

Mapping of Local Governance in Yemeni Governorates

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1 Introduction

The war in Yemen has negatively affected all aspects of life. In addition to physical destruction, the war has precipitated an economic collapse by disrupting salaries and the flow of financial resources, and by hastening inflation and the devaluation of the Yemeni Riyal. Administrative capacity and state structures have been undermined by parallel systems and by investment in fighters and weapons at the expense of teachers and services. In this difficult context, local authorities struggle to provide a minimum level of services to the people.

Despite these challenges, local governance structures have taken on central importance for the political process and for stability in Yemen. They are essential for providing services, mitigating the impact of conflict, and helping to build conditions for peace in order to end the war. Whether or not the war continues, the well-being of Yemen's population depends largely on the effectiveness, efficiency, and responsiveness of local governance structures.

This mapping outlines the situation faced by the population in different governorates, highlights the economic activities and resources that remain available, and introduces the local administration and the situation of the local council in each governorate. It explores the extent to which different institutions of local authority – local councils, executive offices, and governors' offices¹ – continue to perform their mandates, and it provides an overview of the availability of basic services, especially in the health, education, and water and sanitation sectors. The mapping is based on the review and analysis of documents, statistics, and official reports by Yemeni and international organizations, published studies and research, and interviews with local leaders in the governorates.

The mapping highlights the individual situation in each governorate, but also reveals some shared features and patterns. Most local councils were suspended during the war, but other parts of the local administration continue to function to variable extents. The extent to which they function depends to a significant degree on their ability to raise funds locally.

In areas under the control of the de facto authorities, the loss of central government subsidies and salaries for civil servants has been a major challenge, while the financial situation in areas under the control of the internationally recognized government has generally been more positive, though not without challenges and funding shortfalls. In this environment, the ability of governorate administrations to raise money locally increasingly differentiates a handful of 'success stories' from others facing unprecedented crises. Governorates benefiting from oil income and/or control over trade routes have been able to maintain or expand local services, while most others have seen a collapse in service provision and local administration. For all governorates, the ability to effectively collect local resources – both those assigned to the local councils by law as well as additional sources of income from taxing trade or receiving a share of oil revenues – looms ever larger.

Basic services in the majority of governorates are now entirely reliant on donor support and would have stopped completely had donors not stepped in, given the absence of central subsidies and the dearth of local resources. However, international support is inadequate and there is an urgent need for additional

¹ The local administration system in Yemen is based on the Local Authorities Law (LAL), Law No. 4 of the year 2000, alongside decrees and executive regulations for the law. For additional information on the local authority system in Yemen in law and in practice, please see: https://www.berghof-foundation.org/fileadmin/redaktion/Publications/Papers/BF_Local_Governance_in_Yemen__2019.pdf.

support for local authorities to improve service delivery. This raises the question of revenues for the longer term. The total reliance of most governorates on central support before 2014 contributed to the precarity of local services, and a different balance between local and central resources may be needed after the war. Many governorates also struggle with insecurity and the displacement of teachers, local councilors, and qualified cadres.

Background of these mappings

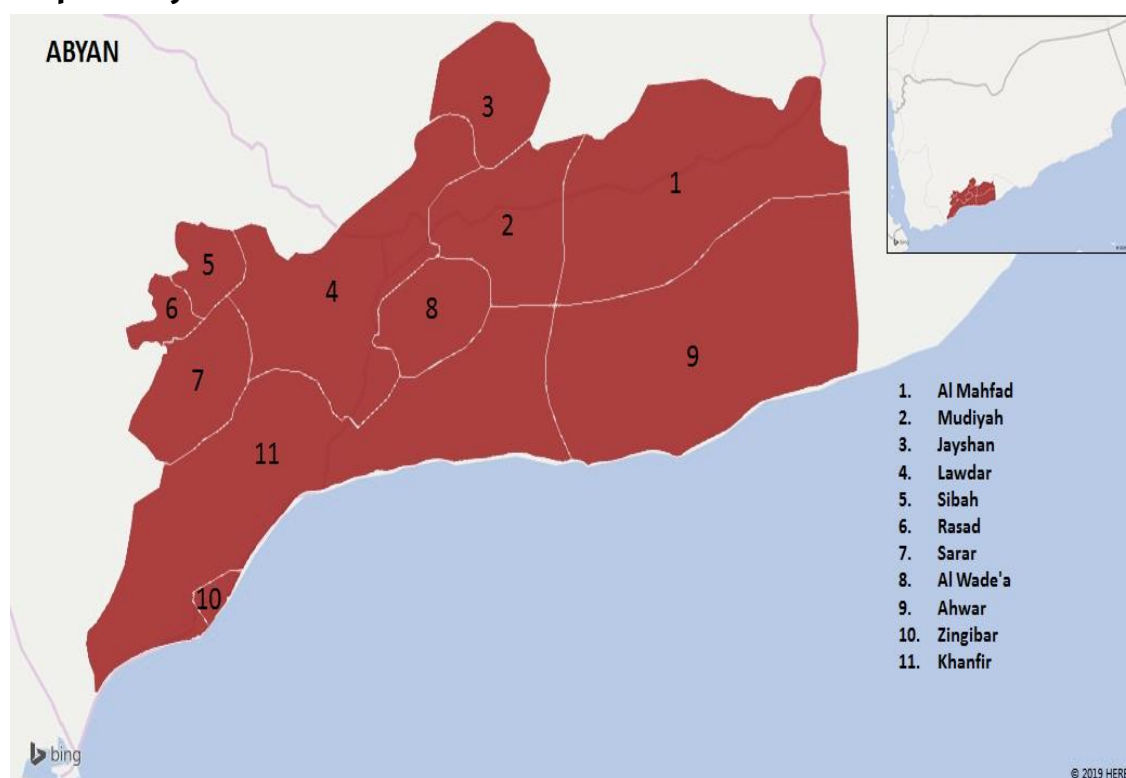
Over the course of several years, the Berghof Foundation and the Political Development Forum (PDF) have focused on strengthening inclusive local governance in Yemen. This work focuses on selected governorates and at the national level, aiming to improve inclusivity, relaunch local political discussions, and engage a broad range of stakeholders in discussions about the current challenges and potential future shape of local governance arrangements in Yemen. This work is funded by the German Federal Foreign Office and conducted in close cooperation with the UN Office of the Special Envoy of the Secretary-General for Yemen (OSESFY). This mapping has been prepared upon the request of the UN OSESFY.

2 The current situation of the local authorities

2.1 Abyan

The Governorate of Abyan is located in the southern part of the Republic of Yemen and borders Aden. It is 427 kilometers south of Sana'a. The governorate is located on the coast of the Arabian Sea and consists of 11 districts. Zinjibar is the governorate capital.

2.1.1 Map of Abyan and districts



2.1.2 Demographics

The total population of the Governorate of Abyan reached 568,000 across 11 districts:

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Al Mahfad	2,256	17,236	17,463	34,699
2. Madiyah	992	22,458	23,428	45,886
3. Jayshan	824	9,359	9,836	19,196
4. Lawdar	2,166	55,741	59,553	115,294

5. Sibah	361	10,288	10,364	20,652
6. Rusad	198	35,563	35,258	70,821
7. Sarar	746	10,027	9,506	19,533
8. Al Wade'a	618	15,018	15,752	30,770
9. Ahwar	4,384	16,302	16,837	33,140
10. Zinjibar	2,199	16,566	17,578	34,144
11. Khanfar	2,199	70,441	73,424	143,865
TOTAL	16,943	279,000	289,000	568,000

2.1.3 Economy

Agriculture and fishing are the main economic activities in the Governorate of Abyan. Agricultural production from Abyan constitutes approximately 5% of the total agricultural production of the Republic of Yemen. The most important crops produced in the governorate are cotton, vegetables, and fruits.² The governorate is also the site of livestock breeding and beekeeping.³

According to the 2014 Local Authority Budget, central grants and subsidies constituted 97% of the total income of the governorate, while local revenues amounted to only 3% of the budget.⁴ Local revenues were mostly shared local revenues derived from sales of goods and services, zakat, taxes on goods and services, taxes on income, as well as fines and penalties. Revenues were adversely affected by the war.⁵

According to the 2014 Households Budget Survey, the poverty rate in Abyan was 48.6%. With the economic downturn the governorate has faced due to the war, this rate is likely to have increased tremendously over the past few years.

2.1.4 Local Governance

The governorate's local council consists of 22 members in addition to the governor. There are two vacant seats, which could not yet be filled by elections. Although all 20 remaining members are present in the governorate, the local council has not held regular meetings since 2015. The administrative board of the council, which consists of the governor, the secretary general, and heads of the council's committees, is performing the work of the council and has been holding ad-hoc meetings when needed.

² <https://www.yemenna.com/index.php?go=guide&op=show&link=abin>.

³ Interview with one member of the local council of the Governorate of Abyan. March 2019.

⁴ Please see the appendix for further information on these different types of revenue.

⁵ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

The executive offices are functioning normally. They provide services to the people at the minimum level with support mainly from international donor organizations in areas such as education, healthcare, and humanitarian relief.⁶ Central government subsidies are currently limited.

2.1.5 Access to Basic Services

According to OCHA (Humanitarian Response Plan for Yemen 2018), there are nearly 500,000 people (88% of the population) in need of assistance in Abyan. Fifty-eight percent of them are in dire need.

Health services in the governorate are available through hospitals and healthcare facilities that rely mainly on support from international organizations. The services provided are very limited and insufficient to meet the needs of the population.⁷

With regard to education, 69 schools have been damaged in the war in Abyan, according to OCHA (An Overview of the Humanitarian Needs in Yemen 2018). However, teachers were being paid regularly, as Abyan was one of the governorates receiving regular salary payments. Overall, education in Abyan appears to be stable and continues to function, with funding from local authorities and a number of donors.

As for drinking water, almost half (48%) of households in Abyan do not have access to potable water (OCHA: An overview of the humanitarian needs in Yemen 2018). Water services and sanitation are available in some districts, but not all. Local water services operate with support from international organizations.⁸

⁶ Interview with Local Council Member, Abyan. March 2019.

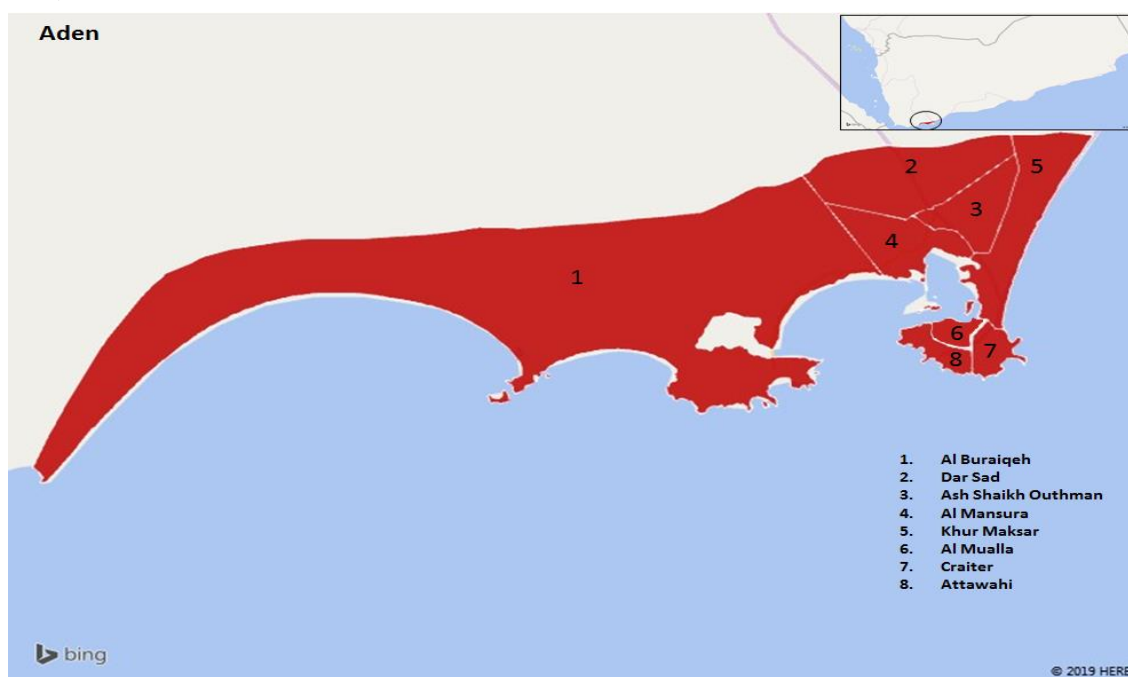
⁷ Interview with Local Council Member, Abyan. March 2019.

⁸ Interview with Local Council Member, Abyan. March 2019.

2.2 Aden

The Governorate of Aden is an important economic and commercial center of the Republic of Yemen. Since 2015, it has been the temporary capital of the internationally recognized government of Yemen. It is located on the coast of the Gulf of Aden and consists of eight districts. It is home to Yemen’s main commercial port, Aden Port, and regional and international free economic zones. Aden is the former capital of the People's Democratic Republic of Yemen (PDRY).

2.2.1 Map⁹ of Aden and districts



2.2.2 Demographics

The total population of the Governorate of Aden, according to the latest official estimates, reached 925,000 across eight districts (please see table below).

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Dar Sad	37	60,659	69,460	130,119
2. Ash Shaikh Outhman	42	75,850	88,892	164,742
3. Al Mansura	88	70,599	93,364	163,962
4. Al Buraiqeh	486	49,026	54,468	103,494

⁹ All maps are by Bing Maps.

5. Attawahi	10	41,430	45,488	86,918
6. Al Mualla	4	37,858	41,280	79,138
7. Crater	13	58,991	63,487	122,477
8. Khur Maksar	61	34,588	39,562	74,150
TOTAL	741	429,000	496,000	925,000

2.2.3 Economy

The economic activities in the Governorate of Aden range from industry, fishing, and commerce to tourism and services. The port of Aden and the regional and international free economic zone located there make it an important economic center of Yemen. Industry in Aden consists of petrochemicals, notably the Aden refinery, as well as manufacturing plants. Aden has some minerals; most significantly scoria and perlite, volcanic glass, and clay minerals used in the manufacturing of building bricks. There are many and diverse tourism landmarks in Aden, including historic sites and attractive beaches.¹⁰

According to the 2014 Local Authority Budget, central grants and subsidies accounted for 91% of total income for the governorate, while local revenues amounted to 9% – a relatively high figure in comparison to other governorates, reflecting the economic importance and thus the robust revenue base of Aden.¹¹ Local revenues were composed mostly of shared local revenues from the sale of goods and services, taxes (especially on goods and services, income, profits, and capital gains), and zakat. The war adversely affected these revenues, causing major economic challenges for the governorate.¹²

According to a 2014 Households Budget Survey, the poverty rate in the Governorate of Aden was 22.2%. However, with the economic downturn the governorate has faced due to the war, this rate has increased tremendously over the past few years.

2.2.4 Local Governance

The local council of the Governorate of Aden comprises 16 members and the governor. There are currently seven vacant seats. Two members have passed away, three are now abroad, and one has suspended activity. This means that the actual composition of the council is only nine members. The local council's activities have been frozen since 2015. The executive offices remain operational.¹³

2.2.5 Access to Basic Services

According to OCHA (Humanitarian Response Plan for Yemen 2018), there are nearly 900,000 people in need of humanitarian assistance in Aden governorate. Sixty-six percent of them are in dire need.

¹⁰ <https://www.yemenna.com/index.php?go=guide&op=show&link=aden>.

¹¹ Please see the appendix for further information on these different types of revenue.

¹² Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

¹³ Interview with Local Council Member, Aden. March 2019.

Reduced central government subsidies have undermined the financial situation of the governorate and local revenues have also dwindled due to the war. The chaotic security situation¹⁴ and on and off conflict between forces vying to take control of the governorate, especially between the Hadi government and the UAE-supported Southern Transitional Council (STC), have disrupted service delivery.

After Hadi's forces took control of Aden with support from the Arab Coalition in 2015, the Kingdom of Saudi Arabia and the United Arab Emirates attempted to provide assistance to improve service provision. However, as the conflict between Hadi's government and the southern leaders escalated, it adversely affected the local authority in Aden. President Hadi fired the then governor Aidrous Al-Zubaidi in April 2017, prompting Aidrous and his associates to establish the Southern Transitional Council on 4 May 2017. This move escalated the conflict between the two forces and paralysed the local authority. In early 2018, the STC blamed the government of Ahmed Bin Dagher of neglecting services in Aden and demanded a reshuffle. The demand led to a military confrontation between the two sides, from which the STC emerged victorious, taking control of most areas in Aden. After the Arab Coalition interceded, the status quo ante was restored, with control ceded to the pro-Hadi forces. In 2019, the STC again took control of Aden by force and continues to control the governorate at the time of writing. The conflict between the competing forces in Aden, lack of funding, absence of planning, and the knock on effects this has had on the executive offices in Aden, all contributed to the deterioration of services and growing discontent with the local administration in the governorate.¹⁵

Hospitals and health facilities supported by the government, the local authority, and donor organizations supporting the health sector continue to function. However, the services provided remain inadequate.¹⁶

In terms of education, according to OCHA, 21 schools were damaged by the war prior to the new round of fighting in Aden in 2019 (An Overview of the Humanitarian Needs in Yemen 2018). Teachers were being paid regularly, as Aden was one of the governorates receiving regular payments of salaries.¹⁷ Education in Aden was rather stable, with support from international organizations helping to sustain services.

With regard to water and sanitation services, the majority of areas in the Governorate of Aden have a regular supply of drinking water. Some of the city's neighborhoods, however, suffered from lack of water supply. 94% of residents had regular access to drinking water during the year 2016/17 (OCHA: Overview of Humanitarian Needs in Yemen 2018).

¹⁴ For example, the former governor, Ja'afar Mohamed Saeed was assassinated by Jihadist elements. His successor was targeted with three assassination attempts. An assassination campaign escalated in the city, restricting the movement of members of the local authority and preventing them from doing their work. Majed al-Madhaji et al, The Pivotal Role of the Local Councils in Yemen, The Sana'a Center for Strategic Studies, October 2016, p. 8.

¹⁵ Wadhah al-Aulaqi, Majed al-Madhji, Local Governance in Yemen Under The Conflict and Instability, Sana'a Center for Strategic Studies, July 2018, p. 30.

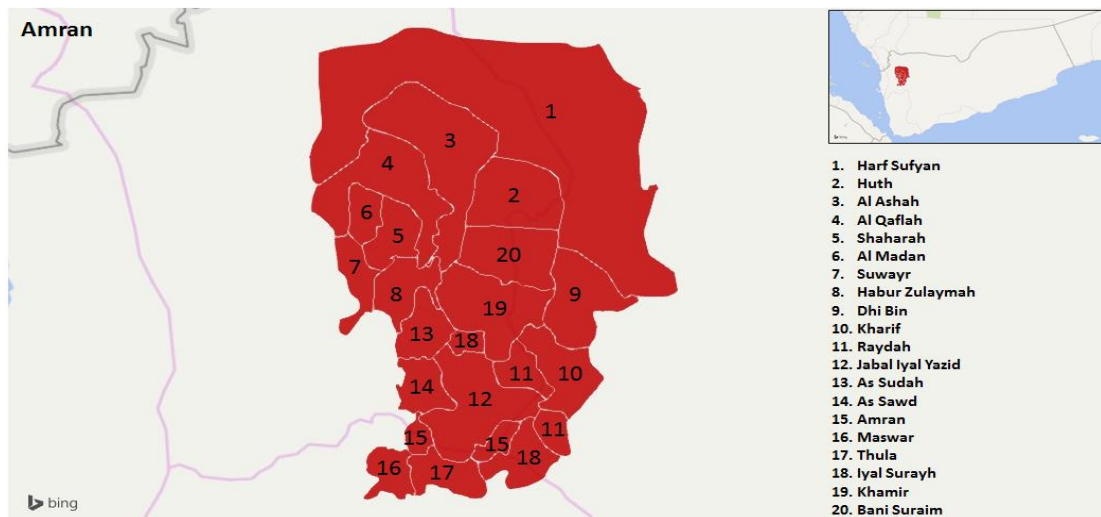
¹⁶ Interview with Local Council Member, Aden. March 2019.

¹⁷ The Economic and Social Development In Yemen Newsletter (Issue No. 30, December 2017) published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

2.3 Amran

The governorate of Amran is one of the governorates established after Yemeni unification. It is located 50 kilometers to the north of Sana'a city between Sana'a governorate and Sa'adah along the central highlands. It is divided into 20 administrative districts. The city of Amran is the governorate capital.

2.3.1 Map of Amran and districts



2.3.2 Demographics

The population of Amran is ca. 1 million across 20 districts.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Harf Sufyan	2734	24,713	26,464	51,177
2. Houth	370	12,909	13,850	26,760
3. Al Ashah	652	24,871	27,994	52,865
4. Al Qafalah	495	21,391	22,759	44,150
5. Shaharah	176	26,729	25,733	52,462
6. Al Madan	108	16,131	16,278	32,410
7. Suwayr	151	11,962	13,067	25,029
8. Habur Zulaymah	200	23,685	23,837	47,522
9. Dhi Bin	344	18,302	18,897	37,199

10. Kharif	265	27,471	27,463	54,934
11. Raydah	218	27,562	28,314	55,876
12. Jabal Iyal Yazid	242	50,784	50,086	100,870
13. As Sudah	174	19,613	19,000	38,613
14. As Sawd	157	15,686	15,453	31,138
15. Amran	119	55,620	59,593	115,213
16. Maswar	131	23,108	22,904	46,012
17. Thula	173	24,512	24,368	48,880
18. Iyal Surayh	240	31,880	32,275	64,155
19. Khamir	722	43,780	43,865	87,645
20. Bani Suraim	242	19,290	19,801	39,091
TOTAL	7,911	520,000	532,000	1,052,000

2.3.3 Economy

Agriculture is the most important activity for the population of the governorate. The most important crops are cereals and vegetables. Livestock breeding is also an important economic activity. Agricultural production has been declining since the outbreak of the war as high fuel prices and falling household purchasing power have increased costs and reduced income for farmers. The governorate is home to the Amran Cement Factory, which uses locally mined scoria and perlite.¹⁸

In 2014, Amran governorate derived 94% of its total general revenue from grants and central subsidies, while local revenues accounted for 6%.¹⁹ The most significant local sources of revenue are local shared revenues, zakat, revenues from goods and services, and fines. The war has damaged the governorate's economy and the establishment of the General Zakat Authority and the transfer of zakat to central revenue has caused the governorate to lose an important source of income.²⁰

In 2014, the poverty rate in Amran was already very high at 76%.²¹ This rate has likely increased significantly during the past few years and may exceed 80-90%. The Interim Food Security Classification for 2019 ranks Amran as the governorate with the third-highest levels of poverty, after Al-Hodeidah and Hajjah. Unemployment is very high.

