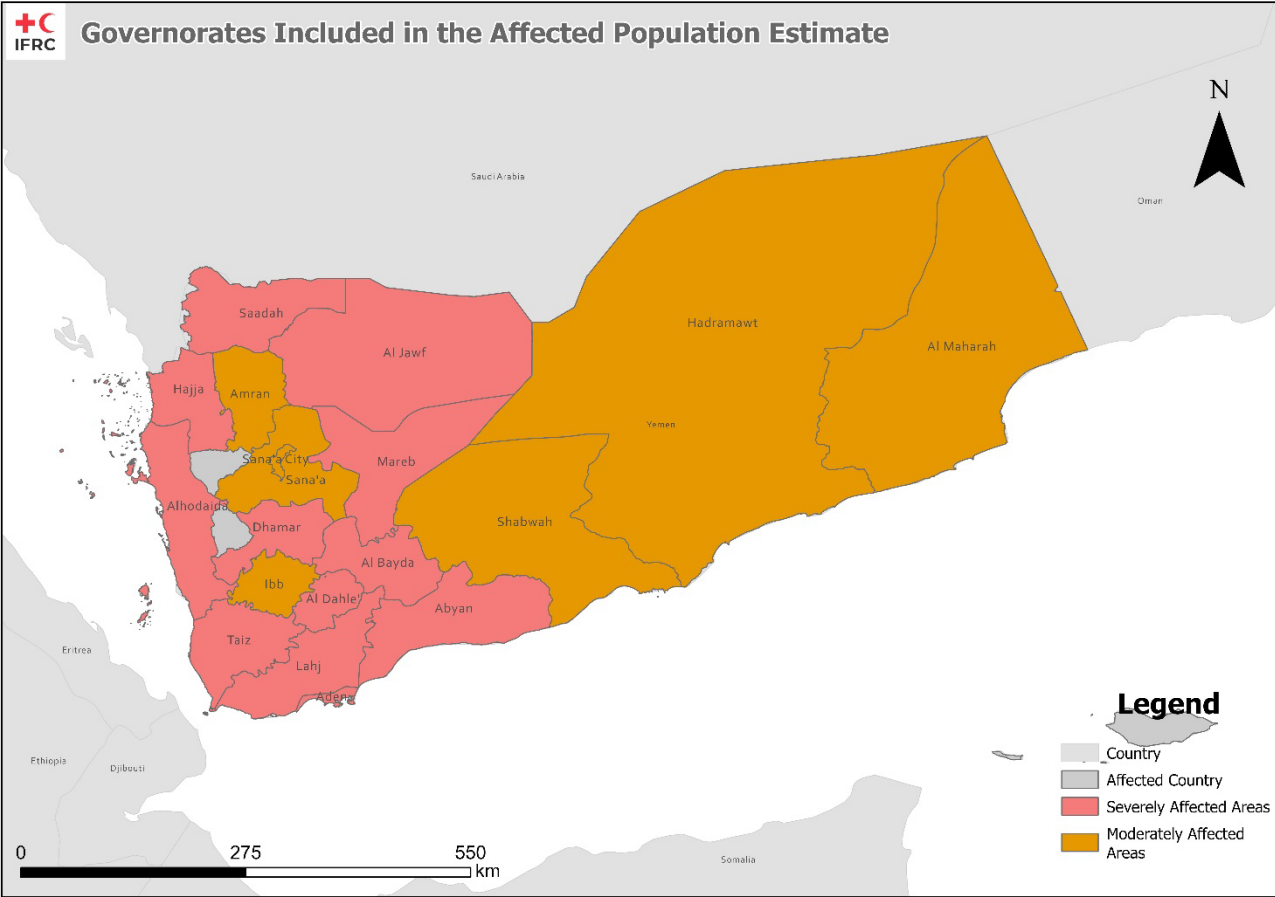
Appeal №: MDRYE018	To be assisted: 500,000 people	Appeal launched: 01/10/2026
Glide №: OT-2026-000172-YEM	DREF allocated: 1M CHF	Disaster categorization: Orange
Operation start date: 11/09/2026	Operation end date: 30/09/2027	

IFRC Secretariat funding requirement: 15 Million CHF
Federation-wide funding requirement: 20 Million CHF

TIMELINE

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- Early 2026:** Preparations initiated, including scenario and contingency planning for regional escalation and its potential implications for Yemen.
- Late July 2026:** Hostilities intensify across several front lines; Yemen Red Crescent Society (YRCS) activates its Emergency Operations Centre, mobilizes branches, mobilizes volunteers and ambulances, and strengthens emergency stocks and branch preparedness. Movement coordination under Seville Agreement 2.0 is activated, with ICRC supporting YRCS ambulance, referral and emergency response services.
- August 2026:** YRCS, ICRC and IFRC issue a joint statement on the Yemen situation and share it with Movement partners, setting out the collective humanitarian concerns and response priorities.
- 3-5 September 2026:** Armed hostilities escalate along Red Sea coast, triggering significant new population movements towards multiple locations in Yemen.
- 8-9 September 2026:** Need rises while constraints to access increase; more than 44,000 displaced people being supported by YRCS branches, who scale up their response to include referrals, ambulance services and emergency assistance.
- 11 September 2026:** IFRC-DREF approved with CHF 1 million allocated to support YRCS in providing essential household items and WASH assistance to 8,000 households, while preparing for a broader scale-up. Assessments and registration for 8,000 households underway alongside procurement of household items, hygiene materials and food assistance.
- 14 September 2026:** YRCS convenes a mini-summit with ICRC and IFRC in Sana'a to align the collective response, clarify roles and responsibilities, activate the Seville Agreement 2.0 and agree the Movement Decision Table.
- 1 October 2026:** IFRC launches Emergency Appeal MDRYE018 to support a YRCS-led integrated response covering shelter and household assistance, food and basic needs, health and ambulance services, WASH, protection, community engagement and National Society strengthening.
- 6 October 2026:** The surge alert for the Regional Operations Coordinator – Yemen Population Movement issued.
- 19 October 2026:** Displacement continues to rise; International Organization for Migration (IOM) records 251,125 people displaced between 1 August and 17 October; Ministry of Foreign Affairs and Expatriates in Sana'a reports approximately 80,000 households displaced.

DESCRIPTION OF THE EVENT



Hostilities in Yemen in July 2026 intensified further in late August and early September, triggering large-scale population movements and increased humanitarian needs across affected governorates. Families have fled affected areas toward neighbouring governorates, and cross-border movements to Djibouti have added a regional dimension to the crisis.

According to IOM's Displacement Tracking Matrix (DTM), 251,125 people, representing 41,853 households, were displaced between 1 August and 17 October 2026. Broader IOM tracking recorded 271,020 displaced people, representing 45,170 households, between 1 January and 17 October 2026. The Ministry of Foreign Affairs and Expatriates in Sana'a has also reported approximately 80,000 displaced households. However, these Ministry figures have not been independently verified and differ in geographic coverage and methodology from IOM data. They should therefore be presented separately. The IOM figures represent recorded displacement movements during specific reporting periods, not Yemen's total internally displaced population.

This escalation compounds an already protracted humanitarian crisis. The IFRC Emergency Appeal identifies 22.3 million people requiring humanitarian assistance nationwide, with approximately 5.2 million people already internally displaced before the latest escalation. Years of escalation, economic deterioration, food insecurity, recurrent disease outbreaks and weakened public services have reduced households' capacity to withstand further shocks.

Fighting and insecurity are disrupting access to healthcare, education, markets and essential supplies. Displaced families arriving with limited possessions require shelter, household items, food, safe water and healthcare, while host communities face increasing pressure on services and resources. Repeated displacement also further erodes livelihoods and increases protection risks. This volatile situation then creates the potential for further movement and underscores the need for sustained humanitarian access and a flexible response.

Severity of humanitarian conditions

Impact on accessibility, availability, quality, use and awareness of goods and services

Displaced families face overlapping barriers to shelter, food, safe water, sanitation, education and healthcare. Insecurity and road closures disrupt markets, supply routes and humanitarian assistance, while lost livelihoods, depleted assets and rising prices reduce households' purchasing power. Isolated communities face particularly severe constraints as commercial supplies and essential services become increasingly difficult to sustain.

An Integrated Food Security Phase Classification (IPC) analysis released in May projected that approximately 5.4 million people in Government-controlled areas would face IPC Phase 3 or above during October–December 2026. However, this geographically limited projection predates the latest escalation and does not capture its full consequences.

Shelter and sanitation conditions remain critical as well and IOM assessments in displacement sites on 5 October identified inadequate safe shelter as the most significant vulnerability. Some households were sleeping outdoors, while women and girls highlighted shortages of appropriate latrines, compromising privacy, dignity and safety. On 14 October, the World Food Programme (WFP) reported that 800,000 people were beyond its reach.

Health and education disruptions also further restrict essential support. UNICEF has reported interrupted healthcare and schooling as well as damage to infrastructure serving children and families. Displacement also increases the need for accessible information on available assistance, functioning facilities and referral options.

Impact on physical and mental well-being

Violence, inadequate shelter and interrupted healthcare increase risks of injury, untreated illness and preventable deaths, and since the onset of this latest escalation, ICRC has highlighted that rising casualties and displacement are straining Yemen's already-weakened health system. Demand for emergency care in turn reduces capacity for other services, while displaced people struggle to access

medicines, vaccination, maternal healthcare and treatment for chronic disease.