¹⁸ <https://www.yemenna.com/index.php?go=guide&op=show&link=amran>.

¹⁹ Please see the appendix for further information on these different types of revenue.

²⁰ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

²¹ Households Budget Survey 2014.

2.3.4 Local Governance

The local council of the governorate consists of 20 councilors in addition to the governor. There are two seats that were not filled in 2006, as elections could not be held in the appropriate districts. One councilor is deceased and four councilors are abroad. This brings the current membership of the council to 13 councilors. The work of the council has been suspended since the beginning of the war. The local council has not been able to convene regular meetings due to the destruction of the government complex, which housed the local council. The administrative board of the local council is carrying out its role, although it meets irregularly. Most Islah members of the governorate and district councils (85 members) have fled the governorate. There are no female council members at the district or governorate level.

The work of the local authority is performed mainly by the governor, the vice-governor (the Secretary General of the Local Council), and the head of the services committee. However, as in other areas under control of the de-facto authorities, the governorate supervisor is becoming increasingly decisive in local governance decisions. In Amran, supervisor and governor remain distinct roles, unlike in some other governorates under control of Ansar Allah.

Executive offices in the governorate are present and functional, performing the day-to-day work of local administration. The offices conduct their business from leased office spaces, since their permanent offices in the government complex were destroyed.²²

2.3.5 Access to Basic Services

There are nearly 900,000 people (90% of the population) in need of assistance in Amran, 44% of whom are in dire need.²³

Public hospitals and health centers provide limited health services to the population with support from international donors. Support from the local authority is very limited. Available health services are insufficient to meet the needs of the population, especially following the influx of many IDPs to the governorate.²⁴

With regard to education, the war damaged 32 schools in Amran and teachers' salaries are not being paid.²⁵ Education increasingly relies on fee funding. UNICEF and the Social Fund for Development have contributed to the rehabilitation of damaged schools. UNICEF also furnished a number of large tents for use as classrooms.²⁶

In 2016/2017, only 40% of Amran's population had access to potable water. The water supply network in Amran city was cut off at the beginning of the war. Water services have since resumed with support from donors.²⁷ Work is ongoing to expand the network to cover hitherto unserved areas of the city with support from international organizations.²⁸

²² Interview with senior executive bureau official in Amran. March 2019.

²³ OCHA, Humanitarian Response Plan for Yemen 2018.

²⁴ Interview with senior executive bureau official in Amran. March 2019.

²⁵ Economic and Social Development In Yemen Newsletter, Issue No. 30, December 2017, published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

²⁶ Interview with senior executive bureau official in Amran. March 2019.

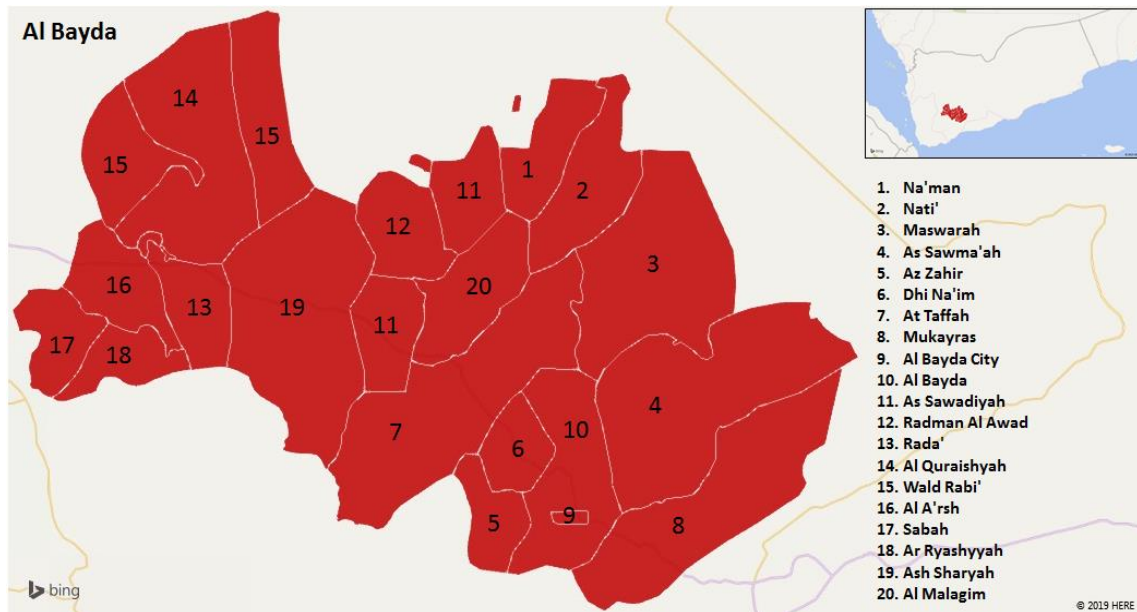
²⁷ UNICEF, A report on the humanitarian situation in Yemen, October 2018, p. 7.

²⁸ Interview with senior executive bureau official in Amran. March 2019.

2.4 Al-Baydha

The Governorate of Al-Baydha is located in central Yemen and is 267 kilometers south of Sana'a. The governorate has 20 districts. The city of Al-Baydha is the governorate capital. The governorate has special significance for its location in the center of Yemen. It has shared borders with eight other Yemeni governorates: Marib, Shabwah, Lahj, Al-Dhalea, Ibb, Dhamar, and Sana'a.

2.4.1 Map of Al-Baydha and districts



2.4.2 Demographics

The total population of the Governorate of Al-Baydha is 760,000 across 20 districts according to the latest estimates.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Na'man	272	5,639	6,469	12,108
2. Nati'	348	8,351	9,519	17,870
3. Maswarah	751	4,559	4,782	9,341
4. As Sawma'ah	957	30,167	29,271	59,438
5. Az Zahir	233	17,376	16,270	33,646
6. Dhi Na'im	185	17,356	16,507	33,863

7. At Taffah	165	18,427	18,091	36,518
8. Mukayras	1,153	28,572	26,265	54,838
9. Al Bayda City	306	18,669	20,547	39,216
10. Al Bayda	476	27,751	25,172	52,923
11. As Sawadiyah	732	17,433	17,696	35,128
12. Radman Al Awad	233	13,233	13,236	26,469
13. Rada'	306	34,816	38,897	73,713
14. Al Quraishyah	476	19,342	19,882	39,224
15. Wald Rabi'	476	12,638	13,168	25,806
16. Al A'rsh	476	30,040	30,500	60,540
17. Sabah	476	18,469	17,545	36,014
18. Ar Ryashyyah	476	15,681	14,300	29,980
19. Ash Sharyah	476	21,952	22,881	44,833
20. Al Malagim	306	19,529	19,003	38,532
TOTAL	9,279	380,000	380,000	760,000

2.4.3 Economy

Agriculture is the main economic activity in the governorate. Al-Baydha produces about 2.6% of the total agricultural output of Yemen. The most important products are vegetables and cash crops. Al-Baydha governorate produces handicrafts, such as agricultural tools, Janbiyas, textiles, wool, silver, and weapons. The governorate is home to a number of minerals in commercial quantities (Titanium, glass sand, and silica) that are not commercially mined. There are a number of historic landmarks and tourist attractions.²⁹

According to the 2014 Local Authority Budget, governorate revenues derived largely from grants and central subsidies (93%), with local revenues accounting for the remainder (7%).³⁰ The most significant local revenues derive from shared local resources and taxes, specifically revenue from zakat and taxes on qat, goods and services, income, profits, and capital gains. The governorate also derives revenue from ownership, sales of goods and services, and from penalties and fines. As elsewhere, these revenues were adversely impacted by the war and Al-Baydha is the site of an active conflict front line, causing major economic challenges for the governorate.³¹ As the governorate falls predominantly under the control of

²⁹ <https://www.yemenna.com/index.php?go=guide&op=show&link=bida>.

³⁰ Please see the appendix for further information on different types of revenue.

³¹ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

the de facto authorities, the establishment of a central authority for zakat in Sana'a and the decision to change zakat revenue from a local revenue to a central revenue has meant that the governorate lost one of its most important revenue streams.

According to the 2014 Household Budget Survey, the poverty rate in Al-Baydha was 39.2%. With the economic downturn the governorate has faced due to the war, it is likely that the current rate is far higher.

2.4.4 Local Governance

The local council in Al-Baydha comprises 20 members and the governor. Currently, there are two members who have passed away, two who are living outside the governorate for political reasons, and two who are suffering from poor health. As a result, the actual membership of the council stands at 14. Due to the war, the local council has not convened a meeting since 2015 and its work has been taken over by the governor. The administrative board of the local council is similarly inactive and has not been invited to meet since the outbreak of the war.

The local administration (executive) is struggling with adverse conditions as their main headquarters in the governorate (the government complex) was destroyed in fighting. The destruction of the headquarters has obstructed the work of some executive offices, which used the space, as well as the local council, which met on the premises.

Currently, the majority of the executive offices in the governorate are operating at minimum capacity due to the destruction of their offices and the absence of financial resources.³² Salaries have been replaced with minimal stipends and there is very little revenue for operations or investment. The escalation of military confrontations in a number of districts has also exacerbated the situation and obstructed the work of the local authority. The population relies mainly on civil society organizations to access humanitarian assistance.³³

2.4.5 Access to Basic Services

With regard to the humanitarian situation, there are nearly 500,000 people, or approximately 65% of the population, in need of assistance in Al-Baydha. Twenty percent of them are in dire need.³⁴

Health services in hospitals and public health facilities are available at minimum capacity and mainly supported by international organizations. However, such services are insufficient to meet the needs of the local population. Many, especially those with financial means, resort to private hospitals and health centers to access healthcare services.³⁵

According to OCHA, fighting in Al-Baydha damaged 64 schools.³⁶ As it falls under control of Ansar Allah, Al-Baydha is one of the governorates where teachers have not been paid their monthly salaries.³⁷

³² Interview with one of the leaders of the local council, Al-Baydha. March 2019.

³³ Badr Basalamah, *Local Governance in Yemen; Challenges and Opportunities*, Berghof Foundation Operations GmbH, Germany, May 2018, p. 9.

³⁴ OCHA Humanitarian Response Plan for Yemen 2018.

³⁵ Interview with one of the leaders of the local council, Sana'a capital city. March 2019.

³⁶ OCHA, *Overview of the Humanitarian Needs in Yemen 2018*.

³⁷ *Economic and Social Developments Newsletter*, Issue No.30, December 2017 published by the Studies and Economic Forecast Sector of the Ministry of Planning.

This has disrupted education. There have been attempts to revive some of the schools in the governorate through fees, whereby each student would make a small monthly payment for the provision of educational services, but this has not produced tangible results.

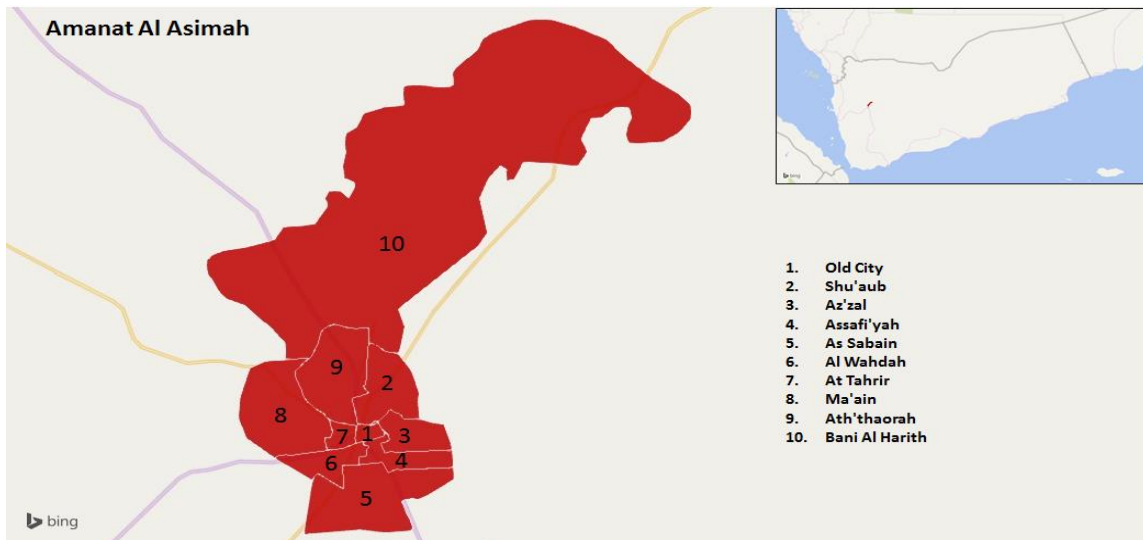
As for drinking water, in 2016/17, the majority (59%) of households in Al-Baydha did not have ready access to potable water. With regard to sanitation, a sewage system exists only for some neighborhoods of Al-Baydha City and in Rada'a. Moreover, the system is subject to breakdown and local authorities must carry out the repairs with very limited resources.³⁸

³⁸ Interview with one of the leaders of the local council, Sana'a capital city. March 2019.

2.5 Capital City of Sana'a

Sana'a is the capital of the Republic of Yemen and the historic capital of the Yemen Arab Republic (YAR). Government ministries and other institutions as well as foreign diplomatic missions are based in the city. It is also an important cultural and economic center. The city is divided into 10 administrative districts.

2.5.1 Map of the Capital City of Sana'a and districts



2.5.2 Demographics

The population of the capital city of Sana'a is approximately 3,000,000. The distribution across districts is roughly as follows:

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Old City	2	53,054	59,688	112,743
2. Shu'aub	15	185,240	210,623	395,863
3. Azal	15	102,218	115,147	217,365
4. Assafi'yah	10	84,914	106,781	191,695
5. As Sabain	31	258,999	308,975	567,974
6. Al Wahdah	8	80,321	98,165	178,486
7. At Tahrir	3	51,012	65,692	116,704

8. Ma'een	11	221,920	272,592	494,512
9. Al-Thowarah	22	142,618	169,755	312,372
10. Bani Al Harith	269	170,596	190,162	360,758
TOTAL	385	1,350,892	1,597,580	2,948,472

2.5.3 Economy

The public sector is the largest employer in the city, with tens of thousands of jobs in the central and local administration. Industrial and commercial activities are also present. The city's industrial production is dominated by light industry, especially textile, clothing, shoes, home products, and plastics. Heavy industry includes steel and other metal production. Handicraft production is also an important source of income. Jewellery, traditional daggers and belts, brassware, and agricultural tools continue to be produced in small workshops in the city. Sana'a is an important commercial center with large wholesale and retail sectors focused on a number of markets and malls. Real estate and construction are also an important sector in the city.³⁹ Sana'a was once the center of the Yemeni tourism industry. The Old City of Sana'a is a UNESCO World Heritage site. Tourism has virtually ceased during the war.

The capital governorate historically had the highest share of local revenue in its local authority budget, reflecting its importance as an industrial and commercial center in the national economy. Seventy-two percent of its 2014 budget was funded from central grants and subsidies, and 28% from local revenues.⁴⁰ The main sources of local revenue came from citywide shared revenues and taxes, notably sales tax, zakat, income tax, and profit tax. The city also derived income from assets and sales of goods and services.⁴¹ Following the establishment of the General Zakat Authority by the de facto authorities, the city of Sana'a stands to lose zakat, previously an important source of income.

In 2014, the poverty rate in Sana'a city was 13.4%.⁴² More recent estimates suggest the rate has spiked to almost 80% as the suspension of government salaries has hit the public sector workforce in the capital, and rampant inflation and the general implosion of the economy have taken their toll.

2.5.4 Local Governance

The local council of the city of Sana'a is composed of 20 councilors in addition to the appointed mayor of the city. There are seven vacant seats in the council, with four deceased councilors and three who are abroad, leaving 13. The local council does not convene regularly and its meetings are confined to the administrative board consisting of the mayor, the secretary general of the council, and heads of the three committees. As for the executive offices, they are functioning regularly despite the lack of salaries and the shortage of operational budgets.⁴³

³⁹ <https://www.yemenna.com/index.php?go=guide&op=show&link=amant>.

⁴⁰ Please see the appendix for further information on these different types of revenue.

⁴¹ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

⁴² Household Budget Survey for 2014.

⁴³ Interview with a member of the local council in the capital city of Sana'a. March 2019.

2.5.5 Access to Basic Services

There are nearly 2.4 million people (approximately 80% of the population) in need of assistance in Sana'a city. Forty-three percent of them are in dire need.⁴⁴

Health services are available in public hospitals and health facilities, which rely on support from donor organizations and fees charged for services. Even with donor support, services are at a bare minimum and do not meet the needs of the population. Large numbers of IDPs who have fled to Sana'a from other governorates have placed additional strain on health services and other infrastructure.⁴⁵

Next to the governorate of Sa'adah, the capital has sustained the highest number of airstrikes and 227 schools have been damaged.⁴⁶ Teachers are not receiving regular monthly salaries in the city,⁴⁷ which has disrupted education. There are attempts to run some of the schools in the governorate on a fee basis, but parents have largely rejected these efforts.⁴⁸ Teachers receive a small stipend from the de facto authorities.

As of 2017, 70% of households in Sana'a city had access to potable water.⁴⁹ Water services in the city have been damaged by airstrikes and have been only partially restored. The sewage system does not cover all districts.

⁴⁴ OCHA, Humanitarian Response Plan for Yemen 2018.

⁴⁵ Interview with an administrator in one of the main hospitals in the capital city of Sana'a. March 2019.

⁴⁶ OCHA, An Overview of the Humanitarian Needs in Yemen 2018. The number of damaged schools is the third-highest after Taiz and Sa'adah.

⁴⁷ Economic and Social Developments Newsletter, Issue No. 30, December 2017, published by the Studies and Economic Forecast Sector of the Ministry of Planning.

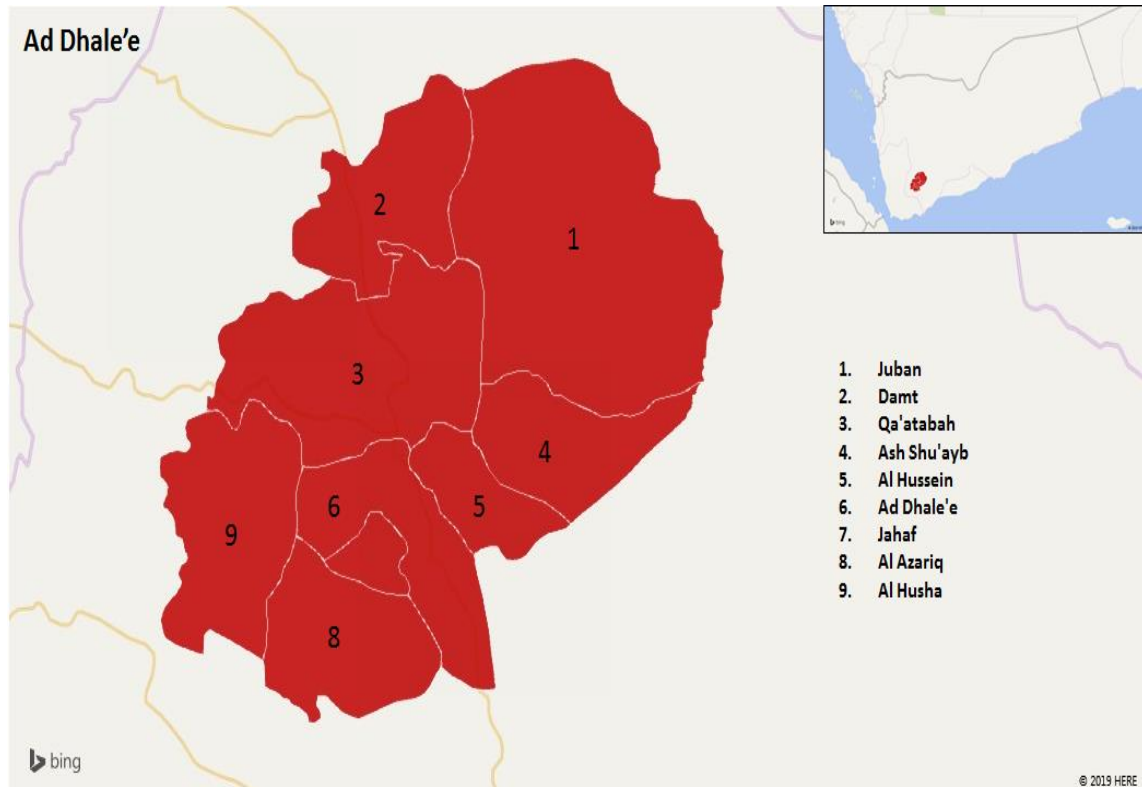
⁴⁸ Interview with an official in the Education Office of the capital city of Sana'a. March 2019.

⁴⁹ OCHA: An overview of the humanitarian needs in Yemen 2018.

2.6 Al-Dhalea

The governorate of Al-Dhalea is one of the Yemeni governorates established after Yemeni unification in 1990. It is located between Ibb and Lahj in the south-central part of the Republic of Yemen and is 250 kilometers from the capital Sana'a. The governorate is divided into nine administrative districts, and the city of Al-Dhalea is the governorate capital.