Cholera in particular presents an immediate public health concern. UN News reported on 13 October that Yemen had recorded 8,034 suspected cholera cases and 27 deaths in 2026, with one-quarter of suspected cases occurring in the preceding four weeks. Disrupted services, overcrowded shelters and inadequate access to safe water increase the risk of cholera transmission. Poor sanitation and hygiene conditions in informal settlements then further heighten outbreak risks, while delayed treatment increases the danger of severe dehydration and death.

Food insecurity further compounds these risks against a backdrop of severe pre-existing nutritional vulnerabilities, with WFP reporting 2.2 million acutely malnourished children under five nationwide. Continued isolation and interrupted assistance threaten further deterioration, particularly among young children and pregnant and lactating women. Fear, bereavement, separation and repeated displacement also increase psychological distress and psychosocial support needs.

Risks and vulnerabilities

Repeated displacement is further exhausting households' coping capacities. A rapid assessment conducted by IOM across three displacement sites found that approximately 45 per cent of assessed households had experienced previous displacement. Associated asset losses and unstable livelihoods further undermine their ability to cope, increasing the risk of harmful coping strategies, including child labour. These findings reflect the households assessed in the three sites and should not be generalized to the wider displaced population.

Female-headed households, separated children, older people, persons with disabilities and people requiring regular treatment face overlapping barriers to safe movement and assistance in this context as well. Women and girls face additional protection concerns too where shelter and sanitation are inadequate, while people with limited mobility or resources may be unable to leave isolated areas or reach services.

Internal displacement and cross-border movements thus create distinct but intersecting needs. WFP's 16 October reporting described families travelling for days without adequate food or water, as well as inordinate pressure on reception arrangements in

Djibouti. These conditions compound the vulnerabilities of displaced populations while placing additional strain on host communities, shared services and already limited resources.

Assistance should therefore prioritize vulnerability across groups, combining accessible services, protection referrals, reliable information and community feedback. The evidence indicates worsening hunger and disease risks but does not establish a confirmed famine classification.

CAPACITIES AND RESPONSE

1. National Society response capacity

1.1 National Society capacity and ongoing response

The Yemen Red Crescent Society (YRCS) is the country's largest humanitarian organization and a recognized first responder for emergencies. It has a nationwide network comprising 22 branches, 31 local units, 743 staff and over 7,600 volunteers, enabling broad community reach and rapid response capacity. YRCS delivers programmes in health, WASH, disaster management, food security, migration and climate resilience, and operates health facilities, mobile clinics, ambulance services and community-based response mechanisms. As an auxiliary to the public authorities, it maintains strong coordination with government institutions, humanitarian partners and Movement components, supporting both emergency operations and longer-term resilience-building initiatives.

Since the escalation of hostilities intensified from July 2026 onward, YRCS has been responding to growing displacement, increased humanitarian needs and heightened pressure on already overstretched essential services. It has mobilized its nationwide network of branches, volunteers and staff, to provide frontline humanitarian assistance in some of the country's most challenging and hard-to-reach environments.

As the escalation has expanded across multiple governorates and other frontline areas, YRCS has activated its emergency coordination structures and has scaled up preparedness and response measures. A headquarters Emergency Operations Centre (EOC) operates on a 24/7 basis, receiving alerts, consolidating information from branches, coordinating assessments and maintaining a common operational picture in support of humanitarian decision-making. Branches continue to conduct rapid assessments and coordinate with local authorities and humanitarian partners.

The National Society's response focuses on addressing the immediate needs of escalation-affected and displaced populations, including emergency shelter, essential household items, health services, WASH support, protection services, psychosocial support and referral assistance. YRCS has deployed ambulances to high-risk areas, while mobile health teams have been operating in affected governorates to support populations with limited access to healthcare.

Building on its existing capacities, including a network of health facilities, ambulances, trained volunteers and community-based structures, YRCS has continued to provide emergency first aid, medical referrals, community outreach and humanitarian assistance despite challenging operating conditions. They have also initiated registration, verification and assessment activities for affected households to inform the delivery of assistance through the Emergency Appeal and other response mechanisms.

This response is taking place in a highly complex environment characterized by insecurity, population movements, disconnection of telecommunications, constraints on access and limited humanitarian presence in some areas. In this context, YRCS operates with nationwide acceptance, operational reach and established relationships with communities and authorities across the country. The Society's auxiliary role, extensive branch

network and long-standing presence position it as a key responder to the humanitarian consequences of the ongoing escalation.

1. Capacity and response at the national level

YRCS's disaster response capacity in their auxiliary role is organized through national and local authorities across the country. These structures coordinate emergency response, facilitate access, monitor displacement, identify needs and connect affected people with available public services. It is the main humanitarian actor operating across Yemen and holds a key position in the response. Its presence across the entire country enables it to reach affected communities and link local needs with national coordination and response structures.

YRCS is recognized as a national first responder and, through its auxiliary role, supports public authorities in emergencies including escalation, floods, droughts and disease outbreaks, while maintaining its independence and its adherence to the Fundamental Principles. At national and local levels, YRCS coordinates with all relevant authorities and humanitarian actors on preparedness, contingency planning and response priorities. In affected governorates, its branches also coordinate with health facilities and community representatives on assessments, household verification, ambulance referrals and relief delivery.

YRCS has activated its EOC now, and draws on 22 branches, approximately 743 staff and more than 7,600 volunteers, but years of escalation and prolonged humanitarian needs have weakened public institutions and essential services, damaged infrastructure, and depleted financial and human resources across the country. These constraints, compounded by access restrictions, insecurity and repeated displacement, limit the ability of the authorities and local service providers to sustain and scale a timely response.

2. International capacity and response

2.1 Red Cross Red Crescent Movement capacity and response

IFRC membership

The Yemen Red Crescent Society (YRCS) is drawing on the complementary capacities of the IFRC Secretariat and participating National Societies to strengthen the quality, scale and timeliness of the response. Since the onset of the escalation, the IFRC Country Delegation has supported YRCS with operational and membership coordination, technical assistance, resource mobilization, procurement for emergency response, Information Management, National Society development and humanitarian representation. It has served as an observer on the Humanitarian Country Team and provided support through relevant sector coordination mechanisms as well as HR support during the surge. Participating National Societies present in Yemen provide complementary bilateral support aligned with YRCS priorities.

Danish Red Cross (DRC): In addition to its regular support to five Primary Health Care Centers (PHCCs) in Aden, Ibb, Al Mawheet, Sayoun and Sanaa, DRC has provided 800 non-food item (NFI) kits to YRCS, which have been distributed to targeted locations in line with the YRCS Contingency and Response Plan. DRC has also procured and handed over two new ambulances to support emergency transportation of wounded and sick people. An additional 1,000 NFI kits have been procured and handed over to YRCS to assist 1,000 affected households. DRC is further exploring multi-purpose cash assistance for at least 1,000 of the most vulnerable households and continues advocacy and resource mobilization efforts with donors.

German Red Cross (GRC): GRC is supporting health facilities in the frontline governorates of Taiz, Marib and Al Jawf through incentives for emergency health personnel, medicines and laboratory reagents, alongside additional support to ongoing health activities in Taiz, Amran and Hajjah. Mobile health clinics are operating in hard-to-reach areas of Marib and Al Jawf, while medical equipment, including X-ray machines and delivery beds, is being procured. GRC is also supporting the provision of shelter kits for displaced households affected by the escalation of hostilities, as well as provision of water tanks and emergency water supply in six frontline displacement hotspots.

Norwegian Red Cross (NoRC): In addition to its ongoing health programmes, NoRC is supporting YRCS in responding to the current escalation, disasters and population movement through the procurement of more than 2,200 NFI kits with another 500 in the pipeline, 1500 first aid kits with an additional 500 in pipeline, medical equipment for YRCS headquarters and branches, and 100 medical stretchers. NoRC is also supporting the mobilization of 10 ambulances to frontline areas, each with one additional paramedic in each ambulance, and the deployment of NoRC-supported mobile medical units in affected governorates based on YRCS assessments. Cash assistance is in progress for approximately 250 affected households in the first phase, with potential for expansion, as well as procurement of around 150 hygiene/cholera kits.

IFRC multilateral support to YRCS:

Wider membership contributions include shelter assistance, medical equipment and supplies, ambulances and water provision in displacement hotspots. These in-kind and financial contributions complement technical support delivered bilaterally and through IFRC multilateral mechanisms. Information on the specific contributions, quantities, geographic coverage and planned support of the remaining participating National Societies will be incorporated as it becomes available. IFRC will continue to coordinate partner roles and commitments through a Federation-wide approach aligned with YRCS priorities and this Operational Strategy.

International Committee of Red Cross (ICRC)

With its eight field offices, the ICRC delegation in Yemen has been scaling up response efforts since the onset of the escalation in July. The main focus of ICRC direct Emergency Response is linked to: (i) protection of civilians/neutral intermediary role in reference to International Humanitarian Law (IHL) on dignified treatment & management of the wounded & deceased soldiers; (ii) health emergency support from collection points, on ambulance transfer, and at stabilization points, with hospital treatment for the escalation-wounded. This includes the deployment of ICRC surgical teams to work alongside Yemeni health personnel at hospitals, with importation of medical items via cargo planes. Over 500 metric tons of medical items have been flown in in October alone. In addition, ICRC has significantly scaled up its support for YRCS Emergency Response. This includes the following (data as of 18 October 2026):

1. **Emergency health:** Supported operations and finance for deployment of 56 YRCS ambulances and two dead body (DB) transport trucks along active frontlines, facilitating the transportation of approximately 1,500 war-wounded patients and 320 deceased persons. ICRC supports YRCS deployment of four mobile health units to enhance affected communities' access to health services; deployment of YRCS paramedics to Marib General Hospital; and procurement of 6 additional ambulances, two refrigerated DB trucks, 8 refrigerated DB containers, 1000 first aid kits, 600 medical stretchers and other medical items for YRCS donation to frontline hospitals.
2. **Emergency operations:** Supported all YRCS EOCs across 22 branches, some with 24/7 shifts; supported deployment of 16 emergency response teams for immediate search & rescue; offered food and non-food items (NFIs) and cash assistance; delivered assistance to over 7,200 households and has plans to assist additional 23,000.
3. **Emergency relief items:** ICRC has donated or committed to provide YRCS in-kind 13,000 food items and 4,000 essential household items, with additional financial commitment for 10,000 food items for YRCS local purchase; donated 1,400 family tents and 1,000 body bags; committed to support local purchase of 2,000 mosquito nets, 600 volunteer uniforms, and repair of emergency vehicles.
4. **Emergency funding support:** ICRC has transferred emergency funds to 14 YRCS branches and headquarters to enable timely emergency response. It supports all of its Front Line branches in enhancing visibility and passive security measures, and to ensure positive positioning with local authorities. In addition ICRC supports the YRCS Volunteer Trust fund.
5. **Movement Coordination:** Under SA 2.0, ICRC supports Movement coordination efforts in its co-convenor role, including the support for YRCS to facilitate Movement operational and strategic discussions, to issue Movement Joint Statements and to ensure collective Movement positioning for positive acceptance. Based on requests, ICRC provides situational bilateral briefings to embassies, international communities and donors while reflecting timely and principled Emergency response. ICRC facilitates weekly security/situational exchanges with IFRC/PNSs as the situation in Yemen evolves, offers strategic and operational analysis to IFRC/PNSs as they plan to scale up their respective support toward

the YRCS response, and provides Level 3 security management services to the IFRC and three PNSs in country.

To date ICRC support for YRCS emergency response totals over 2.3 million CHF and as the escalation continues ICRC remains committed to further supporting YRCS in responding to the evolving humanitarian needs of escalation-affected and displaced populations.

2.2 International Humanitarian Stakeholder capacity and response

International humanitarian organizations are mobilizing field operations, technical expertise, supply chains and local partners to respond to escalating hostilities and displacement. The Humanitarian Country Team (HCT), supported by OCHA, guides collective priorities, access to advocacy and resource mobilization, while national and subnational clusters coordinate sectoral responses, assess needs and identify gaps.

IOM provides displacement monitoring through its Displacement Tracking Matrix and delivers shelter, household items, camp coordination, WASH, health, protection and multi-purpose cash assistance, supported by field coordination and local partners.

UNFPA leads the inter-agency Rapid Response Mechanism with WFP, UNICEF and implementing partners, providing immediate, short-term assistance and referrals for newly displaced households. Nearly 92,000 people had been reached by 28 September 2026.

UNHCR provides protection, shelter, relief items and financial assistance, while leading the Protection & Shelter, Land and Site Coordination clusters. UNICEF supports health facilities, mobile health and nutrition teams, emergency water and hygiene supplies, and WASH infrastructure repairs. WHO supports trauma and emergency care, medical supplies, disease surveillance and outbreak response.

WFP delivers emergency food assistance and food-security monitoring in this response, and common logistics services are enabling a wider response through coordination, logistics information, temporary storage and humanitarian air services.

YRCS and IFRC are engaging in relevant national and sub-national clusters and working groups, including Shelter/NFI, Health, WASH, Food Security and cash coordination, to strengthen complementarity, share operational information and identify gaps. IFRC participates in the HCT as an observer, as well as in the Anticipatory Action Working Group, helping connect the IFRC network with the wider humanitarian system. Continued engagement through these mechanisms will support coordinated planning, will reduce duplication and will help align international partner contributions with identified needs and priorities. Nevertheless, insecurity, access constraints and funding shortfalls continue to affect partner coverage, continuity and the ability to scale assistance.

3. Gaps in the response

Escalating hostilities and repeated displacement are driving urgent needs for safe shelter, essential household items, food, safe water, sanitation, emergency healthcare, referrals and protection. Asset losses and disrupted livelihoods have weakened coping capacity, while insecurity, fragile services and funding shortages limit assistance coverage.

Food assistance gaps are particularly acute in isolated communities. On 14 October, WFP reported that 800,000 people were beyond its reach. An increase in suspected cholera cases and pressure on health services reinforce the need for integrated WASH and healthcare support, including prevention, early identification and referral. IOM assessments in displacement sites have also identified inadequate safe shelter and shortages of appropriate latrines; these findings require further assessment across operational locations.

Vulnerable people, persons with disabilities, female-headed households, people with chronic illnesses, migrants, refugees and marginalized groups are also facing barriers to information, to transport and to services, while

vulnerable host communities face growing pressure on shared resources. Norwegian Refugee Council (NRC) is reporting families using makeshift shelters, surviving on one meal per day and lacking toilets and water containers.

Hospitals are overwhelmed; there are shortages of surgical supplies, oxygen and medicines, and there is reduced capacity for maternal, childhood and chronic disease care. UNFPA reports only 5 of 27 emergency maternal and neonatal hospitals partially functioning and nearly 75 per cent of women's protection services suspended.

YRCS's branch network and community relationships provide a basis for identifying these underserved communities and delivering assistance, subject to local access, security and operational capacity. The operation will prioritize integrated assistance, food and cash where feasible, WASH, emergency healthcare and referrals, with protection, inclusion and community feedback embedded throughout. Specialized needs beyond the operation's capacity will be addressed through coordination and referrals. Further assessments and service mapping with YRCS will refine targeting, will identify gaps in partner coverage and will inform operational adjustments.

OPERATIONAL CONSTRAINTS

- **Protection of staff and volunteers:** Hostilities, shifting frontlines, explosive hazards and insecure routes expose personnel and communities to risks. Security reviews, movement coordination, Safer Access measures, movement tracking and adapted delivery arrangements will guide deployments.
- **Resources and operational capacity:** Sustained demand strains branches, volunteers, ambulances, warehouses and personnel. Operational leadership, technical support, branch reinforcement and phased implementation will align delivery with capacity and funding. Support will include staffing, fuel, maintenance, replenishment and staff and volunteer care.
- **Repeated displacement and information gaps:** Population movements complicate registration, verification and follow-up. Harmonized tools, secure data handling, offline collection where feasible, branch coordination and accessible community feedback mechanisms will support targeting, reduce duplication and identify unmet needs.
- **Supply-chain disruptions:** Transport interruptions, fuel shortages, depleted stocks and supplier limitations may delay delivery. Available framework agreements, phased procurement, stock replenishment and alternative supply arrangements will be used where feasible. Cash assistance will depend on functioning markets and accessible financial services.
- **Humanitarian access:** Road closures, movement restrictions and telecommunications disconnection may delay assessments, distributions and referrals. Location-specific access reviews, coordination with relevant authorities and Movement partners, and contingency arrangements will inform delivery. Activities and targets will be adjusted as security, access, population movements and resources evolve.

FEDERATION-WIDE APPROACH

The Emergency Appeal is part of a **Federation-wide approach**, based on the response priorities of the Operating National Society and in consultation with all Federation members contributing to the response. The approach, reflected in this Operational Strategy, will ensure linkages between all response activities (including bilateral activities and activities funded domestically) and will assist to leverage the capacities of all members of the IFRC network in the country, to maximize the collective humanitarian impact.

The Federation-wide funding requirement for this Emergency Appeal comprises all support and funding to be channelled to YRCS in its response to the emergency event. This includes YRCS's domestic fundraising ask, the fundraising ask of supporting Red Cross and Red Crescent National Societies and the funding ask of the IFRC secretariat.

For the Yemen Population Movement operation, dedicated membership calls and regular coordination will bring together YRCS, IFRC and Participating National Societies to: maintain a shared understanding of the evolving context; align multilateral, bilateral, in-kind, technical and surge contributions with the YRCS response plan outlined in this Operational Strategy; identify operational and funding gaps; and avoid duplication. A Federation-wide 3W mapping of which body is conducting which activity, and where, is planned to consolidate contributions and provide a clearer overview of collective coverage, capacities and outstanding needs.

Operational support will be coordinated across assessments, emergency health and referrals, shelter and household items, WASH, food assistance, protection and inclusion, community engagement, logistics, information management, planning, monitoring and reporting, duty of care and branch readiness. Regular information sharing and coordinated reporting will support joint analysis and decision-making. Federation-wide contributions and results will be reflected, as appropriate, in operational updates and reporting products to strengthen transparency, collective accountability, resource mobilization, YRCS positioning and visibility, and recognition of membership support.

Given the limited IFRC network footprint in Yemen, and the restrictive security and access environment, the approach will emphasize timely information and data sharing, remote and regional technical support, and flexible delivery arrangements. In consultation with YRCS and Participating National Societies, the network may explore practical shared leadership or distributed-support arrangements for specific functions where these add capacity. Any such arrangements will remain under YRCS leadership and will be consistent with agreed Movement and membership coordination, risk-management and security requirements, safeguarding coherence, complementarity and locally led implementation.