2.6.1 Map of Al-Dhalea and districts



2.6.2 Demographics

The total population of the Governorate of Al-Dhalea is 720,000 across nine districts, according to the most recent official estimates:

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Juban	1,186	31,711	32,650	64,360
2. Damt	371	43,771	47,019	90,789
3. Qa'atabah	681	66,838	72,757	139,595

4. Ash Shu'ayb	338	28,681	29,995	58,676
5. Al Hussein	198	27,464	29,769	57,233
6. Ad Dhale'e	345	56,201	67,533	123,734
7. Jahaf	87	16,700	18,625	35,325
8. Al Azariq	391	27,682	30,099	57,781
9. Al Husha	501	44,953	47,554	92,507
TOTAL	4,098	344,000	376,000	720,000

2.6.3 Economy

Agriculture is the main economic activity for most of the population in the governorate. Livestock, poultry breeding, and beekeeping are also important economic activities. In addition, artisanal and handicraft production of traditional textiles, ornate glass making, and other traditional crafts remain important for the governorate's economy. The governorate also holds some mineral deposits such as talc, which is used to manufacture paper, paints, beauty products, and pesticides, among other things.

With regard to the local authority's sources of revenue, grants and central subsidies constituted 95% of the total general revenue for the governorate in 2014, while local revenues were only 5%.⁵⁰ The most significant local sources of revenue were local shared revenue and taxes, the most important of which are the zakat revenues, taxes on qat, and taxes on goods and services. The governorate also derived some income from fees for services and from fines and penalties. As elsewhere, these revenues were adversely impacted by the war, resulting in major funding challenges for the governorate.⁵¹

According to the 2014 Household Budget Survey, the poverty rate in Al-Dhalea was 59.8%. In light of economic decline, large-scale displacement, and the conflict frontline running through the governorate, this rate has doubtlessly increased significantly during the past few years.

2.6.4 Local Governance

The local council of Al-Dhalea consists of 18 elected members in addition to the governor. Recently, the head of one of the council's committees passed away and was replaced by another councillor, leaving one seat vacant. As for the administrative board of the council, it is functional and carries out its regular work headed by the governor, while the role of the local council itself is limited. The local council holds irregular meetings, hampered by the destruction of the administration's building. The governor and other leading officials carry out their work from the office of the Public Works Project. The executive offices of the ministries are functional and carry out their day to day work with funding from the local and central

⁵⁰ Please see the appendix for further information on these different types of revenue.

⁵¹ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority's budget for the 2014 fiscal year.

authority, as well as a number of donor organizations. However, available funds are limited due to the economic situation and low central subsidies for the governorate.⁵²

As in other areas under control of the de-facto authorities, the governorate supervisor wields significant power in Al-Dhalea governorate.

2.6.5 Access to Basic Services

According to OCHA's 2018 Humanitarian Response Plan for Yemen, there are nearly 500,000 people, or about 70% of the governorate's population, in need of assistance; 53% of them are in dire need.

There have been attempts to provide basic services in Al-Dhalea, but this has succeeded at best in providing the bare minimum due to lack of funds, destruction of infrastructure, and ongoing fighting. Health services, for example, are provided by the main public hospital in the city of Al-Dhalea and a number of hospitals and health centers in the districts supported by the central government, the local authority, and some international donors. However, the services provided do not meet the increasing needs of the population in light of internal displacement and associated crowding and malnutrition. Recently, the government built a new hospital in the governorate and efforts are ongoing to furnish and operate it in cooperation with donors.⁵³

With regard to education, 83 schools have been damaged by the war.⁵⁴ Teachers were being paid regularly as Al-Dhalea is in the list of governorates receiving regular salary payments.⁵⁵ Education in Al-Dhalea was generally stable and continuing in those schools left intact by fighting, but has been disrupted by displacement and destruction elsewhere. A number of schools damaged by fighting have been rehabilitated, yet overall, the governorate is experiencing over-crowding in classrooms caused by the loss of facilities coupled with ongoing displacement.⁵⁶

Nearly 70% of households did not have access to clean drinking water as of 2016/17 – a number that has likely increased.⁵⁷ Al-Hajer Water Project supplies water to the residents of the town of Al-Dhalea, but this project has seen long delays even from the pre-war days. Water supply has been cut and residents are now relying on water tankers for their supply. Recently, a number of wells, pumps, and main lines in the city have been rehabilitated, and the local authority is trying to complete the rehabilitation of the distribution network. This effort is being supported by Oxfam and Kuwaiti Relief. As for the sanitation network in the city, it only covers 65% of the residents. Sewage water is collected in a treatment plant. Recently, a plot of land was leased for drainage of surplus flows from the treatment plant. Coordination is ongoing with Mercy Corps in an attempt to address this problem.⁵⁸

⁵² Interview with one of the leaders of executive bureau, Al-Dhalea. March 2019.

⁵³ Interview with one of the leaders of executive bureau, Al-Dhalea. March 2019.

⁵⁴ OCHA An Overview of the Humanitarian Needs in Yemen 2018.

⁵⁵ Economic and Social Development In Yemen Newsletter-Issue No.30, December 2017, published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

⁵⁶ Interview with one of the leaders of executive bureau, Al-Dhalea. March 2019.

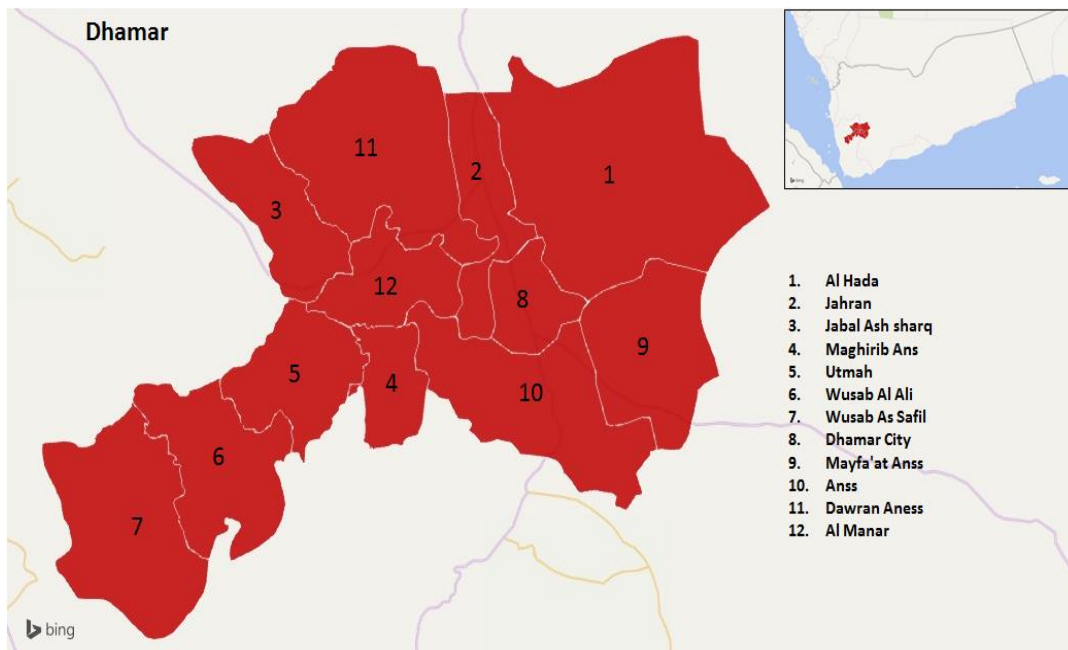
⁵⁷ OCHA: An Overview of the Humanitarian Needs in Yemen 2018.

⁵⁸ Interview with one of the leaders of the executive bureau, Dhamar. March 2019.

2.7 Dhamar

The Governorate of Dhamar is located 100 kilometers to the south of the capital Sana'a and shares borders with Sana'a and Raymah governorates in its north, Al-Hodeidah in its west, and Ibb and Al-Dhalea in its south. The governorate is divided into 12 administrative districts, with Dhamar City as the capital of the governorate.

2.7.1 Map of Dhamar and districts



2.7.2 Demographics

The population of the governorate of Dhamar is approximately 1.9 million across 12 districts.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Al Hada	1,622	101,480	105,904	207,384
2. Jahran	558	60,217	65,125	125,343
3. Jabal Ash sharq	366	44,466	44,305	88,771

4. Maghirib Ans	682	37,612	38,980	76,592
5. Utmah	441	110,646	97,746	208,391
6. Wisab Al A'li	247	124,921	110,300	235,221
7. Wisab Al Safil	448	113,605	99,954	213,558
8. Dhamar City	592	119,775	131,759	251,534
9. Mayfa'at Anss	834	42,543	45,109	87,651
10. Anss	558	84,751	87,219	171,971
11. Dawran Aness	558	85,824	89,466	175,290
12. Al Manar	681	35,160	36,134	71,294
TOTAL	7,587	961,000	952,000	1,913,000

2.7.3 Economy

Agriculture is the main economic activity in Dhamar, which is the fifth largest agricultural producer in Yemen, accounting for 5.3% of total production. The most important crops are vegetables, cereals, and fodder. Dhamar is one of the main sources for construction stones and minerals in Yemen, and quarrying and mining of ascoria, zeolite, and agate make it a center of Yemen's small and largely artisanal mining sector.⁵⁹

According to the local authority's 2014 budget, grants and central subsidies constituted 96% of the total revenue for the governorate, while local revenues covered 4%.⁶⁰ The most significant local sources of income are local shared revenues, particularly zakat, taxes, revenue from the sale of goods and services, fees on transportation of construction stones, pebbles, and sand, as well as fines and penalties.⁶¹ These revenues were adversely affected by the war. The establishment of the General Zakat Authority and the transfer of zakat to a central revenue has caused the governorate to lose an important source of income. However, for some time, Dhamar was able to make up for the shortfall by taxing trade between the areas under control of the internationally recognized government and the de facto authorities in Sana'a. However, growing insecurity on the road through Dhamar has displaced trade eastwards since late 2018.

According to the 2014 Household Budget Survey, the poverty rate in Dhamar was 31.1%. With the decline of economic conditions in Yemen, this number has likely increased.

⁵⁹ World Bank mining survey 2009 and <https://www.yemenna.com/index.php?go=guide&op=show&link=dhamar>.

⁶⁰ Please see the appendix for further information on these different types of revenue.

⁶¹ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

2.7.4 Local Governance

The local council of Dhamar consists of 21 councilors in addition to the governor. There are two vacant seats left by deceased members. The local council was disrupted for some time due to the destruction of the government complex, which houses the council, but it resumed its activities and has begun to hold regular meetings. As for the executive offices in the governorate, they are present and functioning normally, but at the bare minimum level of activities due to the decline in available financing and the absence of salaries.⁶²

Since the resignation of Governor Al-Maqdashi, the Secretary General of the local council has been acting governor in Dhamar. As in other areas under control of the de-facto authorities, prerogatives formerly reserved for the governor increasingly lie with the governorate supervisor or are shared between governor and supervisor.

2.7.5 Access to Basic Services

With regard to the humanitarian situation, there are nearly 400,000 people in need of assistance in Dhamar, or just over 20% of the population. Forty-eight percent of them are in dire need.⁶³

Health services are provided by public hospitals and health centers. However, these facilities provide only basic services and they are insufficient to meet the needs of the population. International donors make their work possible.

With respect to education, 192 schools in Dhamar have been damaged by the war, a relatively high number compared to other governorates.⁶⁴ Dhamar is also one of the governorates where teachers' salaries are not being paid,⁶⁵ which has disrupted education.

As for drinking water, 57% of households in Dhamar had access to potable water in 2016/2017.⁶⁶ A water supply network exists in Dhamar city, providing the residents of some parts of the city with potable water. The sewage network is functioning, but does not cover the entire city. Coverage has not kept up with new construction and the expansion of the city. In an attempt to improve sanitation services in Dhamar, donors, in cooperation with the local water and sanitation authority, have installed sanitation systems in some areas and connected them to the main sewage network.⁶⁷

⁶² Interview with one of the officials of the governorate, Dhamar. March 2019.

⁶³ OCHA, Humanitarian Response Plan for Yemen 2018.

⁶⁴ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

⁶⁵ The Economic and Social Development In Yemen Newsletter, Issue No. 30, December 2017, published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

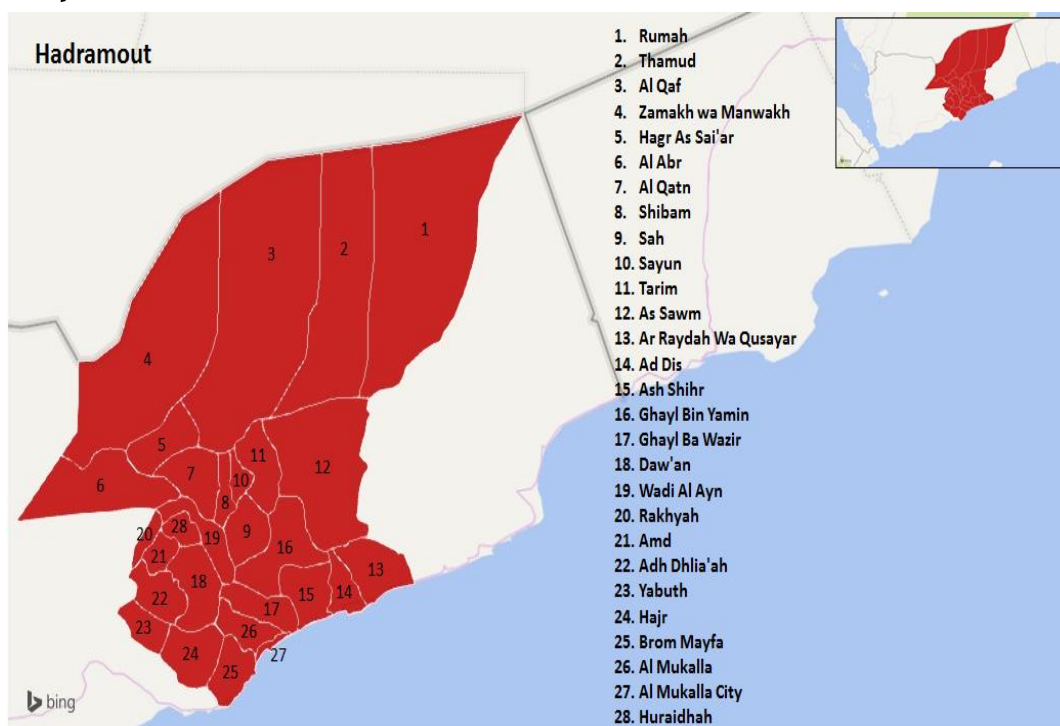
⁶⁶ OCHA: An Overview of the Humanitarian Needs in Yemen 2018.

⁶⁷ UNICEF, expansion of support, outcomes achieved for children in Yemen 2017/2018, p. 20, and UNICEF, A report on the humanitarian situation in Yemen, October 2018, p. 7.

2.8 Hadhramout

The Governorate of Hadhramout is located in the southeastern part of the Republic of Yemen, 794 kilometers east of the capital of Sana'a, between Al-Mahra to the east and Al-Jawf, Marib, and Shabwah to the west. The governorate is divided administratively into 28 districts, with the city of Mukalla as its capital. Hadhramout is the largest governorate of Yemen by area. It borders the Kingdom of Saudi Arabia in the north.

2.8.1 Map of Hadhramout and districts



2.8.2 Demographics

The population of Hadhramout is approximately 1.4 million across 28 districts.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Rumah	26,497	4,055	5,097	9,153
2. Thamud	16,242	2,800	3,637	6,437
3. Al Qaf	28,741	1,454	1,679	3,133

4. Zamakh wa Manwakh	24,205	985	1,172	2,156
5. Hagr As Sai'ar	2,986	1,519	2,089	3,608
6. Al Abr	7,461	2,001	2,762	4,762
7. Al Qatn	3,135	44,405	48,620	93,026
8. Shibam	118	34,048	37,117	71,165
9. Sah	2,541	16,900	17,995	34,895
10. Seiyun	804	70,060	78,440	148,500
11. Tarim	28,940	68,161	77,943	146,105
12. As Sawm	12,341	8,666	9,648	18,314
13. Ar Raydah Wa Qusayar	3,534	31,110	34,296	65,406
14. Ad Dis	2,400	16,129	17,790	33,919
15. Ash Shihr	2,256	50,235	57,100	107,335
16. Ghayl Bin Yamin	4,632	19,486	20,698	40,184
17. Ghayl Ba Wazir	2,418	33,434	37,830	71,264
18. Daw'an	955	31,436	31,996	63,431
19. Wadi Al Ayn	3,547	19,581	21,313	40,894
20. Rakhyah	2,269	6,415	6,044	12,458
21. Amd	737	14,376	14,407	28,783
22. Adh Dhli'ah	1,101	13,882	13,049	26,931
23. Yabuth	2,499	6,798	7,494	14,292
24. Hajr	1,741	17,939	19,237	37,175
25. Brom Mayfa	2,256	11,737	13,464	25,201
26. Al Mukalla	955	11,521	12,808	24,328
27. Al Mukalla City	1,008	119,758	144,342	264,100
28. Huraidhah	1,222	12,725	14,355	27,080
TOTAL	187,542	671,612	752,424	1,424,036

2.8.3 Economy

Most of the economically active population in Hadhramout is engaged in agriculture, fishing, or livestock rearing. The governorate produces around 5% of Yemen's total agricultural production, notably dates, cereals, and cash crops. Hadhramout's coast includes rich fisheries in the Arabian Sea. Alongside Marib and Shabwah, the governorate is home to the main oil-producing region of Yemen. Other mineral resources, such as gold, are present, but not currently exploited in large quantities. Hadhramout has many cultural landmarks, but tourism is very limited.⁶⁸ The Al-Wadiyah border crossing with Saudi Arabia generates significant customs revenue. However, Marib currently controls the border crossing.

According to Hadhramout's 2014 budget, grants and central subsidies constituted 89% of the total revenue for the governorate, while local revenues accounted for 11%. The most significant sources of local revenue were local shared revenues, taxes, income from the sale of goods and services, and fines and penalties.⁶⁹

Despite the disruption of central government subsidies in various governorates, the local authority in Hadhramout has kept its local revenues, being far from military confrontations. This has enabled the government to continue regular payment of salaries and to cover the operational costs of the governorate. In addition, the governorate covers the investment budget for services and infrastructure maintenance from oil income, which the governorate currently receives according to a 20%-80% formula. The residents of Hadhramout had previously called for a share of oil income. The "all-inclusive Hadhramout Conference", held on 26 April 2017, for example, called for increasing the governorate's share to 20% for reinvestment in the governorate. Hadhramout has also received support from its large diaspora, which has been instrumental for the governorate to continue service provision.⁷⁰

According to the 2014 Household Budget Survey, the poverty rate in Hadhramout was 60% of the total population. This number has likely increased since. Despite the absence of open conflict in the governorate, rapid inflation has eroded purchasing power among the population.

2.8.4 Local Governance

The local council of Hadhramout has 28 councilors in addition to the governor.⁷¹ The local council was disrupted during the period of Al-Qaeda's rule over Mukalla from April 2015-April 2016. It remains suspended. The council is not operational and has not met in several years. A number of council seats are vacant due to death or absence of councilors, such as the secretary general of the council who has been abroad for the past three years. The executive bureau of the governorate is functioning normally, within the fiscal constraints. The executive offices are supported by the local authority and donor organizations.⁷²

⁶⁸ <https://www.yemenna.com/index.php?go=guide&op=show&link=hadrout>.

⁶⁹ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year. Please see the appendix for further information on these different types of revenue.

⁷⁰ Wadhah al-Aulaqi, Majed al-Madhji, Local Governance in Yemen Under The Conflict and Instability, Sana'a Center for Strategic Studies, July 2018, p. 23 & 31.

⁷¹ Website of the Governorate of Hadhramout: <http://www.had-local.info/view/4.aspx>. Date: 18 March 2019.

⁷² Interview with one of the local authority leaders, Hadhramout. March 2019.

2.8.5 Access to Basic Services

There are nearly 900,000 people in need of assistance in Hadhramout (approximately 65% of the population), 38% of whom are in dire need.⁷³

In the health sector, hospitals and health centers are working regularly to provide services to the population. They are supported by the local authority and by donors. This support has allowed the maintenance of service provision levels as well as expansion and construction of new health facilities and equipment.⁷⁴ Despite functioning health facilities, the services provided are insufficient to meet the demands of the population, especially with the influx of people displaced from Al-Mahra and Shabwah.⁷⁵

Schools in the governorate have not been affected by the conflict. Teachers' salaries are being paid regularly and education has continued without disruptions.⁷⁶

As for drinking water, 94% of households in Hadhramout had access to potable water in 2017.⁷⁷

⁷³ OCHA, Humanitarian Response Plan for Yemen 2018.

⁷⁴ Website of the Governorate of Hadhramout: <http://www.had-local.info/view/4.aspx>. Date: 18 March 2019

⁷⁵ Interview with one of the local authority leaders, Hadhramout. March 2019.

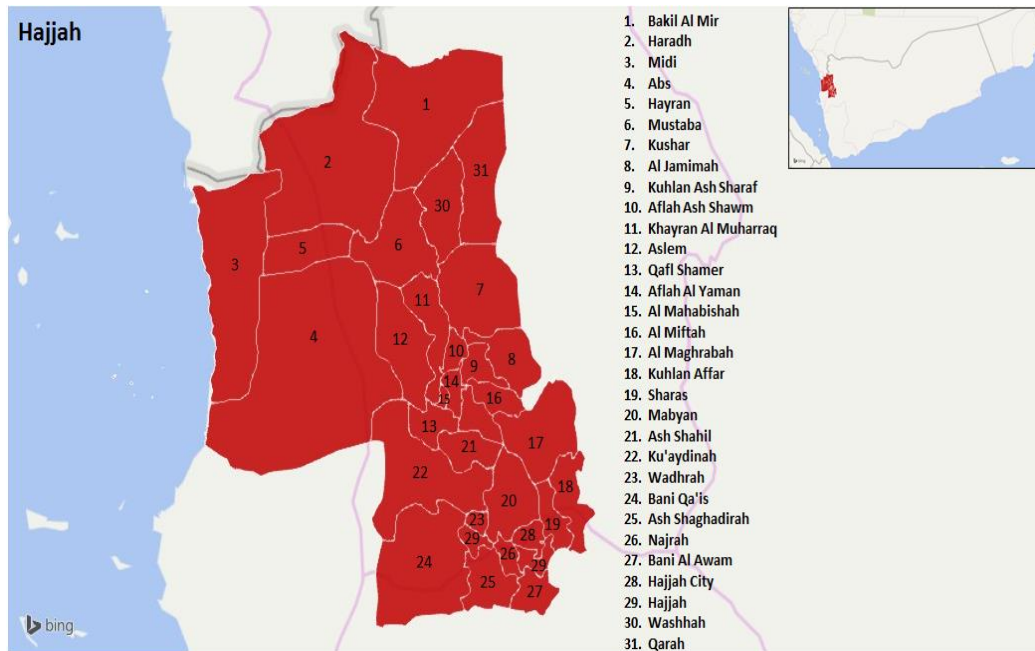
⁷⁶ Economic and Social Development In Yemen Newsletter (Issue No. 30, December 2017), published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

⁷⁷ OCHA: An Overview of the Humanitarian Needs in Yemen 2018.