OPERATIONAL STRATEGY

Vision

The vision of this Operational Strategy is to protect lives and dignity, and to reduce the humanitarian impact of increasing escalation and internal displacement in Yemen. This will be done by enabling YRCS to deliver timely, coordinated and inclusive assistance to 500,000 internally displaced people (IDPs) and affected host communities over 12 months through a CHF 20 million Federation-wide response. The operation will provide emergency shelter and essential household items, food parcels and multi-purpose cash assistance where markets and delivery systems allow; will restore access to safe water through rehabilitation of water sources, emergency WASH support; and will sustain emergency health, ambulance and referral services, primary and mobile healthcare, first aid, essential medicines and epidemic prevention. Protection, safeguarding, community engagement, accessible feedback and referrals will be integrated throughout, with priority given to households facing overlapping vulnerabilities and barriers to assistance.

The evolving situation does not yet allow full detailed planning across all phases and the operation will adapt to changing displacement patterns, access conditions, market functionality, security, service disruption, community feedback and available funding. Delivery will be phased and regularly reviewed using YRCS rapid and multi-sectoral assessments and updated operational information. This Operational Strategy will be revised as required and more detailed early recovery interventions will be developed when conditions allow.

Anticipated climate-related risks and adjustments in operation

The operation recognizes the compounding impact of escalation, displacement, seasonal flooding, disease outbreaks, and food insecurity. The interaction of these risks may create cascading humanitarian impacts and drive further secondary displacement. Operational planning and prioritization will therefore be informed through a multi-hazard risk lens, integrating escalation, climate, health and displacement risk analyses. Yemen faces overlapping climate and natural hazards that may compound escalation-related displacement and disrupt

this operation. Heavy seasonal rainfall has already caused flash floods, localised flooding, landslides, lightning strikes and damage to homes, temporary shelters, roads, water systems, agricultural land and other infrastructure across multiple governorates in 2026. Internally displaced people in informal sites and affected host communities are particularly exposed because of weak shelter, poor drainage and limited services. YRCS is responding through the separate, ongoing flood DREF operations, which target 38,500 people and run until January 2027. Continued or renewed intense rainfall may cause further flooding, isolate communities, interrupt supply routes and referrals, contaminate water sources, increase cholera and other water- and vector-borne disease risks and damage crops, livestock and livelihoods.

Drought and rainfall deficits remain a parallel risk too. The Food and Agriculture Organization's (FAO) 2026 seasonal analysis projected below-normal rainfall and severe vegetation stress across many rain-fed agricultural areas, which may further reduce water availability, agricultural production and household food security. Longer-term analysis also identifies rising extreme heat, chronic water scarcity, more variable precipitation and exposure to coastal storms and tropical cyclones, particularly in eastern and southern areas. These hazards may place additional pressure on health services, markets, water systems, and humanitarian logistics.

The operation will integrate seasonal monitoring, early warning, contingency planning and coordination with other ongoing operations to avoid duplication and manage concurrent emergencies. Assessments, targeting, procurement, stock positioning, distribution schedules, water and sanitation measures, mobile-health deployment and staff duty-of-care arrangements will be adjusted to flood, heat, drought, disease and access risks. Rehabilitation of water sources will include technical and environmental risk checks. Given the interaction between climate hazards and the fluid escalation situation, priorities, geographic coverage, delivery modalities, targets and the Operational Strategy will be reviewed and updated as forecasts, access, displacement patterns and operational capacities evolve.

Targeting

1. People to be assisted

The operation aims to assist **500,000 people affected by escalation and displacement in Yemen**, including newly and repeatedly displaced households, vulnerable host communities and people unable to leave affected areas. Assistance will be based on humanitarian needs across areas under different authorities, guided by neutrality, impartiality and independence.

Per the mini summit, IFRC will focus on three priorities and will complement the YRCS and ICRC response:

- Priority 1: Support YRCS in responding to displacement and other related humanitarian needs through integrated assistance
- Priority 2: Strengthen YRCS institutional and operational capacity
- Priority 3: Coordinate IFRC membership support and mobilize Federation-wide capacities

Geographic prioritization will consider the severity of need, population movement, disruption of essential services, gaps in partner coverage and operational access. Inaccessible communities will remain part of needs analysis, with delivery arrangements reviewed as conditions change. Priority will be given to households lacking safe shelter, adequate food, safe water, sanitation, healthcare or resources to meet essential needs. Selection will consider overlapping vulnerabilities, including disability, age, chronic illness, pregnancy and lactation, family separation, household dependency, repeated displacement and loss of livelihoods. Female-headed households, refugees, migrants and marginalized groups will be considered according to assessed vulnerability, without discrimination based on nationality, legal status, origin or perceived affiliation.

The YRCS response plan provides the following **provisional sector targets, and prioritization and selection criteria** to be reconciled with the final activity quantities and budget:

Sector or intervention	Proposed targeting basis	Priority population and clarification required
Shelter and household items	20,000 households/140,000 people in the YRCS plan; 2,000 tents	Displaced and other vulnerable households affected by the escalation, lacking safe shelter and essential items.
Food assistance	25,000 households/175,000 people in the YRCS plan	Displaced and other vulnerable households affected by the escalation and unable to meet basic food needs, particularly newly displaced families and communities with disrupted market access.
Multi-purpose cash assistance (one off) emergency cash assistance	15,000 households/105,000 people	Displaced and other vulnerable households affected by the conflict with unmet essential needs where markets and payment services are functional and safely accessible. Cash and in-kind assistance will be coordinated according to assessed household needs and the purpose, value and timing of support. Assistance addressing the same needs during the same period will be checked to avoid duplication. Complementary support across sectors may be provided where justified by unmet needs.
Health	80,000 people through mobile services and 150,000 people through health campaigns. The plan also includes medicines and equipment with 50,000 and 20,000 people , respectively.	Injured and critically ill people, displaced communities and vulnerable groups facing healthcare barriers.
WASH	150,000 people , with activities including rehabilitation of 10 water sources and distribution of 20,000 hygiene kits .	Displaced people, returnees and vulnerable host communities with inadequate WASH access. Confirm catchment populations, household coverage, service duration and overlap between interventions.
Protection, Gender and Inclusion (PGI); Community Engagement and Accountability (CEA)	Integrated across sectoral assistance	Ensure accessible delivery, safe participation, feedback and appropriate referrals. People benefiting from these measures will not automatically be counted as additional to sector reach.

Disaggregation	Provisional planning target
Females > 18	192,000
Males > 18	196,800
Females < 18	200,000
Males < 18	211,200

Targeting will accommodate repeated displacement and people in transit, including movement between areas under different authorities and toward coastal departure points. Where relevant, coordination with the Djibouti Red Crescent and IFRC teams will support safe information and referrals. **Assistance delivered in Djibouti will**

be accounted for separately unless formally included in the operation's scope and targets. Registration will collect only necessary information and will use safe verification and counting methods that minimize duplication without exposing identities or movement patterns.

Note: The combined sectoral targets represent approximately **800,000 people**, including individuals who may receive assistance through more than one sector. Overlap is expected particularly between health, WASH and other interventions, as the response addresses multiple needs within the same households and communities. After allowing for this overlap, the operation estimates reaching **500,000 unique people**. This is a planning estimate; beneficiary registration and monitoring will support verification and refinement of the actual unique reach during implementation.

2. Considerations for Protection, Gender and Inclusion (PGI) and Community Engagement and Accountability (CEA)

YRCS will explain selection criteria and assistance entitlements through trusted, accessible channels. Consultations will include displaced and host communities, women, older people, persons with disabilities and marginalized groups, with separate discussions where safer. Verification will minimize exclusion linked to missing documentation, origin or perceived affiliation. Confidential, accessible feedback and complaints channels will allow people to question selection and report concerns safely. Personal data and movement information will be protected. Criteria and delivery arrangements will be reviewed as needs and displacement evolve, with appropriate information and referrals for people in transit, coordinated with relevant Movement partners.

PLANNED OPERATIONS

INTEGRATED ASSISTANCE

The ongoing escalation and uncertainty surrounding its evolution require a flexible and adaptive operational approach. While initially prioritizing emergency relief activities under this appeal, the strategy will cover the full spectrum of response, including early recovery support for returnees and affected host communities, should conditions improve and safe access permit. A rapid multi-sectoral needs assessment will guide the scope, priorities and targeting of recovery interventions. The operational strategy and budget will be revised accordingly to ensure that assistance remains relevant, needs-based and responsive to the evolving context. Subject to findings, operational conditions and resources, the Operational Strategy may be adjusted to include additional and revised actions, promoting resilience, social cohesion and reduced dependency on humanitarian assistance.



Shelter, Housing and Settlements

Female > 18: 33,600	Female < 18: 35,000	3,178,000 CHF
Male > 18: 34,440	Male < 18: 36,960	Total target: 140,000

Objective:

Ensure timely and equitable access to safe, adequate and dignified emergency shelter and essential household items for vulnerable families affected or displaced by the escalation, reducing exposure to risks and meeting immediate shelter and household needs.

Priority actions:

- Procure and distribute **20,000** essential non-food item (NFI) kits to vulnerable displaced households and other affected families to address urgent household needs.
- Procure and distribute **2,000** family **tents** (24m²) to households whose homes have been destroyed or rendered uninhabitable, prioritizing the most vulnerable families.
- Conduct household assessments and **verification** to identify affected families, determine shelter and NFI needs, and ensure transparent beneficiary selection.
- Strengthen emergency shelter assistance through coordinated **distributions**, beneficiary feedback and post-distribution monitoring.



Livelihoods and Basic Needs

Female > 18: 42,000	Female < 18: 43,750	1,784,000 CHF
Male > 18: 43,050	Male < 18: 46,200	Total target: 175,000

Objective:

Ensure timely and equitable access to safe and sufficient food for the most vulnerable families affected or displaced by the escalation through emergency food parcel distributions, meeting immediate food needs and reducing the risk of harmful coping strategies.