2.9 Hajjah

The Governorate of Hajjah is located 123 kilometers northwest of Sana'a, due north of Al-Hodeidah, between Amran to the east and the Red Sea to the west. It borders the Kingdom of Saudi Arabia and is divided into 31 administrative districts.

2.9.1 Map of Hajjah and districts



2.9.2 Demographics

The population of Hajjah is approximately 2.1 million across 31 districts.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Bakil Al Mir	661	15,088	16,005	31,093
2. Haradh	1,058	63,309	68,910	132,219
3. Midi	667	11,454	12,566	24,020
4. Abs	1,517	93,619	99,918	193,537
5. Hayran	179	10,803	11,599	22,402
6. Mustaba	285	29,105	31,970	61,075

7. Kushar	250	51,846	54,859	106,705
8. Al Jamimah	343	27,361	31,573	58,934
9. Kuhlan Ash Sharaf	155	32,135	31,857	63,992
10. Aflah Ash Sham	67	38,038	38,773	76,810
11. Khayran Al Muharraq	41	47,278	51,829	99,107
12. Aslem	55	35,035	36,584	71,619
13. Qafl Shamer	254	35,609	37,482	73,091
14. Aflah Al Yaman	84	26,756	28,909	55,665
15. Al Mahabishah	41	35,385	37,963	73,348
16. Al Miftah	83	23,211	22,939	46,150
17. Al Maghrabah	68	44,105	47,026	91,131
18. Kuhlan Affar	286	28,779	29,186	57,966
19. Sharas	130	11,090	11,467	22,557
20. Mabyan	76	36,055	37,430	73,485
21. Ash Shahil	196	23,220	24,133	47,352
22. Ku'aydinah	105	49,798	51,349	101,148
23. Wadhrah	448	7,447	8,173	15,620
24. Bani Qa'is	24	38,520	40,173	78,693
25. Ash Shaghadirah	518	34,954	35,557	70,511
26. Najrah	43	25,399	26,239	51,639
27. Bani Al Awam	87	37,063	37,916	74,978
28. Hajjah City	61	37,119	41,027	78,146
29. Hajjah	61	21,074	21,563	42,637
30. Washhah	250	42,764	46,272	89,036
31. Qarah	250	20,580	23,753	44,333
TOTAL	8,338	1,034,000	1,095,000	2,129,000

2.9.3 Economy

Agriculture and grazing are the key economic activities in Hajjah. The governorate produces 4.6% of the total agricultural production of the Republic of Yemen. The most important crops are fruits, cash crops, vegetables, and cereal. Beekeeping and fishing in the coastal areas of the governorate are also important economic activities. Hajjah borders Saudi Arabia, and transport and trade through the border crossing of Haradh is economically significant and provided an important source of customs income. However, the border is now highly securitized and very limited legal trade takes place. The governorate also has mineral deposits, most significantly gold, copper, nickel, cobalt, feldspar, and quartz. The governorate attracts domestic tourists to its cultural heritage sites and thermal springs. It is also known for handicrafts.⁷⁸

In 2014, 92% of Hajjah's budget was financed by grants and central subsidies, while local revenues accounted for 8%. The most significant local revenues are local shared revenues, particularly zakat, and taxes (income taxes and taxes on profits, goods, and services).⁷⁹ The war has reduced the availability of local revenue due to its impact on the economy. The establishment of the General Zakat Authority and the transfer of zakat to a central revenue has caused the governorate to lose an important source of income.

According to the 2014 Household Budget Survey, the poverty rate in Hajjah reached about 64%. More recent statistics suggest that the poverty rate is now 83%. The Interim Food Security Classification for 2019 ranks Hajjah as the governorate with the second-highest levels of poverty in Yemen, after Al-Hodeidah.

2.9.4 Local Governance

Hajjah's local council is composed of 31 members and the governor. Currently, there are only 24 councilors present in the governorate. One is deceased and six are abroad. The war has disrupted the work of the local council due to the partial destruction of the government complex, which houses the local authority in the governorate. Due to ongoing casualties from fighting and due to the poor health situation in the governorate more broadly, to the extent it can be used, the governorate's main administrative building is being rehabilitated for use as an annex to the city's Republican Hospital.

In addition, loss of revenue, insecurity, and instability have hampered the work of the council. Despite two administrative board members being in exile, the administrative board has continued to carry out its mandate with the limited resources available. The local council met in March 2019. Executive offices have continued to function, but their performance is at a bare minimum.⁸⁰

2.9.5 Access to Basic Services

With regard to the humanitarian situation and according to OCHA (Humanitarian Response Plan for Yemen 2018), there are nearly 1.9 million people in need of assistance in Hajjah, which constitutes nearly 90% of the population. Sixty-three percent of them are in dire need. Based on recent reports, Hajjah is one governorates most heavily damaged by fighting and airstrikes. Active fighting occurred in a number of districts, with Kushar district the most seriously affected.

⁷⁸ <https://www.yemenna.com/index.php?go=guide&op=show&link=haja>.

⁷⁹ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority's budget for the 2014 fiscal year.

⁸⁰ Interview with senior executive bureau official in Hajjah. March 2019.

During the end of 2018 and early 2019, there was a sharp increase in the number of IDPs from 203,000 to 420,000. IDPs are currently based in 300 IDP camps in the various districts of the governorate. Poor water availability and a lack of sanitation services, especially for IDPs, has increased the incidence of cholera and other diseases. International organizations are working to address these needs.⁸¹

Following the destruction of several hospitals and health centers, the governorate is suffering from an absence of health services. For a time, only one public hospital remained in service. It provides services to the population with support from international organizations. Funding from the local authority is minimal. Support from donor organizations has more recently allowed some local hospitals to reopen. Fighting, an influx of displaced people, and the spread of infectious diseases has increased demands for health services.⁸²

Next to the destruction of health infrastructure, schools in Hajjah have also suffered, with 161 schools damaged by the war.⁸³ Teacher salaries are not being paid in Hajjah,⁸⁴ which has disrupted education. Ongoing fighting at the time of writing is causing further damage to schools and other basic infrastructure.

According to OCHA, 71% of households in Hajjah did not have access to potable water in 2016/2017.⁸⁵ Water and sanitation services are still functioning in the city of Hajjah, but at a bare minimum and largely thanks to external support.⁸⁶

⁸¹ OCHA, a report on urgent needs for the Governorate of Hajja, 23 February-11 March 2019, Issue No. 3.

⁸² Interview with senior executive bureau official in Hajjah. March 2019.

⁸³ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

⁸⁴ Economic and Social Development In Yemen Newsletter, Issue No. 30, December 2017, published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

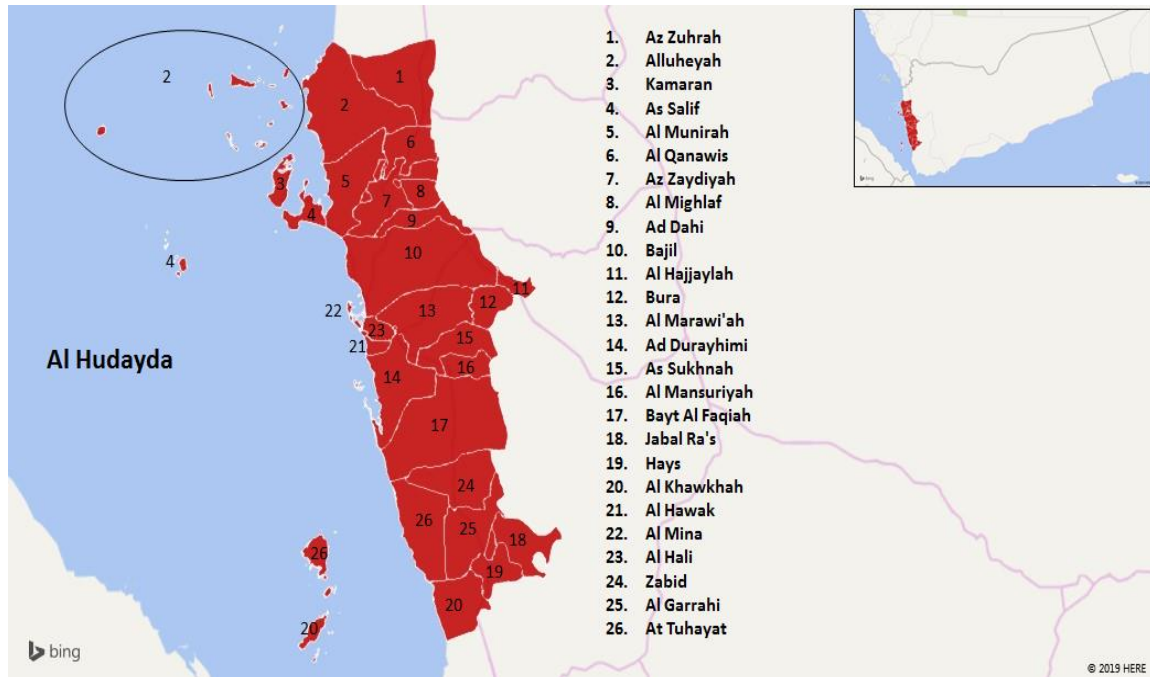
⁸⁵ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

⁸⁶ Interview with senior executive bureau official in Hajjah. March 2019.

2.10 Al-Hodeidah

The Governorate of Al-Hodeidah is located in the far west of the Republic of Yemen along the Red Sea coast. It is 226 kilometers west of the capital city of Sana'a. The governorate is divided into 26 districts, and the city of Al-Hodeidah is the governorate's capital. Al-Hodeidah port, alongside Aden port, is one of the main commercial ports of the country.

2.10.1 Map of Al-Hodeidah and districts



2.10.2 Demographics

The total population of the Governorate of Al-Hodeidah reached almost 3.2 million inhabitants across 26 districts according to the latest official estimates.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Az Zuhrah	776	101,204	105,839	207,043
2. Al-Luheyah	1,299	76,076	80,548	156,624
3. Kamaran	107	1,735	1,893	3,628
4. As Salif	154	4,352	4,826	9,178
5. Al Munirah	640	26,686	28,253	54,939
6. Al Qanawis	387	52,212	55,192	107,404

7. Az Zaydiyah	500	67,752	72,783	140,535
8. Al Mighlaf	170	28,681	30,321	59,003
9. Ad Dahi	246	39,348	41,523	80,872
10. Bajil	1,645	123,034	127,984	251,017
11. Al Hajjajlah	104	7,267	7,189	14,456
12. Bura	242	35,110	31,400	66,510
13. Al Marawi'ah	746	94,402	97,841	192,243
14. Ad Durayhimi	695	39,252	42,468	81,719
15. As Sukhnah	379	43,769	44,312	88,082
16. Al Mansuriyah	194	32,797	33,430	66,226
17. Bayt Al Faqiah	1,529	172,550	184,759	357,309
18. Jabal Ra's	410	34,685	31,962	66,647
19. Hays	262	34,120	33,221	67,341
20. Al Khawkhah	557	24,370	25,647	50,017
21. Al Hawak	62	104,719	120,495	225,214
22. Al Mina	17	61,039	70,741	131,779
23. Al Hali	102	115,729	131,817	247,547
24. Zabid	585	113,204	117,744	230,948
25. Al Jarrahi	628	66,509	65,241	131,750
26. At Tuhayata	813	48,398	52,570	100,968
TOTAL	13,249	1,549,000	1,640,000	3,189,000

2.10.3 Economy

Agriculture constitutes the main economic activity in the Governorate of Al-Hodeidah. The governorate is the biggest agricultural producer in the country, accounting for 28.6% of total agricultural production. The most important crops produced in Al-Hodeidah are vegetables, fruits, and fodder. In addition, the Red Sea fisheries provide an important source of income to the governorate's inhabitants. Al-Hodeidah is a transportation and trading hub, and import and export businesses belong to the governorate's most

important economic actors. Al-Hodeidah also hosts a number of industries, including the Bajil Cement Factory and food and drinks manufacturing. The most important minerals found in the governorate are granite, black sand, dyes, ceramics, rock salt, gypsum, and some other clay minerals. The governorate is famous for its historic, heritage, and tourism sites, in addition to sea tourism.⁸⁷

Al-Hodeidah derived 91% of its 2014 budget from grants and central subsidies, while local revenues accounted for 9% of the budget – a comparatively high figure reflecting the economic importance of Al-Hodeidah port and large agricultural businesses in the governorate.⁸⁸ The most significant sources of local income were local shared revenues and taxes, particularly zakat, taxes on goods and services, income, profits, and capital gains. There are also revenues from the administration's sale of goods and services, as well as fines and penalties. These revenues were negatively affected by the war, which has closed the port to all but humanitarian traffic, causing major economic challenges for the governorate.⁸⁹ The establishment of a central zakat body in areas under the control of the de facto authorities and the transfer of zakat revenue to a central revenue has also caused the governorate to lose a very important source of income.

According to the 2014 Households Budget Survey, 58.1% of residents of the governorate were under the poverty threshold. Since Al-Hodeidah has been a site of active fighting with hundreds of thousands displaced, this rate has dramatically increased during the past few years of the war. Current estimates suggest that the poverty rate may well have reached 80-90% in the governorate.⁹⁰ The Interim Food Security Classification for 2019 ranks Al-Hodeidah as the governorate with the highest levels of poverty in Yemen.

2.10.4 Local Governance

The local council of Al-Hodeidah consists of 26 councilors and the governor. Two councilors have died, and three are abroad for political and security reasons. This leaves 21 currently active members. During the first three years of the war, the local council's work was limited and irregular, but meetings took place on an ad hoc basis. The administrative board of the council continued to perform its tasks regularly during the first three years of the war. However, as fighting in the governorate escalated, the local council's work was disrupted and the governorate came under rival administrations. As the security situation worsened in the city, the administrative board suspended its work and was no longer able to meet. The same is true of the executive offices, most of which had been functional during the first three years of the conflict, but which suspended their work when fighting reached Al-Hodeidah City. Some executive offices continue to function at a minimum level, relying on funding from donor organizations, especially in basic services such as health, education, and sanitation.⁹¹

⁸⁷ <https://www.yemenna.com/index.php?go=guide&op=show&link=hodida>.

⁸⁸ Please see the appendix for further information on these different types of revenue.

⁸⁹ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

⁹⁰ Interview with senior executive bureau official in Hodeidah. March 2019.

⁹¹ Interview with senior executive bureau official in Hodeidah. March 2019.

2.10.5 Access to Basic Services

According to OCHA 2.65 million people are in need of assistance in Al-Hodeidah in 2019, or nearly 70% of the population.⁹²

Fighting in Al-Hodeidah exacerbated the humanitarian situation in the governorate and led to mass displacement. Between June and October 2018, nearly 425,000 people were forced to flee their homes. Since the beginning of the war, almost 10,000 people have been killed in Al-Hodeidah,⁹³ and in January 2019, the number of displaced persons in Al-Hodeidah likely reached close to one million people.⁹⁴ Eleven health facilities in the governorate have closed, and large numbers of doctors have left the governorate due to lack of salary payments and the deteriorating security situation. Even nominally functioning health facilities were working at minimum capacity.⁹⁵ Health services provided in hospitals and health centers rely mainly on support by donor organizations.⁹⁶

Al-Hodeidah is one of the governorates where teachers' salaries were not being paid for several years, though some salary payments resumed in 2019.⁹⁷ In addition, at least 21 schools have been damaged by the war.⁹⁸ This has disrupted education. Many households fear sending their children to school for security reasons, and the displacement of many teachers from the city to other areas has led to staff shortages.⁹⁹ Since the Stockholm Agreement, a de-escalation of the military situation and the resumption of salary payments to teachers in the governorate by the Hadi government has contributed to a gradual return to normal operations.¹⁰⁰

As for drinking water, 88% of households in Al-Hodeidah governorate had access to potable water in the year 2016/2017.¹⁰¹ This percentage declined sharply due to the military escalation during 2018. Donors are working with local corporations to support sewage treatment, rehabilitation of wastewater collection, transportation of water by tankers, installation of water tanks for public access, building emergency latrines, and distributing hygiene supplies and water purification to IDP households in Al-Hodeidah.¹⁰²

⁹² OCHA, 2019 Humanitarian Needs Overview: Yemen, December 2018.

⁹³ <https://www.acleddata.com/2019/06/18/yemen-snapshots-2015-2019/>.

⁹⁴ World Health Organization, Situation Report: December 2018 & January 2019, Yemen Conflict, p. 2.

⁹⁵ OCHA, Yemen: An update on the Governorate of Hodeidah, situation report No. 13, 2-15 October 2018, p. 1.

⁹⁶ Interview with senior executive bureau official in Hodeidah. March 2019.

⁹⁷ Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation, Economic and Social Development In Yemen Newsletter, Issue No.30, December 2017.

⁹⁸ OCHA (An Overview of the Humanitarian Needs in Yemen 2018).

⁹⁹ OCHA, Yemen: An update on the Governorate of Hodeidah, situation report No. 13, 2-15 October 2018, p. 1.

¹⁰⁰ Interview with one of the leaders of the executive bureau, Hodeidah. March 2019.

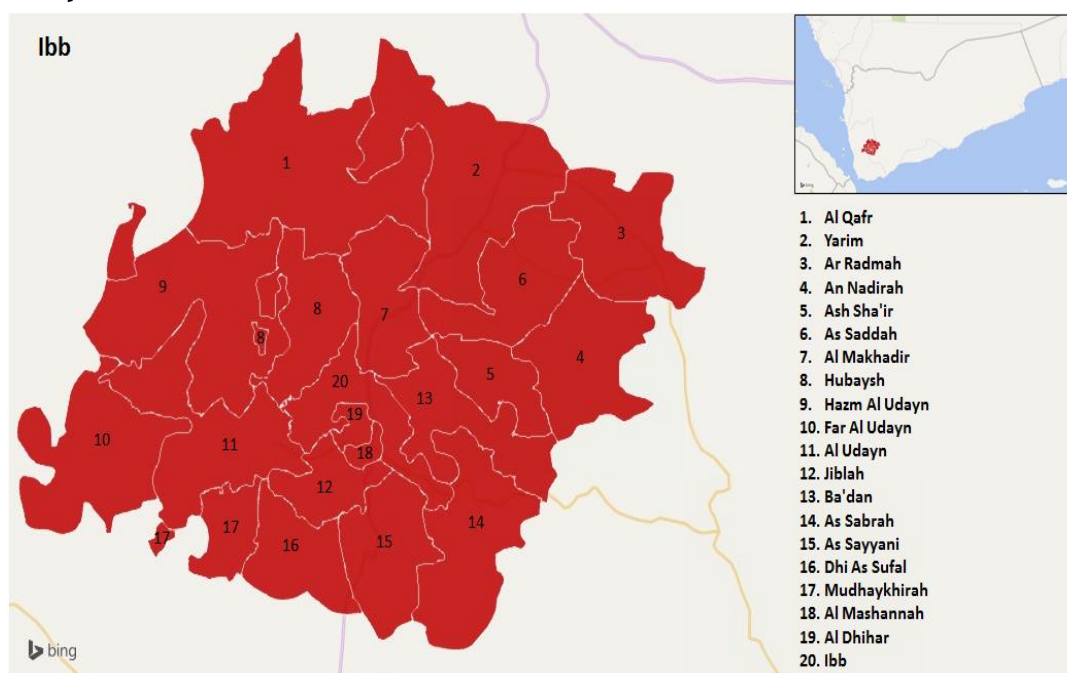
¹⁰¹ OCHA: An Overview of the Humanitarian Needs in Yemen 2018.

¹⁰² UNICEF, A report on the humanitarian situation in Yemen, October 2018, p. 5 & 7.

2.11 Ibb

The governorate of Ibb is located 193 kilometers south of Sana'a, in the central part of the Republic of Yemen. The governorate is also known as the “green province” for its verdant mountains and agriculture. The governorate is divided into 20 administrative districts. The city of Ibb is the capital of the governorate. Ibb was the center of several ancient and medieval states. Dhafar, the capital city of the Himyarites, and Jiblah, capital of Al-Sulayhi state, are located in the governorate.