Priority actions:

- Procure **25,000 food parcels** to address urgent food needs among displaced households and other vulnerable families affected by the emergency (vulnerable households within host communities).
- Distribute food parcels to 25,000 eligible households based on assessed needs and agreed vulnerability criteria.
- Prioritize households experiencing severe food insecurity, including newly displaced families, female-headed households, persons with disabilities and other at-risk groups.
- Monitor the quality, timeliness, and accessibility of food assistance through distribution monitoring, **post-distribution** monitoring and community feedback mechanisms.



Multi-purpose Cash (MPC)

Female > 18: 25,200	Female < 18: 26,250	3,307,000 CHF
Male > 18: 25,830	Male < 18: 27,720	Total target: 105,000

Objective:

Enable vulnerable households affected or displaced by the escalation to meet their immediate basic needs with dignity and flexibility through one-off, multi-purpose cash assistance, where cash delivery is safe and feasible and where local markets are functioning.

Priority actions:

- In areas where YRCS has not previously implemented CVA, and where feasible, conduct rapid **market assessments** in targeted locations to assess market functionality, availability and prices of essential goods, and the suitability of cash and voucher assistance for relief and recovery needs.
- Where cash delivery is safe and feasible, and local markets are functioning, provide **multi-purpose cash assistance** (one off) to 15,000 vulnerable households affected by displacement to help them meet their most urgent basic needs.
- Prioritize households facing severe economic hardship, including displaced families, female-headed households, persons with disabilities and other vulnerable groups, based on assessed needs and vulnerability criteria.
- Conduct household-level needs assessments and **verification** to ensure that cash assistance reaches eligible households and complements other humanitarian assistance.
- **Train** relevant YRCS branch teams on CVA tools, standards, guidelines, approaches and processes, further strengthening YRCS CVA capacity.
- Monitor the use, accessibility and effectiveness of cash assistance through **post-distribution** monitoring, community feedback mechanisms and accountability processes.

YRCS has framework agreements with the financial service providers (FSPs) with access across Yemen and some programmes have already been implemented in the country. The IFRC Yemen country Delegation has validated these, and they will be engaged for the cash component under this EA.

YRCS is part of the Yemen Cash and Market Working Group (CMWG) and will closely coordinate all CVA activities with the working group and will comply with the minimum standards defined by the Yemen CMWG.

HEALTH & CARE INCLUDING WATER, SANITATION AND HYGIENE (WASH)

(MENTAL HEALTH AND PSYCHOSOCIAL SUPPORT [MHPSS]/COMMUNITY HEALTH)

 Health & Care <i>(Mental Health and Psychosocial Support [MHPSS]/Community Health/Medical Services)</i>	Female > 18: 55,200	Female < 18: 57,500	2,918,000 CHF
	Male > 18: 56,580	Male < 18: 60,720	Total target: 230,000
Objective:	Maintain access to essential healthcare services for escalation- and displacement-affected populations, particularly in frontline and underserved areas, through continued YRCS emergency ambulance and referral services, support to primary health centres, enhanced access through existing mobile health services, community-based health promotion and disease prevention, and safe and dignified transportation of human remains.		
Priority actions:	• Maintain YRCS emergency ambulance, pre-hospital care and referral services in frontline and displacement-affected areas through maintenance of the existing fleet and provision of essential operational resources. Support timely assistance and safe transportation for injured and critically ill people, in coordination with health authorities and receiving facilities. • Strengthen emergency medical transportation through the procurement and deployment of 15 ICU-equipped ambulances to YRCS branches in priority operational governorates. Equip and train ambulance teams to provide advanced life support, stabilize critically ill and injured patients, and maintain care during transport, with referral arrangements agreed with receiving facilities. • Support YRCS primary health centres to maintain essential basic healthcare services for IDPs, host communities and other vulnerable groups in affected governorates. Tailor support to identified facility-level gaps, including essential supplies and operational resources required to sustain services. • Strengthen and expand YRCS mobile healthcare through 10 mobile clinic teams operating for four months, with a planned reach of 80,000 people among displaced and underserved communities. Build on existing services in Marib, Shabwah and Al Jawf, with the full deployment locations agreed according to needs, access and branch capacity. Link mobile services with appropriate referral facilities. • Strengthen emergency first aid capacity through the procurement and distribution of 6,000 first aid kits and 3,000 stretchers to YRCS branches and emergency		

	response teams in priority operational areas, supporting timely assistance to injured people and others requiring emergency care. • Provide essential medicines, medical supplies and equipment to YRCS-supported health facilities, mobile clinics and emergency response teams in affected governorates, enabling care for displaced people and other vulnerable groups. Allocate supplies according to identified service gaps, agreed service packages and anticipated consumption, with appropriate storage, stock monitoring and replenishment arrangements. • Conduct 13 targeted health campaigns with a planned reach of 150,000 people among displaced populations, host communities and other at-risk groups in priority operational areas. Address identified epidemic and public health risks through prevention messaging, community engagement, early recognition of symptoms and timely referral, in coordination with health authorities and partners. • Support YRCS's existing role in the safe and dignified transportation of human remains in escalation-affected operational areas, through appropriate protective equipment and agreed operational support, in coordination with relevant authorities and Movement partners. • Coordinate with health authorities, receiving facilities and relevant humanitarian partners in YRCS operational areas to identify critical service gaps, align coverage and referral pathways, avoid duplication and facilitate continuity of essential healthcare for affected populations.
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 Water, Sanitation and Hygiene (WASH)	Female > 18: 36,000	Female < 18: 37,500	2,300,000 CHF
	Male > 18: 36,900	Male < 18: 39,600	Total target: 150,000
Objective:	Mitigate public health risks in the targeted affected communities by improving safe and equitable access to potable water, sanitation facilities, and hygiene services and assistance.		
Priority actions:	• Rehabilitate 10 boreholes and water sources to restore safe and reliable water access for displaced people, returnees and affected host communities, including necessary repairs, water quality testing/monitoring and arrangements for operation and maintenance. • Provide emergency water supplies through water trucking and bottled water, where appropriate, prioritizing locations where existing water services are disrupted or insufficient. • Install emergency latrines and sanitation facilities in locations with significant unmet needs, ensuring safe,		

	accessible and gender-sensitive facilities, with appropriate waste management and maintenance arrangements. • Conduct hygiene promotion sessions and distribute information, education and communication (IEC) materials to promote safe water handling, handwashing and sanitation practices and reduce the risk of waterborne diseases. • Procure and distribute 20,000 hygiene and dignity kits to vulnerable displaced and other affected households, based on assessed needs, with guidance on their use and post-distribution monitoring.
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PROTECTION AND PREVENTION

(PROTECTION, GENDER AND INCLUSION [PGI], COMMUNITY ENGAGEMENT AND ACCOUNTABILITY [CEA], MIGRATION, RISK REDUCTION, CLIMATE ADAPTATION AND RECOVERY, ENVIRONMENTAL SUSTAINABILITY, EDUCATION)

 Protection, Gender and Inclusion (PGI)	Female > 18: N/A	Female < 18: N/A	N/A CHF
	Male > 18: N/A	Male < 18: N/A	Total target: N/A
Objective:	Ensure that displaced and escalation-affected people, particularly women, children, persons with disabilities and marginalized groups, can safely and equitably access assistance and participate meaningfully in the response. Strengthening YRCS staff and volunteer capacity to uphold dignity, access, participation and safety (DAPS) across all interventions, reduce protection risks and discrimination, and provide targeted support and referrals to specialized services.		
Priority actions:	• Integrate vulnerability screening and protection considerations into assessments, registration and distributions, prioritizing people facing heightened risks or barriers to assistance. • Adapt delivery modalities to support safe access for women, children, older people, people with disabilities and people with chronic illnesses. • Identify and refer people requiring specialized protection support, including unaccompanied or separated children, through appropriate referral mechanisms. • Orient staff and volunteers on PGI, safeguarding and confidentiality, and ensure the participation of female volunteers in community engagement and assistance delivery.		

	Interactive community activities are planned to raise awareness of the public to discourage discrimination and accept the needs of marginalized groups.
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 Community Engagement and Accountability (CEA)	Female > 18: N/A	Female < 18: N/A	171,000 CHF
	Male > 18: N/A	Male < 18: N/A	Total target: N/A
Objective:	Ensure that displaced and escalation-affected communities are informed, meaningfully involved in decisions affecting them, and able to safely provide feedback and raise complaints. Strengthen transparency, trust and accountability through timely, accessible communication, clear information on assistance and selection criteria, and systematic action on community feedback to improve the relevance, quality and effectiveness of the response.		
Priority actions:	- Strengthen CEA across YRCS emergency operations by ensuring that affected people receive timely, accessible and accurate information about available assistance and eligibility criteria. - Establish and strengthen feedback and complaint mechanisms, including hotlines, to enable affected people to raise concerns, seek information and report issues safely. - Communicate selection criteria, targeting and distribution mechanisms clearly and widely through community committees and other appropriate channels. - Training of staff and volunteers, including community engagement approaches for selection criteria, targeting and distributions. - Conduct post-distribution monitoring (PDM) and community feedback analysis to assess the quality, relevance, accessibility and effectiveness of assistance and use the findings to improve ongoing operations. - Document and disseminate communication materials, success stories and key response achievements to enhance community awareness, transparency and the visibility of YRCS humanitarian action.		

 Migration	Female > 18: N/A	Female < 18: N/A	N/A CHF
	Male > 18: N/A	Male < 18: N/A	Total target: N/A
Objective:	Support YRCS in addressing the specific vulnerabilities of internally displaced people and people on the move and cross border displacement through dedicated humanitarian assistance, protection and humanitarian diplomacy interventions, coordinated with relevant stakeholders and sectors.		

Priority actions:

- Map available services and strengthen awareness of safe referral pathways for internally displaced people, including, where feasible, case management, follow-up, and mechanisms to support continuity of care.
- Monitor population movements, needs, and protection risks within Yemen, while maintaining preparedness for potential further cross-border movements and ensuring that people crossing borders can access coordinated referrals and continuity of care throughout their journey. Also, conduct analysis of data, trends, and profiles of affected populations and the specific gaps in assistance and protection to people on the move to support specific interventions, coordination, and referrals by the NS.
- Facilitate cross-border coordination with relevant National Societies and other Movement partners in neighbouring countries to monitor emerging movement trends, anticipate needs, tailor responses and support continuity of care, particularly across health, PGI and CEA.
- Participate in relevant inter-agency coordination mechanisms at national and subnational levels, ensuring complementarity with the wider humanitarian response and advocating for the needs and protection of internally displaced people and other people on the move.
- Promote durable and transitional solutions for internally displaced people by strengthening resilience, inclusion and social cohesion. Through an integrated approach, support livelihoods, access to safe and appropriate shelter, rehabilitation and other essential services to help displaced households rebuild their lives with dignity and reduce the risk of prolonged or repeated displacement.
- Strengthen dedicated migration and displacement capacity within the operation to provide sustained technical support and capacity strengthening to YRCS.
- Mobilize regional migration and displacement technical support missions to Yemen as required.
- Support YRCS's preparedness and contingency planning for further internal displacement and potential cross-border population movements.

 Risk Reduction, Climate Adaptation and Recovery	Female > 18: N/A	Female < 18: N/A	64,000 CHF
	Male > 18: N/A	Male < 18: N/A	Total target:40,000 HHs
Objective:	Support returnees, affected host communities and households remaining displaced to restore access to essential services, improve living conditions and rebuild self-reliance as conditions improve and safe access permits. Guide recovery interventions through rapid multi-sectoral needs assessment and adapt the operational strategy and budget to evolving needs, supporting voluntary, safe and dignified recovery pathways. Recovery interventions will integrate risk-informed and resilience-building measures to reduce future vulnerability to displacement, climate-related hazards, disease outbreaks and other recurrent shocks.		
Priority actions:	• Conduct a rapid, multi-sectoral needs assessment to guide recovery activities as the situation improves and the context evolves to allow safe access and recovery interventions, including where displaced families begin returning voluntarily. Cover returnees, affected host communities and households remaining displaced, assessing shelter, food security, livelihoods, health, WASH and protection needs, alongside access to essential services and community priorities. Use the findings to define recovery priorities, inform targeting and implementation approaches, and adapt the operational strategy and budget to evolving needs and operational realities.		

Enabling approaches

 National Society Strengthening	Female > 18: N/A	Female < 18: N/A	791,000 CHF
	Male > 18: N/A	Male < 18: N/A	Total target:N/A
Objective:	Objective 1 Strengthen YRCS headquarters and branch capacities, systems and volunteer networks to sustain and enhance preparedness, response, and essential service delivery, while strengthening staff and volunteer competencies, accountability and duty of care in Yemen's complex humanitarian context. Objective 2 Strengthen YRCS operational readiness and crisis response effectiveness by reinforcing its auxiliary role and enhancing		

	coordination, engagement, and recognition within national and international disaster risk management and humanitarian response mechanisms.
Priority actions:	Strengthening YRCS operational readiness and emergency response capacities: 1. Enhance operational and technical capacities of staff and volunteers to support effective preparedness and emergency response across YRCS. 2. Enhance emergency coordination, information management, and response systems to improve evidence-based decision-making and the quality and timeliness of humanitarian action 3. Advance branch preparedness and organizational strengthening actions identified through PER, BOCA 2.0 and capacity and needs assessment processes. 4. Strengthen community-based preparedness and anticipatory action in partnership with relevant local authorities and targeted communities. 5. Improve organizational readiness through enhanced systems, infrastructure, equipment and workforce support mechanisms. 6. Equip priority targeted branch facilities with the resources required to sustain essential services and emergency response operations. Reinforcing YRCS's auxiliary role and humanitarian coordination: 1. Strengthen engagement with public authorities at national and local levels to reinforce YRCS's auxiliary role in disaster risk management, preparedness and emergency response as the first responder during emergencies. 2. Enhance participation in coordination mechanisms, contingency planning and preparedness initiatives with relevant authorities, Movement partners and humanitarian actors. 3. Strengthen humanitarian diplomacy, advocacy and strategic engagement to position YRCS, promote its mandate, uphold the Fundamental Principles and support access, acceptance and effective humanitarian action across Yemen. Strengthening operational support, logistics and supply chain systems: 1. Strengthen procurement, logistics, warehousing, fleet and asset management systems to improve operational readiness, compliance and the timely delivery of humanitarian assistance. 2. Enhance supply chain capacities, operational procedures and staff competencies through targeted training, mentoring, standardized tools and streamlined emergency processes.

3. Enhance headquarters and branch infrastructure, ICT, telecommunications and operational support systems to strengthen business continuity, coordination and emergency operations.
4. Improve inventory, fleet, warehouse and asset management practices through standardized systems, tracking mechanisms and preventive maintenance approaches.
5. Support the maintenance, improvement and equipping of priority branch facilities and operational assets to enhance emergency response capacity and continuity of operations.

Enhancing financial management, compliance and accountability:

1. Strengthen financial management systems, procedures and internal controls at headquarters and branch levels to support effective and accountable emergency operations.
2. Enhance staff capacities in financial management, financial reporting, donor compliance and resource mobilization.
3. Promote peer learning and technical support to strengthen financial accountability and compliance with donor and Movement partners' requirements.
4. Improve the quality, timeliness and utilization of financial reporting to support operational decision-making, resource management and donor accountability.

Advancing performance management, monitoring and organizational learning:

1. Strengthen Performance, Monitoring, Evaluation and Reporting (PMER) and learning systems to support evidence-based decision-making and programme and operational quality, including safeguarding and protection standards.
2. Enhance the capacities, tools and technical support of the YRCS NSD unit and its functional teams to improve performance monitoring, quality assurance and organizational learning.
3. Improve data collection, analysis and reporting processes to inform preparedness, response and service delivery.
4. Promote the use of operational evidence and learning to improve programme effectiveness, adaptive management and institutional performance.

Strengthening staff and volunteer well-being, safety and duty of care:

1. Strengthen staff and volunteer well-being through the provision of psychosocial support and mental health services, with particular attention to frontline responders and personnel exposed to operational stress.
2. Enhance duty-of-care, safeguarding and well-being mechanisms to promote the safety, resilience and sustained

	performance of staff and volunteers across all levels of YRCS. 3. Promote access to and completion of relevant safety and personal risk management learning, including the IFRC Stay Safe training package, among YRCS staff and volunteers.
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 Coordination and Partnerships	Female > 18: N/A	Female < 18: N/A	N/A CHF
	Male > 18: N/A	Male < 18: N/A	Total target: N/A
Objective:	Achieve an effective, coherent and well-coordinated humanitarian response through strengthened collaboration among YRCS, Movement partners, national and local authorities and external stakeholders, in line with YRCS leadership and operational priorities. The response is led by YRCS in its role as auxiliary to the public authorities, drawing on its nationwide network of branches and volunteers. YRCS is positioned to lead and coordinate the operation at national and sub-national levels, including in areas affected by population movement. Coordination will be reinforced through structured collaboration among YRCS, the IFRC network and ICRC, supporting complementarity across Movement mandates and capacities, alignment with YRCS priorities and the prevention of duplication and operational gaps.		
Priority actions:	Membership coordination • Convene regular membership coordination meetings, co-facilitated by IFRC and guided by YRCS, to align multilateral and bilateral support with the YRCS-led operational plan, including contributions reflected in the Mobilization Table. • Strengthen operational coordination and information-sharing across the IFRC membership and the wider Movement, ensuring clear links between country, regional and global levels for consistent and timely support to the operation. • Ensure a Federation-wide approach with one YRCS-led response framework; common coordination arrangements with membership; joint planning and information management, including partner mapping through 3Ws; Federation-wide monitoring and reporting; collective visibility and means to demonstrate the added value of the IFRC network in Yemen. Engagement with external partners • Maintain structured coordination with relevant national and local authorities to align assessments, operational priorities, access		

	arrangements, standards and reporting, in accordance with the auxiliary role of YRCS. - Engage with relevant UN, INGO and humanitarian coordination platforms to promote complementarity, address operational bottlenecks and support principled humanitarian access and service delivery for affected and displaced populations. - Adapt coordination arrangements as the context evolves to enable timely decision-making and an effective response across different areas of operation.
	Movement Cooperation - Maintain a joint YRCS-IFRC-ICRC platform for strategic, operational and technical coordination, with IFRC and ICRC serving as co-conveners in support of YRCS leadership. - Maintain complementary roles across Movement partners, with YRCS convening the collective Movement response; ICRC supports Movement coordination in their co-convenor role; IFRC coordinates its membership and the international support mobilized through the Emergency Appeal. - Promote a pragmatic and flexible approach to Movement cooperation, centred on enabling and strengthening the YRCS response, meeting humanitarian needs, maximizing collective impact and reinforcing transparency and trust. - Identify and track cross-cutting operational constraints, including access, security, logistics, import and financial challenges; agree on mitigation measures; and monitor progress through shared coordination mechanisms.