2.11.1 Map of Ibb and districts



2.11.2 Demographics

The population of Ibb is approximately 2.8 million across 20 districts.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Al Qafr	676	69,726	68,553	138,279
2. Yarim	581	118,148	116,723	234,871
3. Ar Radmah	326	51,452	50,510	101,962
4. An Nadirah	312	50,284	47,988	98,272
5. Ash Sha'ir	145	27,566	25,441	53,007
6. As Saddah	270	57,648	51,583	109,231

7. Al Makhadir	224	76,699	75,071	151,770
8. Hubaish	228	77,253	62,657	139,910
9. Hazm Al Udayn	476	57,588	47,488	105,076
10. Fara' Al Udayn	373	64,599	53,913	118,512
11. Al Udayn	362	101,081	88,831	189,912
12. Jiblah	156	77,918	72,084	150,001
13. Ba'dan	240	82,062	70,792	152,854
14. As Sabrah	346	48,104	44,610	92,714
15. As Sayyani	238	75,518	71,416	146,934
16. Dhi As Sufal	181	111,767	106,232	218,000
17. Mudhaykhirah	195	54,870	47,439	102,309
18. Al Mashannah	74	66,437	69,377	135,814
19. Al Dhihar	74	101,123	106,253	207,376
20. Ibb	74	99,157	91,039	190,196
TOTAL	5,552	1,469,000	1,368,000	2,837,000

2.11.3 Economy

Agriculture is the largest employer in the governorate and a cornerstone of its economy. Ibb produces 5.6% of the total agricultural production of the Republic of Yemen, making it the fourth-largest agricultural producer after Al-Hodeidah, Sana'a, and Marib. Cereals and vegetables are the most important crops. The governorate is also home to minerals used in manufacturing cement, basalt quarries and zeolite.¹⁰³

According to the local authority's 2014 budget, 95% of Ibb's total revenue came from central subsidies, while local revenues accounted for 5%. The most significant local revenues were local shared revenues, especially zakat, taxes (on goods, services, income, and profit), the sale of goods and services, and fines and penalties.¹⁰⁴ Local revenues have decreased due to the war. Military confrontations have occurred in some districts, disrupting trade and agriculture. The establishment of the General Zakat Authority and the transfer of zakat to a central revenue has caused the governorate to lose income.

According to the 2014 Household Budget Survey, the poverty rate in Ibb was 56.6%. With the economic decline and military confrontations of the past years, this rate has likely increased significantly.

¹⁰³ <https://www.yemenna.com/index.php?go=guide&op=show&link=ib>.

¹⁰⁴ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

2.11.4 Local Governance

The local council in Ibb comprises 20 members and the governor. One seat remains vacant because no elections were possible in the district in 2006. Two councilors have passed away and two are abroad for political reasons. This leaves the current membership of the council at 15. The local council is largely dormant, but it holds meetings from time to time as needed. Most of the meetings are joint meetings with the executive offices. By contrast, the administrative board of the council continues to function. The executive offices are working and performing their mandates regularly within the bounds of available resources.¹⁰⁵ As in other areas under control of the de-facto authorities, the governorate supervisor is becoming increasingly important in local governance and wields significant power.

2.11.5 Access to Basic Services

According to OCHA, there are nearly two million people in need of assistance in Ibb, or about 70% of the population. Twenty percent of them are in dire need.¹⁰⁶

Public hospitals and health centers provide health services in the governorate. However, available services are insufficient to meet basic needs. The local authority pays for a small fraction of the cost of healthcare. In addition, hospitals levy small service fees to cover part of the cost. Donors cover the largest portion of the cost of health services. In particular, they cover the cost of fuel needed to operate generators at the hospitals and health centers, and they provide medical equipment and emergency supplies. Donors also cover the costs of medicine as well as vaccination campaigns. There are also a number of private hospitals and health centers providing services to those with the financial means to pay for them.¹⁰⁷

Education has been disrupted in Ibb, where the war damaged 33 schools¹⁰⁸ and teacher salaries are not being paid.¹⁰⁹ The local authorities are not providing operational funding for schools. Parents and parents' councils have sought to collect contributions and raise funds in some of the schools. UNICEF began paying a stipend for teachers in 2019 at a rate of \$50 per teacher. This has helped restore education to a minimum level.¹¹⁰ Despite this initiative, many students who have the financial means to do so have enrolled in private schools.

As of 2016/2017, 77% of households in Ibb had access to potable water. Ibb is experiencing water scarcity, and the local water corporation is facing major challenges in meeting demand, given the influx of approximately 150,000 IDPs in the governorate.¹¹¹ To address the problem, donors are helping to drill new water wells. The sewage system in the city is working, but covers only some neighborhoods.¹¹²

¹⁰⁵ Interview with one of the leaders of the local council, Ibb. March 2019.

¹⁰⁶ OCHA, Humanitarian Response Plan for Yemen 2018.

¹⁰⁷ Interview with one of the leaders of the local council, Ibb. March 2019.

¹⁰⁸ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

¹⁰⁹ Economic and Social Development In Yemen Newsletter, Issue No. 30, December 2017, published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

¹¹⁰ Interview with a member of the local council, Ibb. March 2019.

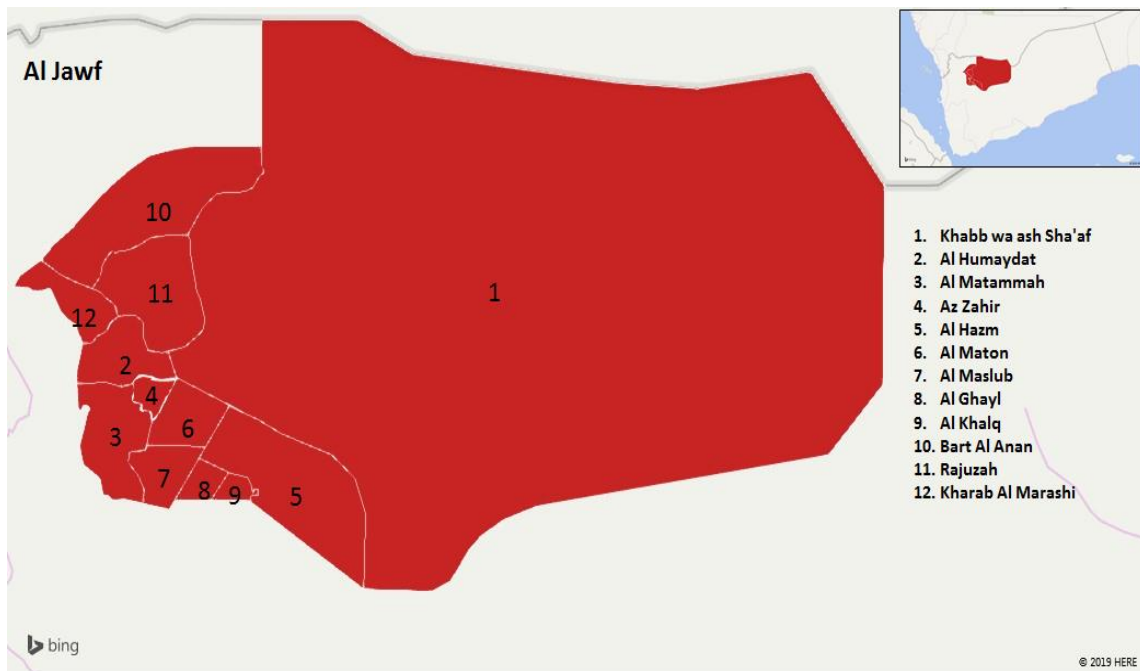
¹¹¹ OCHA, 2019 Humanitarian Needs Overview: Yemen, December 2018.

¹¹² Interview with one of the leaders of the local council, Ibb. March 2019; and: UNICEF, A report on the humanitarian situation in Yemen, October 2018, p. 7.

2.12 Al-Jawf

The Governorate of Al-Jawf is located 143 kilometers to the northeast of the capital Sana'a along the Yemeni-Saudi border. Al-Jawf is divided into 12 administrative districts, and the city of Al-Hazm is the governorate's capital. The governorate has a largely desert climate.

2.12.1 Map of Al-Jawf and districts



2.12.2 Demographics

The total population of the Governorate of Al-Jawf reached 589,000 across 12 districts according to official estimates.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Khabb wa ash Sha'af	32,510	48,844	58,281	107,125
2. Al Humaydat	512	11,623	14,360	25,984
3. Al Matammah	739	17,966	20,544	38,510
4. Az Zahir	136	13,380	17,916	31,297
5. Al Hazm	1,601	17,161	23,314	40,476
6. Al Maton	418	14,815	21,310	36,126

7. Al Maslub	360	5,496	8,260	13,756
8. Al Ghayl	151	5,958	7,407	13,365
9. Al Khalq	92	7,420	10,203	17,622
10. Bart Al Anan	1,586	36,033	42,820	78,853
11. Rajuzah	999	45,897	56,686	102,582
12. Kharab Al Marashi	392	37,407	45,898	83,305
TOTAL	39,495	262,000	327,000	589,000

2.12.3 Economy

Agriculture and livestock breeding are the main economic activities in Al-Jawf. The governorate is the sixth largest producer of crops in Yemen, accounting for 5.8% of total agricultural production, with cereals, vegetables, fruits, and fodder being the most important crops. It hosts a number of tourist sites, including important historic sites.¹¹³ The Al-Jabali mine in Al-Jawf exploits the governorate's silver and zinc deposits.

With regard to Al-Jawf's revenues, grants and central subsidies constituted 99% of the governorate's total budget in 2014, while local revenues accounted for only 1% of the local authority's budget.¹¹⁴ Local revenue is likely to have been further reduced by the conflict as the governorate is currently divided between the conflict parties.¹¹⁵

According to the 2014 Households Budget Survey, the poverty rate in Al-Jawf was 55%. The economic decline and continued military confrontations of the past years have likely increased this rate during the past years.

2.12.4 Local Governance

The local council in Al-Jawf consists of 24 members in addition to the governor. Eight seats remained vacant in the 2006 elections because elections were not possible in all constituencies. Currently, there are four further vacant seats because members passed away, leaving 12 councilors. The local council has been inoperative since the outbreak of the war. The administrative board of the council is also inoperative. The governor is working directly with the executive bureaus, most of which are functional.

Al-Jawf is a front line governorate and while the governorate's capital is under the control of President Hadi's government, some districts are under the control of Ansar Allah. Continued military confrontations in the governorate and fragmented control have hampered the local authority's access and ability to operate.¹¹⁶

¹¹³ <https://www.yemenna.com/index.php?go=guide&op=show&link=jaof>.

¹¹⁴ Please see the appendix for further information on these different types of revenue.

¹¹⁵ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

¹¹⁶ Interview with one of the community leaders and a political activist in decentralization in the governorate of Al-Jawf. March 2019.

2.12.5 Access to Basic Services

In terms of the humanitarian situation, OCHA estimates that there are approximately 500,000 people, approximately 85% of the population, in need of assistance. OCHA classifies 70% of those in need as being in dire need.¹¹⁷

There are a number of hospitals and health centers in Al-Jawf providing health services to the population. One of the key hospitals – Al-Hazm General Hospital – provides free health services with funding from the Kingdom of Saudi Arabia. In addition, a number of donor organizations provide assistance to health services. However, there is no local funding for the health sector and the current level of service is insufficient to meet the needs of the population, especially with outbreaks of epidemics such as cholera, which require patients either to travel to Marib or abroad to seek treatment.¹¹⁸

The conflict has also taken a toll on education. Forty-three schools have been damaged as a result of the fighting in Al-Jawf¹¹⁹ and teachers' salaries are only being paid in part of the governorate.¹²⁰ This has caused instability in the education system, especially in the early years of the war and specifically in districts under the control of Ansar Allah. Recently, the government made back payments for teachers in various districts of the governorate, contributing to relative improvements in teachers' presence in schools.¹²¹

As for drinking water, more than 75% of the governorate's population does not have access to safe drinking water.¹²² The local authority does not provide water, so the population depends entirely on private suppliers, including in the capital city. Al-Hazm also does not have a sewage network and the population relies on traditional waste disposal methods.¹²³

¹¹⁷ OCHA, Humanitarian Response Plan for Yemen 2018.

¹¹⁸ Interview with one of the community leaders and a political activist in decentralization in the governorate of Al-Jawf. March 2019.

¹¹⁹ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

¹²⁰ Economic and Social Update newsletter, issue No. 30, published by the Studies and Economic Forecasts Sector, In the Ministry of Planning and International Cooperation.

¹²¹ Interview with one of the community leaders and a political activist in decentralization in the governorate of Al-Jawf. March 2019.

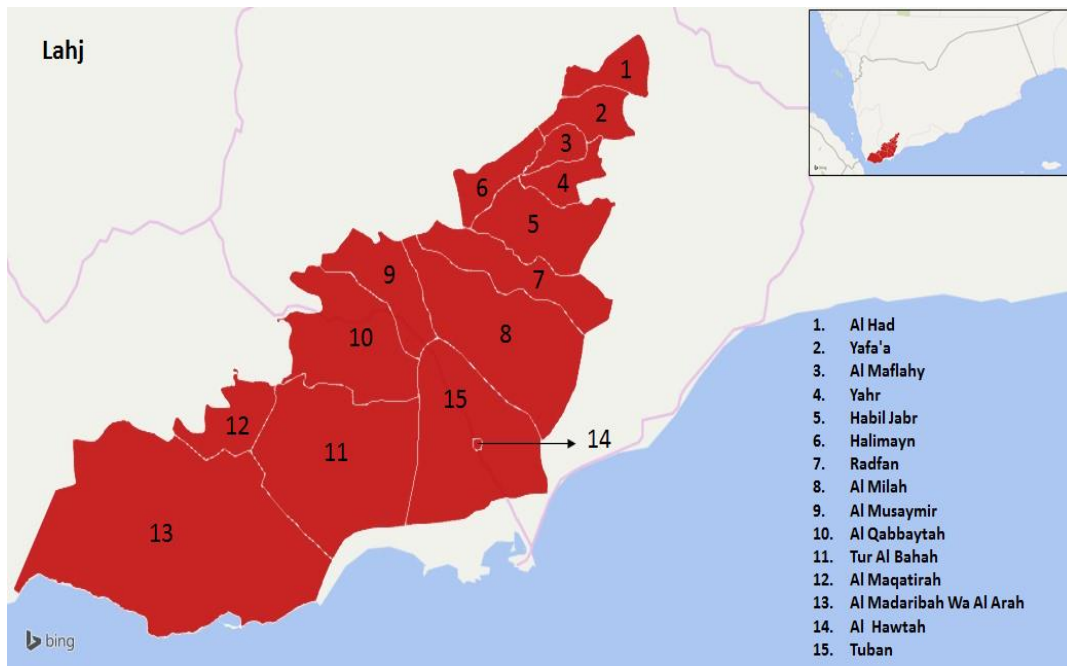
¹²² OCHA: An Overview of the Humanitarian Needs in Yemen 2018.

¹²³ Interview with one of the community leaders and a political activist in decentralization in the governorate of Al-Jawf. March 2019.

2.13 Lahj

The governorate of Lahj is located on the southwestern coast of the Republic of Yemen, north and west of Aden. It is 337 kilometers from the capital city of Sana'a. The governorate is divided into 15 administrative districts with the city of Al-Houta as its capital.

2.13.1 Map of Lahj and districts



2.13.2 Demographics

The population of Lahj is approximately 1 million across 15 districts.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Al Had	263	34,910	36,708	71,617
2. Yafa'a	295	49,710	51,144	100,854
3. Al Maflahy	150	26,682	25,568	52,250
4. Yahr	244	24,792	25,953	50,745
5. Habil Jabr	647	26,892	29,872	56,764
6. Halimayn	279	18,413	19,644	38,057
7. Radfan	615	28,078	30,768	58,845

8. Al Milah	1,402	18,011	19,888	37,899
9. Al Musaymir	533	17,214	19,178	36,392
10. Al Qabbaytah	1,024	66,360	61,240	127,600
11. Tur Al Bahah	1,883	31,458	33,382	64,840
12. Al Maqatirah	476	40,701	31,764	72,465
13. Al Madaribah Wa Al Arah	1,849	30,181	31,776	61,957
14. Al Hawtah	1,849	17,470	18,747	36,217
15. Tuban	1,528	55,127	61,369	116,496
TOTAL	13,036	486,000	497,000	983,000

2.13.3 Economy

Lahj is an agricultural governorate and produces about 4% of the total agricultural production of the Republic of Yemen. The most important crops are vegetables and feed crops. Lahj produces construction materials for neighboring Aden and other parts of Yemen. Quarrying and clay mining are also important economic activities.¹²⁴

According to the 2014 local authority budget for Lahj, grants and central subsidies constituted 98% of the total revenue for the governorate, while local revenues accounted for only 2%. The most significant sources of local revenue were local shared revenues, income from the sale of goods and services, fines and penalties, leasing land, and selling quarries.¹²⁵ These local revenues were negatively affected by the war, and the governorate faced major economic disruption as the site of an active front in the conflict, especially in 2015. Most of the governorate is under control of the Hadi government, except for Maqatarah, which remains an active military front.

The poverty rate in Lahj was 69% in 2014. With the economic disruptions brought on by the war, this rate has likely increased over the past years.¹²⁶

2.13.4 Local Governance

The local council of Lahj is comprised of 15 councilors and the governor. The council held its last meeting in late 2016 to elect a new secretary general, as the previous secretary general was abroad. Since then, the council has not met. The administrative board of the local council continues to meet and operate regularly. The executive offices are present and functioning, but at a minimum level due to the weakness of local revenues and the absence of central subsidies.¹²⁷

¹²⁴ <https://www.yemenna.com/index.php?go=guide&op=show&link=lahej>.

¹²⁵ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

¹²⁶ Republic of Yemen, Household Budget Survey of 2014.

¹²⁷ Interview with one of the deputies of the Governorate of Lahj. March 2019.

The governorate, including the capital Al-Houta, are subject to a tug of war between the government of President Hadi and the Southern Transitional Council. This situation has contributed to the continued disruption of the local council's work.¹²⁸

2.13.5 Access to Basic Services

There are nearly 900,000 people (more than 90% of the population) in need of assistance in Lahj, 62% of whom are in dire need.¹²⁹

Hospitals and health centers provide health services in the governorate, but the services are insufficient to meet the needs of the population. The health facilities are working on a very low budget provided by the local authority and with support from international donors.¹³⁰

Education has also been disrupted by the conflict, with 50 schools in Lahj damaged in the war.¹³¹ Teachers, however, were being paid regularly.¹³² The local authority and international organizations are supporting education in Lahj, ensuring a measure of stability and continuity.

With regard to drinking water, 41% of households had access to potable water in 2016/2017.¹³³ In addition to support from the government and the local authority to the water sector, some international organizations are also funding this sector. In general, water supply services and sanitation are weak.¹³⁴

¹²⁸ Marie-Christine Heinze & Sophie Stevens, *Women as Peacebuilders in Yemen*, Yemen Polling Center & Social Development Direct, June 2018, p. 21.

¹²⁹ OCHA, *Humanitarian Response Plan for Yemen 2018*.

¹³⁰ Interview with Deputy Governor of Lahj.

¹³¹ OCHA, *an Overview of the Humanitarian Needs in Yemen 2018*.

¹³² *Economic and Social Development In Yemen Newsletter (Issue No. 30, December 2017)* published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

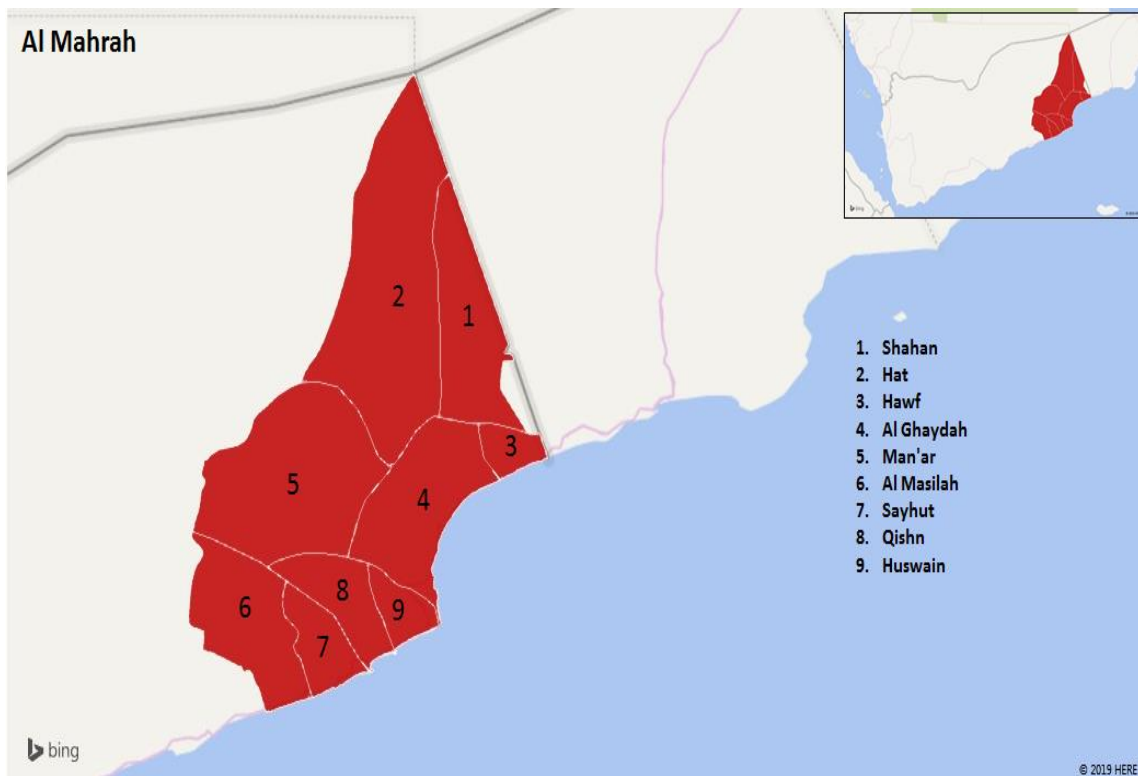
¹³³ OCHA: *Overview of the Humanitarian Needs in Yemen 2018*.

¹³⁴ Interview with one of the deputies of the Governorate of Lahj. March 2019.

2.14 Al-Mahra

The governorate of Al-Mahra, sometimes called the ‘eastern gateway’ of Yemen, is located in the far southeast of Yemen on the border with the Sultanate of Oman along approximately 500 kilometers of Arabian Sea coast. It is located 1,318 kilometers east of Sana’a. The governorate is the least populous in Yemen. It is divided into nine administrative districts and Al-Ghaida, its capital, is a coastal town on the Arabian Sea.