 IFRC Secretariat Services	Female > 18: N/A	Female < 18: N/A	487,000 CHF
	Male > 18: N/A	Male < 18: N/A	Total target: 10
Objective:	Enable YRCS to expand the scale and quality of its response by mobilizing IFRC resources and surge capacity, while supporting coherent, accountable, Federation-wide delivery that reflects YRCS's auxiliary role and the complementary mandates of Movement partners.		
Priority actions:	Security management: - Maintain a coordinated Movement approach to security management with YRCS and ICRC, supported by regularly revised risk assessments tailored to each operational area in a highly volatile context. - Maintain ongoing analysis of the security environment, including threats from airstrikes, explosive remnants of war (ERW), criminal activity and changing escalation		

dynamics, and share routine updates with the delegation and Regional Office.

- Keep IFRC Minimum Security Requirements (MSR) current and operational for all personnel, covering contingency arrangements, movement controls and flexible measures to address telecommunications outages, access restrictions and other operational constraints.
- Verify that all personnel have completed compulsory IFRC security training and adhere to applicable security policies and MSR.
- Sustain coordination with humanitarian organizations, relevant authorities and YRCS branches to facilitate timely information exchange and joint safety measures.
- Mobilize surge security support when needed to strengthen risk management, oversight and operational assistance, and procure essential preparedness items, including telecommunications equipment and hibernation supplies.
- All IFRC must, and RC/RC staff and volunteers are encouraged to, complete the IFRC Stay Safe e-learning courses, e.g. Stay Safe 2.0 Global Edition Level 1-3. Insurance of volunteers involved in the operation should be ensured.

Compliance and risk management:

- Establish and maintain a dedicated Operational Risk Register for the Yemen Population Movement Emergency Appeal, aligned with the IFRC Risk Management Policy and SOP and informed by the Yemen Delegation's existing risk assessments.
- Support the identification, assessment and prioritization of operational risks, ensuring clear risk ownership, documented mitigation measures and regular monitoring of risk exposure, trends and mitigation effectiveness.
- Conduct risk reviews at least quarterly and following significant changes in the operational context, with timely escalation of critical risks or exposures exceeding the applicable risk appetite to the relevant management levels.
- Strengthen risk-based compliance monitoring, including financial and procurement controls, sanctions compliance, fraud prevention and targeted spot checks, in coordination with relevant IFRC technical functions.
- Support YRCS in strengthening operational risk awareness and mitigation practices, including safeguarding, duty of care and accountability, through joint risk discussions, technical guidance and appropriate capacity-building support.

Communication and humanitarian diplomacy:

- Reinforce the position of YRCS as the country's leading national humanitarian actor, with nationwide reach, through coordinated communications, visibility and engagement.
- Bring community perspectives and locally generated evidence into communications, advocacy, humanitarian diplomacy and resource mobilization.
- Advance public communications, external advocacy and humanitarian diplomacy that promote principled humanitarian action and strengthen support for YRCS activities.
- Deliver communications and visibility activities that reflect the priorities of the Operational Strategy and that comply with Movement communication guidance, bearing in mind the sensitives on the ground.
- Regularly update key messages on the YRCS response and showcase the contributions made by its staff and volunteers and the impact of YRCS interventions.

Partnership and resource mobilization:

- Maintain proactive dialogue with donors and international partners to secure support for the response.
- Assist YRCS in accessing international funding that complements resources raised domestically.
- Coordinate Federation-wide resource mobilization, including outreach to Participating National Societies and institutional donors.
- Encourage funding through the Emergency Appeal that is coordinated, transparent and sufficiently flexible to meet evolving needs.
- Keep donors informed through periodic briefings, operational updates and financial reports.
- Monitor financing shortfalls and help facilitate complementary contributions to address identified gaps.

Supply chain and logistics:

- Provide technical and operational support to YRCS procurement and supply chain functions.
- Prepare a mobilization table to organize and track in-kind contributions.
- Assess available supply chain routes and delivery models, and map relevant framework agreements with local suppliers.
- Build national logistics capability in areas such as warehousing, fleet management and local procurement.

Information management:

- Consolidate and interpret information from YRCS, Movement partners and other humanitarian actors to

strengthen situational awareness and support operational decisions.

- Develop core analytical products such as situation updates, snapshots, disaster brief, humanitarian impact analyses and maps on track changes in the context and assess wider regional implications.
- Keep relevant IFRC information platforms, including the IFRC GO emergency page, accurate and up-to-date to enhance the operation's visibility.
- Expand scenario analysis and operational monitoring of displacement trends, interruptions to essential services, access barriers and population movements to inform risk-based decisions and prioritization.
- Triangulate available sources to mitigate limitations in primary data and ensure that analysis draws on multiple inputs.
- Apply IFRC data responsibility standards across all information management activities while systematically monitoring and documenting key contextual and operational developments to support informed decision-making. Develop YRCS capacity for assessment and monitoring so that it can strengthen its role as a primary source of humanitarian data.
- Support operational planning and prioritization by translating findings, displacement trends and humanitarian needs into actionable recommendations for YRCS and IFRC operational teams.

Humanitarian Resources and Operational Support

- Increase delegation capacity by deploying priority profiles, including an Operations Manager, and create dedicated additional support at the regional level.
- Support IFRC Delegation staff contributing to these operations
- Facilitate the mobilization of volunteers and personnel across operational sectors.
- Ensure that essential enabling support is available, including IT hardware, digital solutions and resources for delegation operating costs.
- Promote coordination among neighbouring National Societies so that assistance for people crossing borders is aligned and complementary, with information exchanged to help preserve continuity of care.
- Support operational coordination and information sharing between YRCS and IFRC, to maintain a common understanding of the situation and to reduce duplication.

Planning, Monitoring, Evaluation and Reporting (PMER)

- Coordinate the timely preparation and circulation of operational updates, formal reports and other information products, including situation reports.

- Improve data collection arrangements and establish systematic capture of operational information for monitoring, reporting and decision-making.
- Enhance knowledge management and ensure that operational learning is consistently documented.
- Capture effective practices and support real-time evaluations so that findings can guide ongoing adaptation of the response.

Risk management

Risk management will be integrated throughout the Yemen Population Movement Emergency Appeal in accordance with the IFRC Secretariat's Risk Management Policy (2026) and Standard Operating Procedures (SOPs) for Operational Risk Management. A dedicated operational risk register will be established and maintained for the Emergency Appeal, building on the existing Yemen Delegation Risk Register and reflecting the evolving security, humanitarian and operational context. The register will identify and assess risks that may affect the achievement of the operation's objectives, document existing and additional mitigation measures, and assign clear risk ownership and responsibilities for implementation and follow-up.

Given the rapidly evolving escalation and displacement situation, particular attention will be given to security and humanitarian access, staff and volunteer safety, population movements, operational capacity, public health, financial and supply chain disruptions, sanctions compliance, safeguarding and accountability to affected communities. Risk owners will monitor identified risks continuously, with formal reviews undertaken at least quarterly and additional reassessments following significant changes in the operational context. The IFRC Yemen Delegation, supported by the MENA Regional Risk Management function, and in coordination with YRCS and relevant Movement partners, will monitor risk trends, assess mitigation effectiveness and ensure that significant risks and emerging concerns are escalated through the appropriate management channels. Findings will inform operational priorities, resource allocation, contingency planning and adjustments to implementation modalities.

Risk	Likelihood	Impact	Mitigating actions
Escalation of hostilities, shifting front lines and restrictions on movement and humanitarian access may expose personnel and communities to harm and disrupt assessments, referrals and delivery of assistance.	High	High	• Maintain continuous context, access and movement monitoring, including developments around Taiz, the western coast, Lahj, Marib and other affected areas. • Coordinate movement and operational plans through YRCS and relevant Movement coordination and security channels. • Conduct area- and activity-specific risk assessments; confirm approvals and mission plans before deployment. • Adapt routes, timing, staffing and delivery modalities to changing access conditions. • Maintain contingency, relocation, communications and business-continuity arrangements. • Regularly review and test contingency, hibernation, medical evacuation and relocation arrangements for personnel, including available evacuation routes, travel documentation, communications and coordination with relevant Movement partners. Identify alternative arrangements where existing evacuation options are restricted or unavailable.
Rapid and repeated displacement, including secondary displacement, may cause caseloads, locations and priority needs to change quickly, while access constraints limit timely verification.	High	High	• Conduct rapid, multi-sectoral assessments through YRCS branches, local units, volunteers and Emergency Operations Centres (EOCs). • Standardize and regularly update branch reporting through the YRCS central coordination/EOC mechanism.

			• Triangulate information with relevant authorities, IOM, UN agencies and Movement partners where available. • Use community feedback and protection-sensitive approaches to identify overlooked groups and barriers to assistance. • Regularly review targeting, caseloads and geographic priorities against verified needs and access.
Escalating trauma caseloads, disruption to health facilities and referrals, shortages of medicines and supplies, and outbreaks of cholera/acute watery diarrhoea (AWD), measles, dengue and other epidemic-prone diseases may exceed available response capacity.	High	High	• Prioritise continuity of ambulance and referral services, emergency health response, primary health care and mobile clinic services. • Support essential medicines, medical supplies, first aid and the readiness of health emergency response teams, according to identified needs. • Coordinate with the Ministry of Public Health and Population, health authorities, Health Cluster partners and receiving facilities. • Strengthen disease surveillance, early warning, risk communication and community engagement, alongside relevant WASH and infection-prevention measures. • Monitor service functionality and referral routes and adjust service delivery when facilities or roads become inaccessible.
Fuel and electricity shortages, market and currency volatility, disrupted transport routes, procurement constraints and telecommunications outages may delay supplies, cash assistance and distributions.	High	High	• Map critical supply needs and use available framework agreements and feasible local procurement options. • Diversify suppliers, transport routes and delivery arrangements where possible. • Monitor market prices, cash feasibility and the availability and functionality of financial-service providers before cash distributions.

			• Pre-position and replenish critical stocks in accessible YRCS warehouses, with contingency plans for interrupted routes. • Maintain alternative communications and power arrangements for essential operations and EOCs.
Insufficient or delayed funding, rising humanitarian needs and overstretched YRCS branch, volunteer and technical capacity may affect the scale, continuity and quality of the response.	High	High	• Prioritize life-saving and time-critical activities based on assessed needs, operational access and available resources. • Coordinate with YRCS branches, IFRC and Movement partners to clarify coverage, avoid duplication and identify gaps. • Track funding, contributions, expenditure, pipeline constraints and unfunded priorities regularly. • Support realistic surge and volunteer arrangements, staff well-being and continuity of essential services. • Share verified operational updates and priority needs with partners and donors to sustain attention and resource mobilization. • Establish phased implementation priorities and review the scale of planned activities against available funding, operational access and YRCS implementation capacity, adjusting targets, delivery modalities and resource allocation to maintain essential life-saving services.
Seasonal flooding, heavy rainfall, storms, drought and water scarcity may trigger further displacement, damage infrastructure and disrupt access, shelter, WASH and health services.	Medium	High	• Monitor seasonal forecasts, early-warning information and local alerts and communicate preparedness actions through YRCS branches and volunteers. • Coordinate preparedness and response with relevant authorities and humanitarian

			partners, including ongoing flood response operations. • Pre-position suitable contingency stocks in locations assessed as accessible and at risk. • Apply flood-risk and resilience considerations to shelter, WASH, warehouse and health-service planning. • Review contingency plans and adjust activities as weather forecasts, access and escalation conditions evolve.
Sanctions, banking restrictions, financial transfer limitations and evolving regulatory requirements may disrupt procurement, payments and operational partnerships, potentially delaying humanitarian assistance and exposing IFRC and YRCS to financial, legal and reputational risks.	High	High	• Conduct appropriate sanctions screening, compliance reviews and due diligence of financial service providers, suppliers and relevant operational counterparties, in consultation with IFRC Finance, Legal and Compliance functions as required. • Use approved banking and financial transfer arrangements, with documented authorizations and appropriate internal controls. • Monitor banking restrictions, liquidity constraints, exchange-rate fluctuations and payment delays, identifying compliant alternative arrangements where feasible. • Coordinate with YRCS, Movement partners and relevant IFRC technical departments to address emerging compliance issues and escalate significant restrictions affecting implementation.
Operational challenges, including limited connectivity and information management constraints, may affect the timely, accurate	Medium	High	• Apply IFRC information management and data protection standards to ensure responsible collection, storage, management and sharing of operational information.

and secure collection, management and sharing of information, potentially impacting operational coordination, decision-making and the effective delivery of humanitarian assistance.			• Strengthen information management and coordination arrangements between IFRC, YRCS and relevant Movement partners to support timely and reliable information exchange. • Maintain appropriate information management systems and alternative arrangements to ensure continuity of operations where connectivity or access is limited. • Strengthen staff and volunteer capacities in information management, data confidentiality and responsible information-sharing practices.
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Quality and accountability

The operation will apply Results-Based Management (RBM) principles and IFRC planning, monitoring, evaluation and reporting standards to ensure that assistance remains relevant, timely, inclusive and accountable to internally displaced people and affected host communities. Planning and targets will be informed by YRCS rapid and multi-sectoral assessments, operational data, community feedback and analysis from Movement and external partners. Given the fluid nature of the escalation, access constraints and changing displacement patterns, results, indicators, geographic priorities and delivery modalities will be reviewed regularly and adjusted as evidence and operational conditions evolve.

Monitoring and data quality: YRCS and IFRC will track practical output-level indicators across sectors, with data disaggregated by sex, age and disability where safe and feasible. Monitoring will combine branch and field reports, distribution records, post-distribution monitoring, service and referral data, remote follow-up and community feedback. Information will be triangulated across YRCS, Movement partners and reliable external sources to address access-related gaps, reduce duplication and improve data quality. Federation-wide contributions and agreed results will be consolidated through coordinated reporting and planned 3W mapping.

Accountability, safeguarding and quality control: Accessible feedback and complaints mechanisms, including hotlines and community-based channels, will be integrated across interventions. Feedback will be analyzed, referred and acted upon within agreed responsibilities and timelines. Selection criteria, entitlements and available services will be communicated transparently. PGI, safeguarding, PSEA and child safeguarding requirements will be embedded in assessments, activity design, partner coordination and monitoring. Staff and volunteers will receive appropriate screening, briefing and refresher support on expected conduct, confidentiality, safe referrals and reporting procedures. A child safeguarding risk analysis will be completed or updated for the operation, with mitigation measures reviewed as activities and locations change.

Evaluation, learning and risk management: Periodic operational reviews, post-distribution monitoring, lessons-learning exercises and an appropriate evaluation will assess the relevance, effectiveness, coverage and quality of the response. Findings will inform revisions to the Operational Strategy, budget and implementation priorities. Risk monitoring will be integrated into these processes, with findings from field assessments, security monitoring, community feedback, financial reviews and operational reporting informing updates to the Emergency Appeal's dedicated risk register. Significant changes in risk exposure and mitigation effectiveness will

be reviewed by the relevant risk owners, with emerging concerns escalated through established management channels to support timely corrective action and risk-informed decision-making.

Section	Indicator	Target
Shelter, housing and settlements	1. Number of households receiving essential NFI kits	20,000
	2. Number of family tents distributed to affected households	2,000
	3. Percentage of surveyed recipients reporting that the shelter or household-item assistance received met their priority shelter or household needs	80%
Livelihoods/food assistance	4. Number of households receiving food parcels	25,000
	5. Number of people reached with food assistance	175,000
	6. Percentage of surveyed recipient households reporting that the food assistance received met their immediate food needs for the intended assistance period	80%
Multi-purpose Cash (MPC)	7. Number of households receiving the planned one-off multi-purpose cash transfer	15,000
	8. Number of people reached with multi-purpose cash assistance	105,000
	9. Percentage of surveyed recipient households reporting that the cash assistance received enabled them to meet their priority basic needs	80%
Health and Care	10. Number of people receiving healthcare through supported mobile clinics	80,000
	11. Number of people reached through targeted health campaigns	150,000
	12. Percentage of surveyed users of supported healthcare services reporting that the care received addressed the health concern for which they sought assistance	80%
WASH	13. Number of boreholes and water sources rehabilitated and operational, with water-quality checks and operation and maintenance arrangements completed	10
	14. Number of hygiene and dignity kits distributed	20,000
	15. Percentage of surveyed recipients reporting that the WASH assistance received met their priority WASH needs	80%
PGI	16. Percentage of surveyed recipients reporting that they accessed assistance safely, respectfully and without discrimination	80%
CEA	17. Percentage of surveyed recipients confirming that they know how to provide feedback or make a complaint about the assistance received	80%

Migration	18. Number of service maps and referral directories developed or updated to support assistance and referrals for displaced people and people on the move	TBC with YRCS , based on geographic coverage
Risk reduction, climate adaptation and recovery	19. Number of rapid multi-sectoral needs assessments completed to inform recovery priorities, targeting and operational adjustments	One , subject to safe access; confirm alignment with the assessment in the NS plan
National Society Strengthening	20. Number of YRCS staff and volunteers completing operation-supported training or structured capacity-strengthening activities	TBC with YRCS , based on the consolidated training plan
	21. Number of YRCS branches receiving operational support through staffing, equipment, infrastructure or systems strengthening	TBC with YRCS , six branches are specified for administrative/HR support, while broader coverage remains undefined

FUNDING REQUIREMENT

Federation-wide funding requirement*

Federation-wide funding requirement including the National Society domestic target, IFRC Secretariat and the Partner National Society funding requirement	IFRC Secretariat funding requirement in support of the Federation-wide funding ask
20 million CHF	15 million CHF

**For more information on Federation-wide funding requirement, refer to section: Federation-wide Approach*

Breakdown of the IFRC secretariat funding requirement



OPERATIONAL STRATEGY

MDRYE018 - Yemen Red Crescent Society Yemen Population Movement

FUNDING REQUIREMENTS

Planned Operations	13,722,000
Shelter and Basic Household Items	3,178,000
Livelihoods	1,784,000
Multi-purpose Cash	3,307,000
Health	2,918,000
Water, Sanitation & Hygiene	2,300,000
Protection, Gender and Inclusion	0
Education	0
Migration	0
Risk Reduction, Climate Adaptation and Recovery	64,000
Community Engagement and Accountability	171,000
Environmental Sustainability	0
Enabling Approaches	1,278,000
Coordination and Partnerships	0
Secretariat Services	487,000
National Society Strengthening	791,000
TOTAL FUNDING REQUIREMENTS	15,000,000

all amounts in Swiss Francs (CHF)

Contact information

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Reference



Click here for:

- [Yemen Population Movement Appeal](#)