2.14.1 Map of Al-Mahra and districts



2.14.2 Demographics

The population of Al-Mahra is approximately 150,000 across nine districts according to the most recent estimates.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Shahan	8,778	2,081	3,292	5,373
2. Hat	19,303	2,059	2,709	4,768
3. Hawf	1,531	3,804	4,751	8,555
4. Al-Ghaidhah	7,159	19,520	26,526	46,045

5. Man'ar	17,279	4,080	4,835	8,915
6. Al-Masilah	6,806	8,673	9,370	18,042
7. Sayhut	2,667	9,033	10,717	19,750
8. Qishin	3,485	8,407	11,068	19,475
9. Huswain	1,843	8,343	10,733	19,077
TOTAL	68,851	66,000	84,000	150,000

2.14.3 Economy

Agriculture, livestock breeding, and fishing are the primary economic activities in Al-Mahra. A number of crops are cultivated in the governorate, the most important of which are vegetables. The governorate is located along an approximately 500 kilometer long stretch of coastline, which provides access to rich fisheries. The Port of Nashtoun, in particular, is an important center of fishing and fish export.¹³⁵ Al-Mahra is famous for its myrrh and incense, and aromatic resins remains an important export to the Gulf countries. Preliminary studies show the presence of minerals, including gold, marble, granite, and black sand, in the governorate, though none are currently being exploited.

In 2014, the local authority derived 94% of its revenues from grants and central subsidies and 6% from local revenues.¹³⁶ The most significant local revenues were local shared resources, revenues from sales of products and services, and taxes, especially on income, profits, and products and services.¹³⁷

The central government continues to pay salaries in Al-Mahra, but operational expenses have been cut by 75%. Despite the disruption in central government subsidies, the local authority in Al-Mahra has maintained its income from local revenues. As Al-Mahra is far from the conflict front lines, it has suffered minimal disruptions to economic life and the government continues to pay regular salaries and to cover the operational costs of the governorate. In addition, the governorate covers the investment budget for service provision and infrastructure maintenance, electricity, water and sewage, as well as other public services.¹³⁸

The total estimated public revenues of the local authority in the governorate were 24.3 billion Yemeni Riyal, while spending was estimated at 24.6 billion Yemeni Riyal, including 12.5 billion Yemeni Riyal of investment in more than 500 projects. These investments represent the local authority's attempt to build on the relatively rapid growth Al-Mahra has experienced since the beginning of the war, as its peripheral location, long a source of neglect, has become an asset.¹³⁹

Al-Mahra's distance from the armed conflict means that it has not experienced an economic decline or loss of revenue on the same scale as elsewhere. However, the fallout from cyclone "Luban" and a long

¹³⁵ <https://www.yemenna.com/index.php?go=guide&op=show&link=mahra>.

¹³⁶ Please see the appendix for further information on these different types of revenue.

¹³⁷ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

¹³⁸ Wadhah al-Aulaqi, Majed al-Madhji, Local Governance in Yemen Under The Conflict and Instability, Sana'a Center for Strategic Studies, July 2018, p. 23.

history of central government neglect means that business as usual in Al-Mahra is stability at a precarious level. The poverty rate in the governorate, according to the Household Budget Survey for 2014, was 57.8%.

2.14.4 Local Governance

Al-Mahra's local council comprises 18 members and the governor. There is one vacant seat. The local council has been partially suspended since the war broke out despite the fact that the governorate is far from military confrontations. The local council has not been meeting regularly, but it does convene when necessary. It held a session under the chairmanship of the governor at the end of 2017 to discuss the outcomes of a visit by the Prime Minister to the governorate, in addition to other issues, including the closing accounts of the governorate for 2016.¹⁴⁰ It also met to adopt the 2019 budget for the governorate in a meeting on 8 February 2019.

The administrative board of the council continued to perform its functions initially, but it has been largely dormant since the end of 2017.¹⁴¹ The executive offices in the governorate are all present and functioning. They are supported and funded by the local authority, in addition to support given from donor countries and organizations.¹⁴² The UAE, Saudi Arabia, and Oman all support specific local projects in the governorate. The local administration has hired new contractors to meet increased demands for services from IDPs and returnees from Saudi Arabia.

2.14.5 Access to Basic Services

According to OCHA's 2018 Humanitarian Response Plan for Yemen, there are nearly 100,000 people in need of assistance in Al-Mahra, which constitutes approximately 75% of the population. Forty-nine percent of them are in dire need. The tropical cyclone "Luban," which struck the southeastern coast of Yemen on 14 October 2018, displaced more than 3,000 families, killed three people, and injured more than 100. Floods caused by the typhoon destroyed or contaminated wells and disrupted access to food, medicine, and other basic goods.¹⁴³ As a result, the governor of Al-Mahra declared the coastal areas a disaster zone and called on the government and international organizations to provide much needed support. In response, a number of agencies and donor organizations stepped in.¹⁴⁴ In addition, the governorate is home to IDPs fleeing from the fighting in other governorates.

In general, the governorate suffers from a shortage of services. The general situation and services deteriorated markedly after cyclone "Luban" made landfall and led to power outages, fuel shortages, and interruptions in the education and healthcare sectors. Already before the cyclone, Al-Mahra had suffered from a severe weakness of health infrastructure.¹⁴⁵ Health services are provided at a bare minimum

¹⁴⁰ Yafe'a News Website: <http://www.yafa.news/archives/280292>. Date: 29 March 2019.

¹⁴¹ Golden News website, "Governor of al-Mahra presided over the periodic meeting of the administrative board of the local council in the governorate". <http://golden.news/articles/13268/>. Date: 29 March 2019.

¹⁴² Badr Basalamah, Local Governance in Yemen; Challenges and Opportunities, Berghof Foundation Operations gGmbH, Germany, May 2018, p. 9.

¹⁴³ USAID, Yemen – a compounded emergency situation, Factsheet No. 1, 2019 fiscal year, 19 October 2018, p. 2.

¹⁴⁴ OCHA, Yemen: Typhoon Luban, an urgent updates report No. 1, October 15, 2018.

¹⁴⁵ Al-Mahra Post website, Sons of Al-Mahra suffer from shortages of services and doubt promises by the local authority and the coalition, 27 March 2018. <https://almahrahpst.com/news/349#.XJ4tcFXKM8>. Date: 29 March 2019.

through hospitals and health centers with financing from the local authority and funds provided by some Gulf countries, notably Oman¹⁴⁶ and Saudi Arabia, and support from a number of donor organizations.

In terms of education, schools do not appear to have been affected by the war.¹⁴⁷ No buildings were reported damaged by fighting and teachers are receiving regular salaries.¹⁴⁸ Financial stability in the governorate has allowed the education sector to operate with minimal disruptions.

Cyclone “Luban” caused severe damage to the Fawry and Jaza’a water projects’ generators, pumping stations, and the water supply network of the capital city of Al-Ghaida. The Public Water and Sanitation Corporation in Al-Ghaida and the local authority worked to restore the operations of the water wells of Al-Jaza’a in October 2018.¹⁴⁹ The water corporation and the Rural Water Authority in Al-Mahra have been expanding access to potable water with funding from the local authority and donors, including several water projects in various districts funded by the Kingdom of Saudi Arabia.¹⁵⁰

¹⁴⁶ Weeqayah Press website: <http://weeqayah.net/3796/>. Date: 29 March 2019.

¹⁴⁷ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

¹⁴⁸ Economic and Social Development In Yemen Newsletter (Issue No.30, December 2017) published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

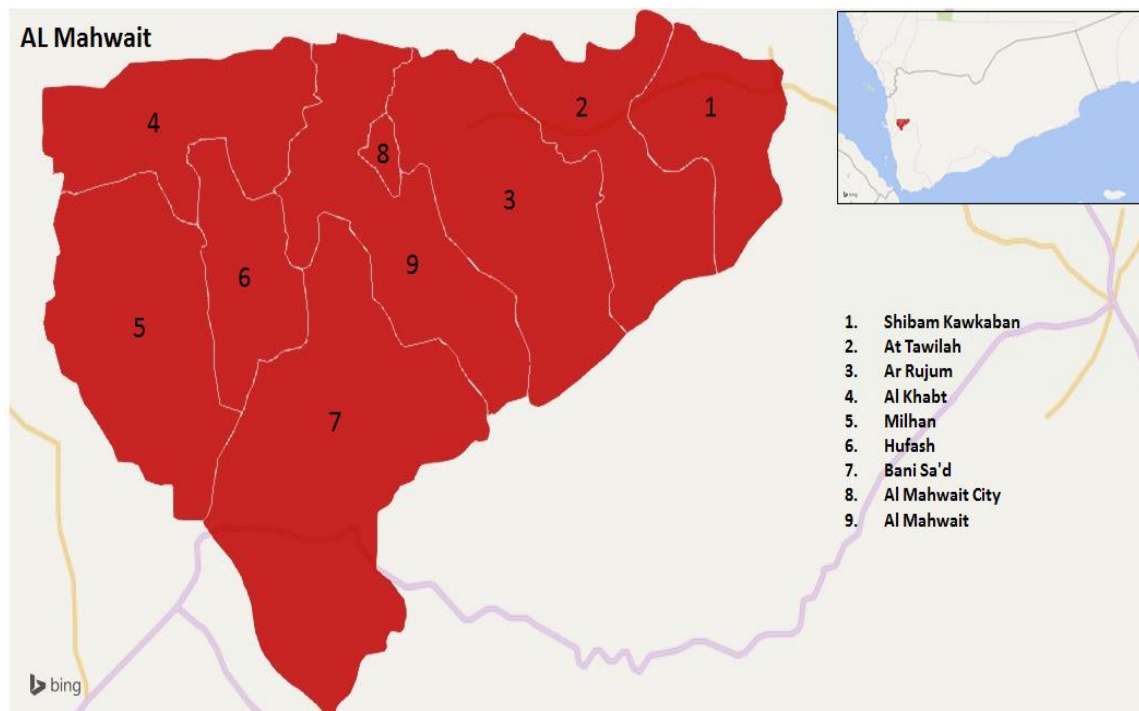
¹⁴⁹ Aden News website: The Water Corporation’s branch has successfully restored 65% of the operations in Al-Jaza’a water supply in Al-Ghaida – Al-Mahra, 20 October 2019. <http://adennews.net/yemen-50705>. Date: 1 April 2019.

¹⁵⁰ The Media Center of the Governorate of Al-Mahra’s website: <https://es-la.facebook.com/pg/mcalmahrah/posts/>. Date: 29 March 2019.

2.15 Al-Mahweet

The Governorate of Al-Mahweet is located 113 kilometers to the northwest of the capital Sana'a, between Sana'a and Al-Hodeidah governorates. It is divided into nine administrative districts, with Mahweet City as the capital.

2.15.1 Map of Al-Mahweet and districts



2.15.2 Demographics

The total population of the Governorate of Al-Mahweet is ca. 700,000 across nine districts according to official estimates.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Shibam Kawkaban	399	26,896	28,160	55,057
2. At Tawilah	585	40,126	42,353	82,478
3. Ar Rujum	766	52,775	52,938	105,713
4. Al Khabt	641	45,318	44,655	89,973
5. Milhan	891	60,640	65,440	126,080

6. Hufash	379	26,510	26,892	53,403
7. Bani Sa'd	591	42,461	40,681	83,142
8. Al Mahweet City	202	13,152	15,281	28,433
9. Al Mahweet	506	35,122	35,600	70,722
TOTAL	2,328	343,000	352,000	695,000

2.15.3 Economy

Agriculture is the main economic activity in the governorate, which produces about 2.2% of Yemen's total agricultural production. Crops include cereals, cash crops, and fruits. The governorate also produces honey and is home to artisanal pottery, glass, marble, and granite production. There are a number of tourist attractions and historic landmarks, such as the cities of Shibam and Kawkaban.¹⁵¹

In 2014, grants and central subsidies constituted 97% of the local authority's budget, while local revenues accounted for 3%.¹⁵² The most significant local revenues were local shared revenues and taxes (most notably zakat), revenues from sales of goods and services, and fines and penalties. The war disrupted economic activity and decreased these revenues. As elsewhere in the north, the establishment of the General Zakat Authority and the transfer of zakat to central revenue caused the governorate to lose an important source of income.¹⁵³

In 2014, the poverty rate in Al-Mahweet was 60.7%.¹⁵⁴ With the economic decline the governorate has been facing due to the war, this rate is likely to have risen sharply during the past few years.

2.15.4 Local Governance

The local council of Al-Mahweet comprises 20 councilors and the governor. Currently, there are two vacant seats, one councilor left the country, and another passed away, so that the council currently comprises 16 members. The governorate's leadership is working from the government offices of the local authority. Since the beginning of the war, the local council has been performing a limited role, with the governor and the vice-governor, who is also the secretary general of the local council, playing a far more active role in local governance. As in other areas under control of the de-facto authorities, the governorate supervisor is becoming increasingly important in local governance decisions.

The executive offices are present in the governorate, but are functioning at a minimum level due to the economic decline, reduction of local authority expenditure, and non-payment of salaries.¹⁵⁵

¹⁵¹ <https://www.yemenna.com/index.php?go=guide&op=show&link=mahweet>.

¹⁵² Please see the appendix for further information on these different types of revenue.

¹⁵³ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

¹⁵⁴ Central Statistics Office of the Republic of Yemen, Household Budget Survey 2014.

¹⁵⁵ Interview with local authority leader in the Governorate of Al-Mahweet. March 2019.

2.15.5 Access to Basic Services

According to OCHA's 2018 Humanitarian Response Plan for Yemen, there are nearly 500,000 people in need of assistance in Al-Mahweet, or approximately 72% of the population. Forty-nine percent of them are in dire need.

Most hospitals and health centers in the governorate are still operational, but are reduced to providing services at a minimum level due to the absence of sufficient local and central funding. Health facilities now rely heavily on donor support, yet funding is very limited and the services provided are insufficient to meet the needs of the population. There are major constraints in terms of availability of equipment and medicine, especially for chronic illnesses.¹⁵⁶

According to OCHA, 33 schools in the governorate were damaged by the war.¹⁵⁷ Salaries of teachers are not being paid in Al-Mahweet.¹⁵⁸ As a result, most schools are operating at minimum capacity. During the 2019 school year, a UNICEF-supported stipend was instituted, with teachers paid 30,000 Yemeni Riyal (ca. \$50) per month for 9 months. This has helped to keep more schools open.¹⁵⁹

The percentage of households in Al-Mahweet with access to potable water was 42% in 2016/17.¹⁶⁰ The main public water project has been subject to continued disruptions due to lack of financial resources to cover the cost of fuel, maintenance, and salaries. Consequently, most water sources in the governorate are private and many inhabitants of Mahweet City now rely on private water supplies. The sewage network of Mahweet City is still functional. Periodic disruptions are redressed by the local executive office.¹⁶¹

¹⁵⁶ Interview with local authority leader in Al-Mahweet. March 2019.

¹⁵⁷ OCHA. An Overview of the Humanitarian Needs in Yemen 2018.

¹⁵⁸ Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation, the Economic and Social Development In Yemen Newsletter - Issue No.30, December 2017.

¹⁵⁹ Interview with local authority leader in Al-Mahweet. March 2019; <https://www.unicef.org/mena/press-releases/us-70-million-unicef-support-education-programmes-yemen-through-monthly-cash>.

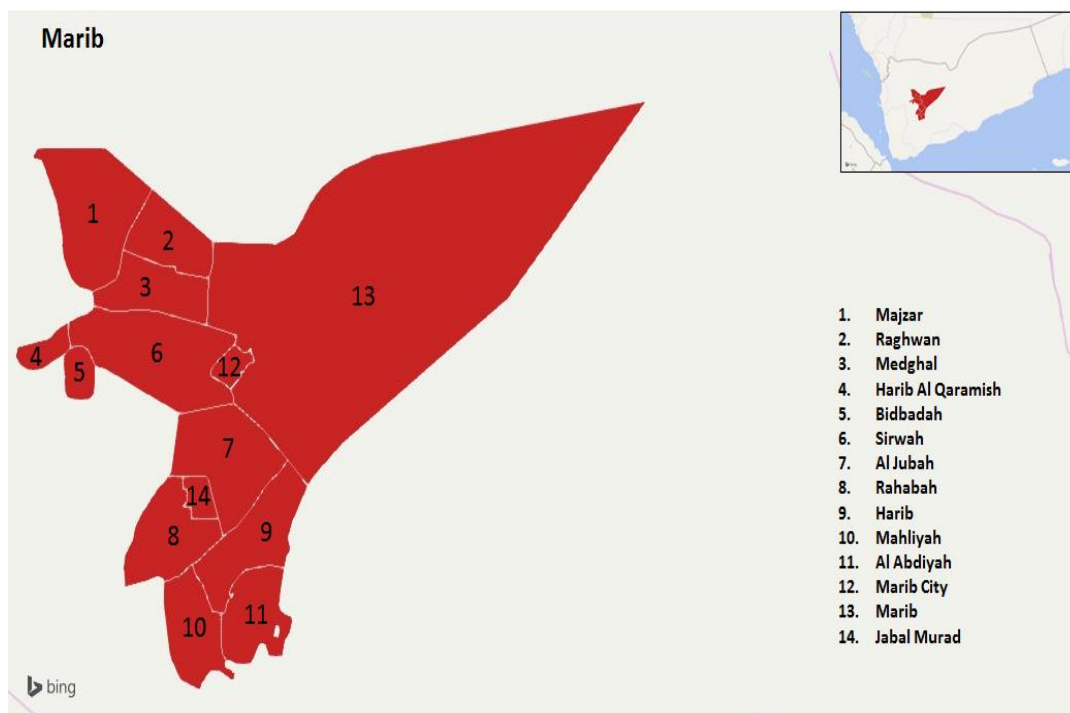
¹⁶⁰ OCHA: Overview of the Humanitarian Needs in Yemen 2018

¹⁶¹ Interview with local authority leader in Al-Mahweet. March 2019.

2.16 Marib

The Governorate of Marib is located in the northeastern part of the Republic of Yemen, 173 kilometers to the east of the capital city of Sana'a, between the governorates of Shabwah to the south and Al-Jawf to the north. The governorate is divided into 14 administrative districts with the city of Marib as its capital.

2.16.1 Map of Marib and districts



2.16.2 Demographics

The population of Marib is approximately 338,000 across 14 districts according to official estimates. The real number is likely to be significantly higher, as Marib has seen a large influx of IDPs from other parts of Yemen.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Majzar		6,787	7,669	14,456
2. Raghwan		2,541	3,278	5,819
3. Medghal		6,793	7,782	14,575
4. Harib Al Qaramish		5,302	5,935	11,237
5. Bidbadah		11,869	13,090	24,959

6. Sirwah		12,683	14,099	26,782
7. Al Jubah		13,851	15,366	29,217
8. Rahabah		4,949	5,439	10,388
9. Harib		22,310	24,411	46,721
10. Mahliyah		6,193	6,575	12,768
11. Al Abdiyah		8,551	9,465	18,017
12. Marib City		26,332	26,332	52,664
13. Marib		26,006	29,023	55,029
14. Jabal Murad		6,690	7,535	14,226
TOTAL	17,405	160,859	176,000	336,859

2.16.3 Economy

Agriculture is the main economic activity in Marib, which ranks third in agricultural production in Yemen (after Al-Hodeidah and Sana'a), producing 7.6% of the total crops. Marib's farmers mostly produce fruit, cereals, and vegetables.

While agriculture employs much of the workforce, the largest contributor to Marib's GDP is oil production. Marib was the first Yemeni governorate where oil was discovered and Marib oil fields started production in 1986. Historically, local inhabitants benefitted little from local oil and gas exploitation, but this situation has changed since the war.

Marib has a number of mineral deposits and is home to a number of historic landmarks, including the Old Marib Dam, the Sun Temple, and the Belqis Shrine.¹⁶² The Marib gas power plant is the largest power plant in Yemen and supplied electricity to Sana'a before the war.

According to the local authority's 2014 budget, grants and central subsidies constituted 96% of the total general revenue for Marib, while local revenues covered only 4%. The most significant sources of local revenue were local shared revenues, selling goods and services, and levying fines, penalties, and taxes.¹⁶³

Despite the disruption of central government support, Marib has managed to continue raising local resources, since much of the governorate has been spared fighting and disruption from the war. Moreover, income from oil and gas sales and from the Al-Wadiyah border crossing has bolstered the governorate's income. The Marib branch of the Central Bank is under the control of the local authority and is not subject to oversight by the Central Bank in Aden. Due to the conflict with the de facto authority of Ansar Allah at the end of 2015, Marib ceased to deposit income from gas in the Central Bank, keeping the revenue in the

¹⁶² <https://www.yemenna.com/index.php?go=guide&op=show&link=mareb>.

¹⁶³ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

Marib branch. It later signed an agreement with the government of President Hadi granting Marib 20% of the total revenue from gas extracted in the governorate. These additional sources of local revenue, alongside those reserved for the governorate by the Local Authorities Law, have ensured that the local authority has the resources to provide services and invest in new projects. The governorate is able to pay the salaries of government employees, cover the operational costs of the local authority, and cover the investment budget. The investment budget includes service provision, development and maintenance of the water, electricity, and sewage treatment infrastructure, as well as other services. The local authority in Marib is working based on the 2014 budget.

Additional sources of local revenue have contributed to the governorate's ability to accommodate a large influx of IDPs. By some estimates, the population of the governorate is now 2.4 million, compared with the official estimate of only ca. 340,000 inhabitants.¹⁶⁴

According to the 2014 Household Budget Survey, the poverty rate in the governorate was 26%. Although the economic situation and service delivery has since improved, the population has also increased significantly in the meantime, so that actual figures are likely to now be higher.

2.16.4 Local Governance

The local council in Marib consists of 14 councilors and the governor. Two seats have remained vacant since the 2006 elections, as no elections could be held in the districts in question. Two councilors have passed away. One of them was the secretary general; the other was the head of the services committee of the local council. This leaves the actual composition of the governorate's local council at 10 councilors. However, they do not meet regularly and have been largely stripped of their function. Local governance is in the hands of the governor and the executive offices, which are fully operational.

Unlike other governorates, Marib is seeing unprecedented growth and development activities. This is attributed to relative stability in the governorate and the increase in revenue, as well as the large influx of IDPs from all over the country.¹⁶⁵

2.16.5 Access to Basic Services

According to OCHA's 2018 Humanitarian Response Plan for Yemen, there are nearly 300,000 people in need of assistance in Marib, 41% of whom are in dire need.

Public hospitals and health centers provide health services in the governorate. The local authority is working together with international donors to ensure the available services keep pace with the growing demand as Marib's population increases. In 2018, a number of improvements were made in hospitals, including the replacement of outdated equipment and an expansion of available capacity to 443 beds, in addition to 25 beds in the emergency ward. Additional doctors, technicians, and specialists were

¹⁶⁴ Wadhah al-Aulaqi, Majed al-Madhji, *Local Governance in Yemen Under The Conflict and Instability*, Sana'a Center for Strategic Studies, July 2018, p. 23, 33, 34. However, according to OCHA (2019 Humanitarian Needs Overview: Yemen, December 2018), the population is only ca. 500,000, of which 290,000 are IDPs and of which 380,000 are in need.

¹⁶⁵ Interview with senior executive bureau official in Marib. March 2019.

contracted and equipment and medical supplies were purchased thanks to the available budget for operational expenses.¹⁶⁶

With regard to education, 70 schools were damaged by the war according to OCHA (An Overview of the Humanitarian Needs in Yemen 2018). Teachers, however, are being paid regularly.¹⁶⁷ Education was not seriously disrupted and schools receive support from the local authority and international organizations.

The number of children enrolled in schools increased by 200% between 2017 and 2018 in the city of Marib, and by 117% governorate-wide, according to the statistics of the Education Office. To address this increase, the Education Office hired 379 new (female and male) teachers and opened ten new schools for IDPs, including five secondary schools in the city of Marib and six across the governorate. In addition, IDPs are enrolled in existing schools. The Education Office is also building 50 new classrooms in existing schools in addition to erecting temporary classrooms and seeking to furnish them with the necessary equipment.¹⁶⁸

As for drinking water, 69% of households in Marib had access to potable water in 2016/2017.¹⁶⁹ The local authority is working with donors to provide drinking water for the population, expand the sanitation treatment plant in the city of Marib, and provide sanitation projects for IDP camps, especially in Al-Khaniq and Al-Jafinah.¹⁷⁰

¹⁶⁶ Governorate of Marib website: http://marib-gov.com/news_details.php?sid=1250. Date: 19 March 2019.

¹⁶⁷ Economic and Social Development In Yemen Newsletter (Issue No.30, December 2017) published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

¹⁶⁸ Governorate of Marib website: http://marib-gov.com/news_details.php?sid=1250. Date: 19 March 2019.

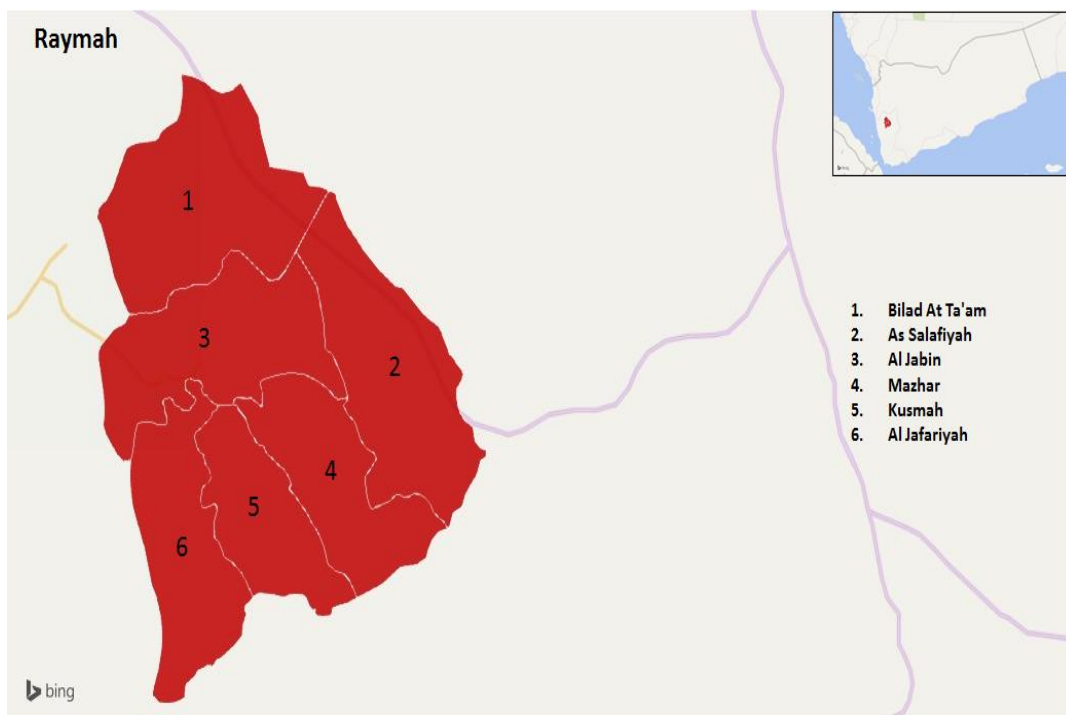
¹⁶⁹ OCHA: An Overview of the Humanitarian Needs in Yemen 2018.

¹⁷⁰ Governorate of Marib website: http://marib-gov.com/news_details.php?sid=1250. Date: 19 March 2019, and UNICEF, A report on the humanitarian situation in Yemen, October 2018, p. 7.

2.17 Raymah

The Governorate of Raymah was established in 2004. It is located in the western part of the Republic of Yemen between Dhamar and Al-Hodeidah and is 200 kilometers from the capital Sana'a. The governorate is divided into six administrative districts and the city of Al-Jabeen is the governorate's capital.

2.17.1 Map of Raymah and districts



2.17.2 Demographics

The population of Raymah is 566,000 across six districts, according to the most recent official estimates.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Bilad At Ta'am	412	22,312	22,506	44,818
2. As Salafiyah	377	51,099	52,272	103,371
3. Al-Jabeen	490	60,031	57,822	117,853
4. Mazhar	527	54,241	52,977	107,217
5. Kusmah	355	50,168	50,219	100,387
6. Al-Ja'afariyah	281	47,150	45,204	92,354
TOTAL	2,442	285,000	281,000	566,000

2.17.3 Economy

Agriculture and livestock rearing are the dominant economic activities in the governorate. Farmers in Raymah grow vegetables, fruits, and coffee. In addition, the population works in livestock rearing and beekeeping.¹⁷¹ The governorate is home to many historic sites and natural attractions.

According to the local authority's 2014 budget, Raymah derived 97% of its general revenue from central grants and subsidies. Local revenues accounted for the remaining 3%. The most significant sources of local revenue are local shared revenues, most notably zakat, income from the sale of goods and services, fines and penalties, and taxes.¹⁷² These revenues have been adversely affected by the war. Moreover, the establishment of the General Zakat Authority and the transfer of zakat to a central revenue has caused the governorate to lose an important source of income.

According to the 2014 Household Budget Survey, the poverty rate in Raymah was 50%. With the economic decline caused by the war, this rate has likely increased substantially during the past few years.

2.17.4 Local Governance

Raymah's local council comprises 18 members and the governor. Currently, there are two vacant seats due to the death of two councilors. Since the beginning of the war, the local council has no longer performed its regular role, which has been taken over by the governor and the executive offices. As in other governorates under control of the de-facto authorities, the governorate supervisor has also taken on a growing role. The executive bureaus in Raymah are struggling with the absence of revenues for operational expenses. Some of the revenue offices are operating, but other service offices have largely stopped working.¹⁷³

2.17.5 Access to Basic Services

With regard to the humanitarian situation, there are nearly 400,000 people in need of assistance in Raymah, or approximately 70% of the population. Thirty-four percent of those in need are in dire need.¹⁷⁴

Health services have deteriorated markedly in the governorate. The three public hospitals are working at minimum capacity and rely wholly on support from international donors. The Indian hospital has completely stopped working since the breakout of the war. According to the WHO, many patients have been forced to travel from Raymah to Al-Hodeidah to seek medical treatment. However, the escalating violence in Al-Hodeidah in 2018 hindered access to healthcare services in Al-Hodeidah and many had no choice but to seek treatment in Al-Thulaya hospital in Raymah.¹⁷⁵

¹⁷¹ <https://www.yemenna.com/index.php?go=guide&op=show&link=raima>.

¹⁷² Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

¹⁷³ Interview with a member of the governorate local council of Raymah. March 2019.

¹⁷⁴ OCHA, Humanitarian Response Plan for Yemen 2018.

¹⁷⁵ WHO website, Yemen on Twitter, 24 March 2019, <https://twitter.com/WHOWYemen>. Data: 29 March 2019; interview with the former governor of Raymah. March 2019.

With regard to education, there are no indications that schools have been directly affected by the war in Raymah.¹⁷⁶ However, Raymah is one of the governorates where teacher salaries are not being paid.¹⁷⁷ This has disrupted education in the governorate.

As for drinking water, 48% of households in Raymah had access to potable water in 2016/2017.¹⁷⁸ A water project in the governorate was disrupted due to the war. Investment in sanitation has been completely halted and available sewage facilities are no longer operational.¹⁷⁹

¹⁷⁶ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

¹⁷⁷ Economic and Social Development In Yemen Newsletter - Issue No. 30, December 2017, published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

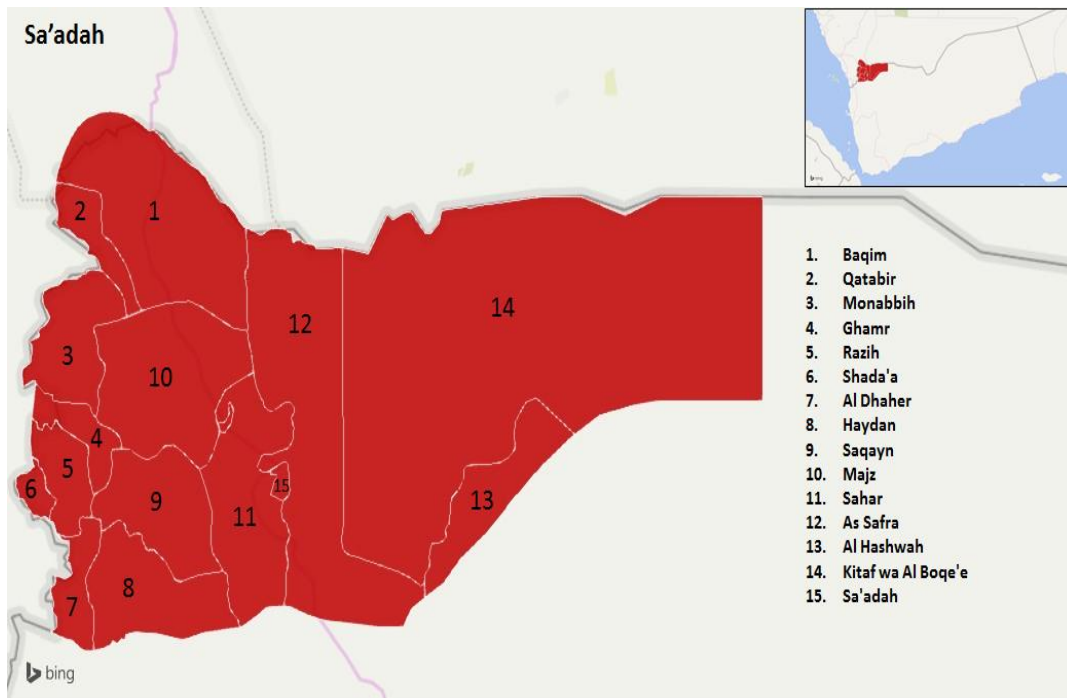
¹⁷⁸ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

¹⁷⁹ Interview with the former governor of Raymah. March 2019.

2.18 Sa'adah

The Governorate of Sa'adah is located in the far north of the Republic of Yemen, 242 kilometers from the capital city of Sana'a along the border with Saudi Arabia. The governorate is divided into 15 administrative districts, with Sa'adah as the capital city.

2.18.1 Map of Sa'adah and districts



2.18.2 Demographics

The population of Sa'adah is approximately 1.1 million across 15 districts.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Baqim		17,239	18,630	35,869
2. Qatabir		16,614	18,653	35,268
3. Monabbih		38,186	42,815	81,002
4. Ghamr		14,401	16,256	30,658
5. Razih		47,493	50,343	97,836
6. Shada'a		7,911	8,784	16,696
7. Al-Dhaher		15,456	18,254	33,710

8. Haydan		45,931	48,211	94,143
9. Saqayn		39,553	42,202	81,755
10. Majz		52,502	53,919	106,420
11. Sahar		100,402	106,805	207,208
12. As Safra		37,384	41,444	78,828
13. Al-Hashwah		10,805	11,607	22,412
14. Kítaf wa Al-Boqe'e		31,660	35,509	67,169
15. Sa'adah		41,463	47,566	89,029
TOTAL	11,375	517,000	561,000	1,078,000

2.18.3 Economy

Agriculture and animal husbandry are the main economic activities in the governorate. Before the war, Sa'adah produced 3.5% of the total crop production in Yemen. The main crops are cereals, vegetables, and fruits. Traditional handicrafts and stone quarrying for construction also make up part of the economy. Historically, trade and smuggling across the border to Saudi Arabia were an important source of commercial activity in the governorate, but the border is now heavily militarized. The saints' tombs in Old Jabaneh were a site of pilgrimage and internal tourism prior to the war.¹⁸⁰

According to the local authority's 2014 budget, grants and central subsidies constituted 94% of the total general revenue of the governorate, while local revenues accounted for 6%. The most significant sources of local revenue were local shared revenues, notably zakat, taxes, income from the sale of goods and services, and fines and penalties.¹⁸¹

Sa'adah has been the governorate targeted by far the most heavily by coalition airstrikes. According to ACLED, the coalition has targeted Sa'adah in 5,622 airstrikes, almost one-third of the total.¹⁸² As a result, its economy and infrastructure, and thus the basis for local revenues, have been largely destroyed. The establishment of the General Zakat Authority and the transfer of zakat to a central revenue has also caused governorate-level institutions to lose an important resource.

The poverty rate in Sa'adah was already 84.5% before the war.¹⁸³ There is no doubt that this rate has increased due to the war and is likely approaching 100%. Many residents have lost their livelihoods due to the war. Farms, gasoline stations, and other civilian infrastructure have been destroyed. Salaries of government employees are not being paid. All of this has contributed to an increased poverty rate in the governorate.¹⁸⁴

¹⁸⁰ <https://www.yemenna.com/index.php?go=guide&op=show&link=saada>.

¹⁸¹ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

¹⁸² <https://www.acleddata.com/data/>.

¹⁸³ Household Budget Survey for 2014.

¹⁸⁴ Interview with a leader of the Sa'adah local council. March 2019.

2.18.4 Local Governance

The local council in Sa'adah comprises 15 members and the governor. There are two vacant seats because of the death of councilors, one vacant seat due to illness, and two vacancies because members are outside Yemen for political reasons. This puts the actual composition of the local council at 10 councilors.

Currently, the local council is not functioning due to the war and the destruction of the office space of the local authority and the executive offices since early in the war. The administrative board of the council meets from time to time as needed. The executive offices have resumed operations on a basic level by renting alternative office space and are working to provide a minimum level of basic services.

As in other areas under control of the de-facto authorities, the governorate supervisor wields significant power. The Al-Houthi family and its close allies are in de-facto control of local governance.

2.18.5 Access to Basic Services

More than 800,000 people in Sa'adah are in need of assistance, amounting to at least 83% of the population. Ninety percent of those in need are in dire need.¹⁸⁵

There are two main hospitals in Sa'adah city, in addition to a rural hospital and a number of health units and centers in other districts, which are still functioning. Health services are available due to support from international donors and government financial support. Despite the continuing international support for the health sector, current services are insufficient to meet the needs of the population.¹⁸⁶

With regard to education, 238 schools have been damaged by the war, the highest number of damaged schools after Taiz. Teachers are not receiving their salaries in Sa'adah.¹⁸⁷ Between the destruction of infrastructure and loss of salaries, the education sector has been significantly disrupted. Despite the local authority's efforts to provide operational funding for educational facilities in cooperation with international organizations, most educational institutions are barely functioning due to shortages of teachers and lack of salary payments as well as lack of operational funds for the schools. Many students do not receive regular schooling, especially in the border districts.¹⁸⁸

As for drinking water, 62% of households in Sa'adah had access to potable water in 2016/2017.¹⁸⁹ Water is provided by the local water authority in the capital city of Sa'adah and a number of districts with support from international organizations. The sewage network only covers the Old City of Sa'adah. Donors are providing support for water projects in Sa'adah city and a number of other districts.¹⁹⁰

¹⁸⁵ OCHA, 2019 Humanitarian Needs Overview: Yemen, December 2018 and OCHA, Humanitarian Response Plan for Yemen 2018.

¹⁸⁶ Interview with a leader of the Sa'adah local council. March 2019.

¹⁸⁷ Economic and Social Development In Yemen Newsletter - Issue No. 30, December 2017, published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

¹⁸⁸ Interview with a leader of the Sa'adah local council. March 2019.

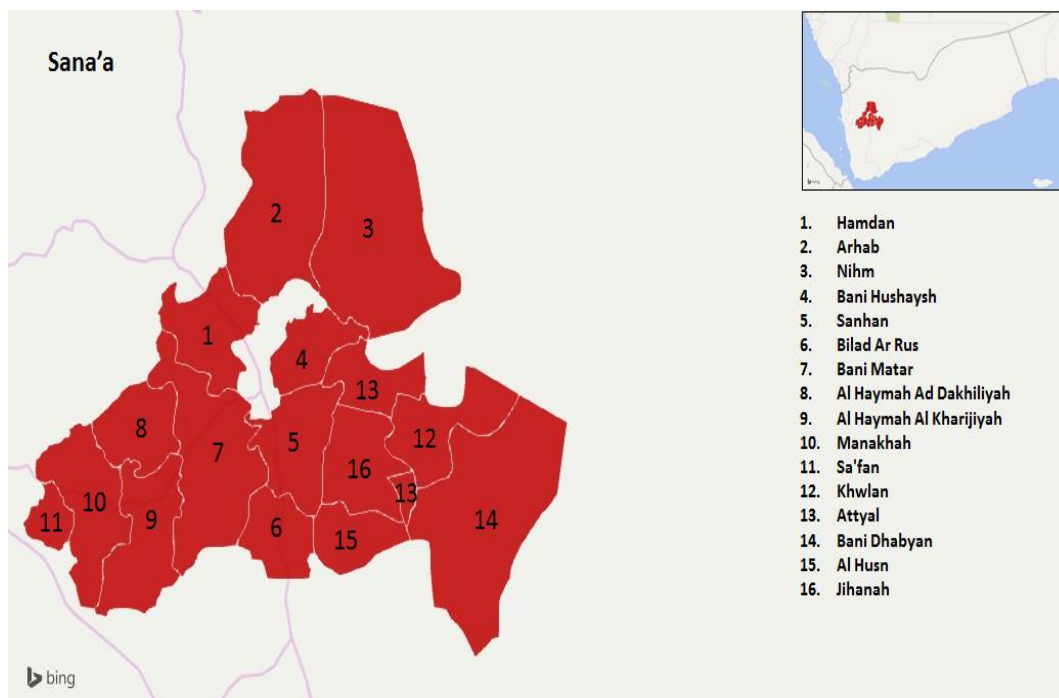
¹⁸⁹ OCHA: An Overview of the Humanitarian Needs in Yemen 2018.

¹⁹⁰ Interview with a leader of the Sa'adah local council. March 2019.

2.19 Sana'a

The Governorate of Sana'a surrounds the capital city of Sana'a and is divided into 16 administrative districts.

2.19.1 Map of Sana'a and districts



2.19.2 Demographics

The population of Sana'a governorate is 1.4 million across 16 districts according to the most recent official estimates.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Hamdan	577	77,080	81,428	158,508
2. Arhab	1,275	54,856	57,641	112,497
3. Nihm	1,841	25,397	26,969	52,366
4. Bani Hushaysh	378	46,083	46,707	92,790
5. Sanhan	588	158,020	176,220	334,240
6. Bilad Ar Rus	398	19,442	19,745	39,187
7. Bani Matar	1,127	61,420	63,032	124,452

8. Al-Haymah Ad Dakhiliyah	463	51,636	52,874	104,510
9. Al-Haymah Al-Kharijiyah	693	36,646	36,839	73,485
10. Manakhah	704	50,403	48,121	98,524
11. Sa'fan	174	21,779	20,316	42,095
12. Khawlan	592	17,429	18,781	36,210
13. Attyal	428	22,293	22,964	45,257
14. Bani Dhabyan	1,744	9,810	10,597	20,407
15. Al-Husn	369	18,710	18,999	37,709
16. Jihanah	556	31,104	32,187	63,291
TOTAL	11,907	702,108	733,420	1,435,528

2.19.3 Economy

Agriculture is the main economic activity in the governorate of Sana'a. Coffee, fruits, and vegetables are the main crops. Sana'a is the second most important agricultural producer, accounting for 16% of total agricultural production in Yemen. Quarrying for construction materials and mining for industrial minerals takes place Sana'a. The governorate is also home to historic landmarks.¹⁹¹

In 2014, Sana'a governorate derived 92% of its total general revenue from grants and central subsidies and 8% from local revenues – a relatively high percentage in the pre-war Yemeni context.¹⁹² Most local revenues stemmed from local shared revenues (notably zakat), taxes (primarily the tax on qat), the sale of goods and services, and income from fines and penalties.¹⁹³ These revenues have been reduced by the war, which has had a detrimental impact on the economic situation in the governorate in general. Moreover, the establishment of the General Zakat Authority and the transfer of zakat to a central revenue has also caused the governorate to lose an important source of income.

According to the 2014 Household Budget Survey, the poverty rate in Sana'a governorate was 42%. With the high inflation rate and economic disruption the governorate has faced in the past years, this rate has likely increased a great deal.

2.19.4 Local Governance

The Sana'a local council is composed of 16 members and the governor. Currently, there are two councilors in exile, leaving 14. The local council's work has been disrupted since the beginning of the war. However, the administrative board continues to meet on an ad hoc basis as needed. The administration is working

¹⁹¹ <https://www.yemenna.com/index.php?go=guide&op=show&link=sanaa>. World Bank mining study 2009.

¹⁹² Local Authority Budget for 2014.

¹⁹³ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

from leased office space, since, unlike other governorates, the governorate of Sana'a does not have a dedicated government building. The executive offices of the ministries remain in place and functioning. They carry out the day-to-day work of the administration despite the lack of salaries and a reduction of the operational budget, which has been reduced by 75% relative to the 2014 budget.¹⁹⁴

As in other areas under control of the de-facto authorities, the governorate supervisor wields significant power in Sana'a governorate.

2.19.5 Access to Basic Services

According to OCHA's 2018 Humanitarian Response Plan for Yemen, there are nearly 1.1 million people in need of assistance in Sana'a governorate, which constitutes approximately 80% of the population. Thirty percent of them are in dire need.

There are 12 public hospitals and a number of health centers in the governorate. These health facilities continue to operate, relying on support from international donors, with a small portion of their expenses covered by local government support.¹⁹⁵ The services provided by health facilities are accessible to all people free of charge, but available capacities are not sufficient to meet the growing needs.

With regard to education, 93 schools in Sana'a governorate were damaged by the war¹⁹⁶ and Sana'a is one of the governorates where teachers are not receiving their salaries.¹⁹⁷ This has disrupted education in most districts of the governorate.

Basic sanitation infrastructure also faces challenges. Fifty percent of households in Sana'a governorate had access to potable water in 2016/2017.¹⁹⁸ During the past years, the Rural Water Authority drilled a number of new wells and laid additional pipes to extend existing networks. These projects were then handed over to beneficiary committees to manage and maintain, which has contributed to improving access to water alongside private water projects. However, roughly 60% of the projects supported by the Rural Water Authority stopped working due to an absence of maintenance, or community conflicts and disputes between beneficiaries. The water office continues to rely on donor support, as central government and local authority funding is largely absent. The water office is seeking to rehabilitate non-functioning projects and obtain support from international organizations to implement sanitation projects in a number of districts in 2019, especially areas heavily affected by the cholera outbreak.¹⁹⁹

¹⁹⁴ Interview with senior executive bureau official in Sana'a. March 2019.

¹⁹⁵ The de facto government in Sana'a has reassigned operational budgets for health facilities restoring the funds for the operational budget to its level from the 2014 budget allocations, but without salaries. However, this amount has lost value due to the devaluation of the Yemeni Riyal and high rates of inflation.

¹⁹⁶ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

¹⁹⁷ Economic and Social Development In Yemen Newsletter, Issue No. 30, December 2017, published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

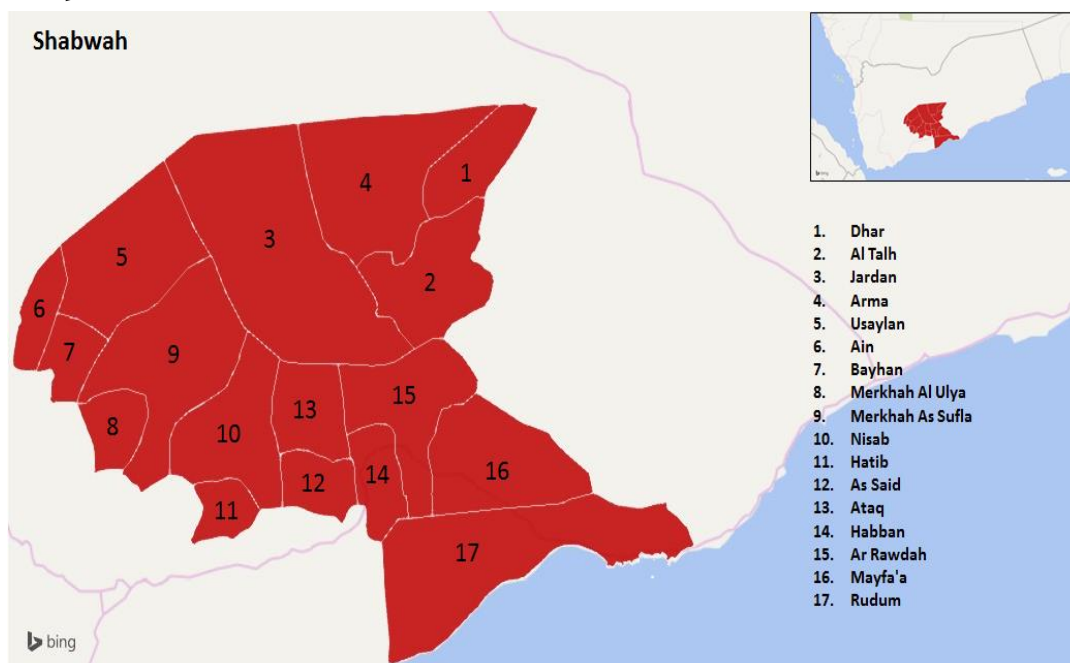
¹⁹⁸ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

¹⁹⁹ Interview with senior executive bureau official in Sana'a. March 2019.

2.20 Shabwah

The Governorate of Shabwah is located in the southeastern part of the Republic of Yemen, along the Arabian Sea coast between Abyan and Hadhramout. It is 474 kilometers southeast of the capital city of Sana'a. The governorate is divided into 17 administrative districts with the city of Ataq as its capital.

2.20.1 Map of Shabwah and districts



2.20.2 Demographics

The population of Shabwah is 632,000 across 17 districts.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Dhar	1,212	6,541	6,878	13,419
2. Al-Talh	2,395	6,161	6,559	12,720
3. Jordan	3,443	11,041	10,834	21,875
4. Arma	6,742	6,866	6,852	13,718
5. Usaylan	3,232	20,543	21,685	42,229
6. Ain	824	14,210	15,580	29,790
7. Bayhan	616	31,550	33,343	64,893

8. Merkhah Al Ulya	2,591	21,157	22,295	43,452
9. Merkhah As Sufla	2,591	26,149	28,475	54,624
10. Nisab	2,150	27,942	28,831	56,773
11. Hatib	851	8,363	9,522	17,885
12. Al-Sa'eed	823	23,102	24,005	47,107
13. Ataq	1,300	21,893	27,679	49,572
14. Habban	908	19,529	20,180	39,709
15. Ar Rawdah	2,856	18,265	18,672	36,937
16. Mayfa'a	3,370	27,097	28,738	55,835
17. Rudum	6,680	14,590	16,872	31,462
TOTAL	42,584	305,000	327,000	632,000

2.20.3 Economy

Agriculture, beekeeping, fishing, and fish canning are the most important economic activities in the governorate. Shabwah produces about 2% of the total crops of Yemen, notably fruits and vegetables. The governorate is home to several of Yemen's active oil fields and commercial oil exploitation takes place in the governorate, as does refining in Safer and Bayhan, and oil export from the governorate's Bir Ali terminal. Production is below pre-war levels as some oil companies have suspended production, but it continues.²⁰⁰ The governorate is a domestic tourist destination thanks to its picturesque coastline.

In 2014, grants and central subsidies constituted 98% of Shabwah's total general revenue, while local revenues accounted for only 2%. Local sources of revenue included local shared revenues, leasing government land, selling goods and services, and levying fines and penalties.²⁰¹ These revenues were negatively affected by the war, causing major economic challenges for the governorate. Unlike other oil-producing governorates, Shabwah has not been able to reach a revenue sharing agreement with the central government. Indeed, it is unclear who is receiving the income from the Shabwah oil fields and the exports from Bir Ali, all of which are said to be in the hands of businesses and armed groups affiliated with the internationally recognized Vice President Ali Muhsin.²⁰²

According to the 2014 Household Budget Survey, the poverty rate in Shabwah was 42%. By 2018, the poverty rate in the governorate may have surpassed 80%.²⁰³

²⁰⁰ <https://www.yemenna.com/index.php?go=guide&op=show&link=shabowa>.

²⁰¹ Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

²⁰² <https://lobelog.com/who-will-benefit-from-yemeni-oil-exports/>.

²⁰³ Interview with a member of the Shabwah local council. March 2019.

2.20.4 Local Governance

The local council in Shabwah in theory comprises 17 members and the governor. One seat could not be filled during the 2006 elections. Currently, there are three vacant seats in the council, putting the current number of councilors at 13. Since 2015, the council has been suspended and the governor has taken charge of all council mandates. The executive offices in the governorate are present and functioning normally.²⁰⁴

2.20.5 Access to Basic Services

There are approximately 600,000 people in need of assistance in Shabwah, equivalent to 95% of the population. Forty percent of those in need are in dire need.²⁰⁵

Health services in Shabwah are provided through public hospitals and health centers, which receive limited central government and local authority support, as well as support from international donors. However, the services provided do not meet the needs of the population due to lack of medical staff, meagre financial allocations, and lack of equipment.

With regard to education, 43 schools have been damaged by the war in Shabwah,²⁰⁶ but teachers are being paid regularly.²⁰⁷ Education in Shabwah has been relatively stable.

As for drinking water, 57% of households in Shabwah had access to potable water in 2016/2017.²⁰⁸ The water authority provides water services in the city of Ataq. Sanitation services are lacking in the city and residents rely on traditional methods like cesspits.²⁰⁹

²⁰⁴ Interview with a member of the Shabwah local council. March 2019.

²⁰⁵ OCHA, Humanitarian Response Plan for Yemen 2018.

²⁰⁶ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

²⁰⁷ Economic and Social Development In Yemen Newsletter (Issue No. 30, December 2017) published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

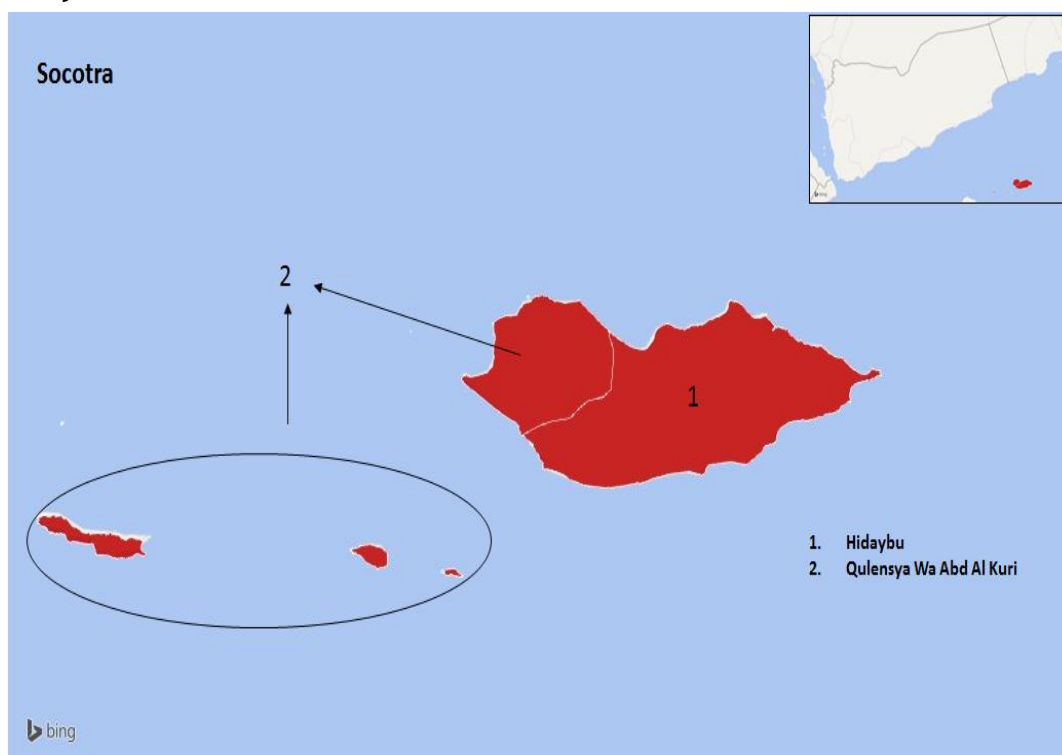
²⁰⁸ OCHA, An overview of the humanitarian needs in Yemen 2018.

²⁰⁹ Interview with one of the members of the local council in the governorate. March 2019.

2.21 Socotra

The Governorate of Socotra is made up of six islands in the Indian Ocean off the Horn of Africa. The archipelago is 350 kilometers to the south of the Arabian Peninsula and consists of Socotra, the biggest island, and the islands Darsah, Samhah, Abdulkuri, Sial Abdulkuri, and Sial Socotra. Socotra was administratively part of Hadhramout until 2013, when it was declared an autonomous governorate, consisting of two districts. Hadibo is the capital of Socotra.²¹⁰

2.21.1 Map of Socotra and districts



2.21.2 Demographics

The population of Socotra is about 65,000 across two districts.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Hadibo	2,729	22,877	27,267	50,144
2. Qalansiya and Abdulkuri	2,761	6,511	8,309	14,819
TOTAL	5,490	29,388	35,576	64,964

²¹⁰ <https://ar.wikipedia.org/wiki>.

2.21.3 Economy

The dominant economic activity in Socotra is fishing and date palm cultivation. Grazing in the mountains and the plateaus sustains animal husbandry on the island. Socotra has unique flora and fauna and is recognized as a UNESCO World Heritage site. The island has long been considered a prime site for tourism, but does not currently have a tourism industry.²¹¹

According to the local authority's 2014 budget, grants and central subsidies constituted 99% of Socotra's total general revenue, while local revenues covered only 1%, largely from local shared revenues.²¹²

According to the 2014 Household Budget Survey, the poverty rate in Socotra was 50%. Local sources claim that the poverty rate surpassed 65% in 2018.²¹³

2.21.4 Local Governance

The governorate used to be administratively part of Hadhramout (Republican Decree 23/1999). Due to its geographical remoteness from the Yemeni mainland and continued demands from the local population for administrative autonomy, Socotra was granted governorate status by President Hadi in 2013. Due to the relatively small size of the governorate and the repeated postponing of elections, there is no local council at the governorate level. However, there are district level local councils in each of the two districts. The governor alone manages the governorate's affairs. In the two districts, the work of the councils has been disrupted since the beginning of the war. The executive offices are present and functioning in Hadibo, but only have a partial presence in Qalansiya.²¹⁴

2.21.5 Access to Basic Services

The UN estimates that there are nearly 30,000 people in need of assistance in Socotra; 20% of them are in dire need.²¹⁵

The archipelago was hit by the tropical storm "Mokono" in 2018, which left a number of people missing and destroyed a number of homes and properties. Hundreds of people were displaced and telecommunications services were cut off in a number of areas on the islands. This led the government to declare Socotra a disaster zone and appealed for help from international organizations for those affected by the storm.²¹⁶

The governorate's population lacks access to basic services, reflecting government neglect during the past decades.

²¹¹ https://www.yemen-nic.info/tourism_site/locations/island/socotra.php.

²¹² Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

²¹³ Interview with a member of the local council in the district of Hadibo, Socotra. March 2019.

²¹⁴ https://www.yemen-nic.info/tourism_site/locations/island/socotra.php. Accessed 19 March 2019; The Arab Centre for Research and Studies, The Forgotten Bliss Island. <http://www.acrseg.org/39272>. Date: 19 March 2019; <https://arabic.euronews.com/2018/05/24/technology-4172579>.

²¹⁵ OCHA, Humanitarian Response Plan for Yemen 2018.

²¹⁶ Golden News website Collapse of the health centers and suffering of the residents of Socotra. <http://golden.news/articles/691/>. Date: 1 April 2019.

There is only one hospital in the governorate – Sheikh Khalifa Bin Zaid Hospital, supported by the Khalifa Bin Zaid Al Nahyan Foundation for Humanitarian Works, based in the UAE. In addition, the governorate has a limited number of healthcare centers that lack medical staff, medicine, and equipment.²¹⁷ The Khalifa Bin Zaid Hospital also suffers from a lack of medical staff and equipment. As a result, those who can afford it travel to other governorates to seek medical treatment, while the majority of the people are left with inadequate care. The situation is deteriorating, given the weakness of government funding for the health sector and a relative absence of funding from international organizations.²¹⁸

No schools or other infrastructure have been damaged by the war, since the governorate is far from the front lines. Moreover, teachers are being paid regularly,²¹⁹ so that education has continued without significant disruption.

As for drinking water, there is a water supply network that provides water to the two districts of Qalansiya and Hadibo. The network was heavily damaged by the “Chaballa” and “Meg” cyclones in 2016, but has since been repaired with Kuwaiti support. In 2019, work was ongoing to improve the water supply network in the governorate. The local authority signed an agreement with the Social Fund for Development in February 2019 to rehabilitate the water supply network in the capital city of Hadibo. Although neither the water supply network nor the sewage network covers all areas of the governorate, officials are working to expand the sanitation network with funding from donors.²²⁰

²¹⁸ Al- Arabi-Al-Jadeed Website: Socotra Suffers a Health Crises as the Typhoon Approaches, 10 April 2017. <https://www.alaraby.co.uk/society/2017/4/9/1>. Date: 1 April 2019.

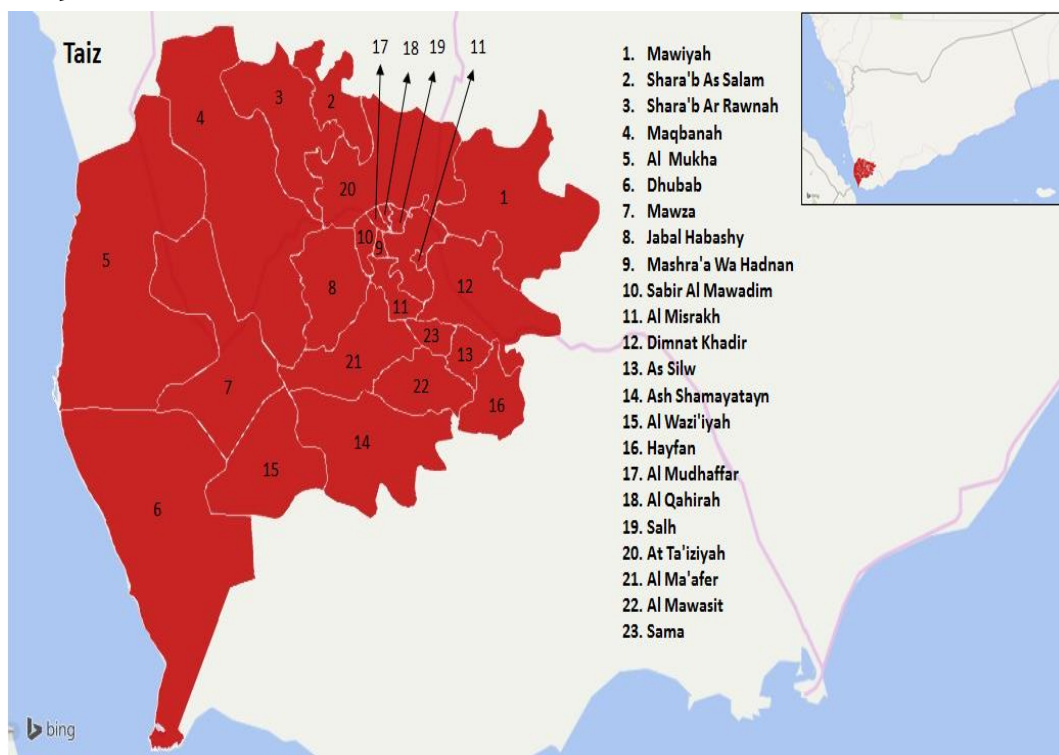
²¹⁹ OCHA, An Overview of the Humanitarian Needs in Yemen 2018; Economic and Social Development In Yemen Newsletter (Issue No. 30, December 2017) published by the Economic Studies and Forecast Sector in the Ministry of Planning and International Cooperation.

²²⁰ Al Mahra Post, the Socotran authority signs an agreement to rehabilitate the water supply network “Hadibo” 4 February 2019. <https://almahrahpost.com/news/9021#.XKIHNFXXKM8>. Date: 1 April 2019. Aden Times Website, Repairs of the typhoon affected water tanks in Socotra, 6 June 2016. <http://aden-time.info/NDetails.aspx?contid=10110>. Date: 1 April 2019. Al Yemen Al Arabay website: Governor of Socotra pays a visit to the water supply and sewage network project in one of the neighborhoods of Hadibo, 17 June 2016. <https://www.alvamanalaraby.com/64563>. Date: 1 May 2019.

2.22 Taiz

The Governorate of Taiz is located in the central and southwestern part of Yemen, 256 kilometers south of the capital city Sana'a along the Red Sea coast overlooking the Bab Al-Mandab. The governorate is the most populous in Yemen and divided into 23 administrative districts, with the city of Taiz as the capital.

2.22.1 Map of Taiz and districts



2.22.2 Demographics

According to official estimates, the population of Taiz governorate is approximately at 3.2 million across 23 districts.

District	Size (km ²)	Population (Female)	Population (Male)	Population (Total)
1. Mawiyah	709	91,570	82,637	174,208
2. Shara'b As Salam	200	77,670	66,947	144,617
3. Shara'b Ar Rawnah	417	106,162	87,482	193,644
4. Maqbanah	1,168	135,768	112,281	248,050
5. Al Mukha	1,617	42,496	42,090	84,586
6. Dhubab	1,557	12,127	12,440	24,566

7. Mawza'a	665	24,330	23,097	47,428
8. Jabal Habashy	309	87,712	70,649	158,360
9. Mashra'a Wa Hadnan	15	17,557	15,228	32,785
10. Sabir Al-Mawadim	202	79,356	67,073	146,429
11. Al-Misrakh	91	71,798	62,034	133,832
12. Dimnat Khadir	460	79,916	69,858	149,774
13. As Silw	89	38,798	26,325	65,123
14. Ash Shamayatayn	918	115,017	84,929	199,946
15. Al Wazi'iyah	439	19,329	16,829	36,157
16. Hayfan	197	57,483	40,695	98,178
17. Al-Mudhaffar	161	110,084	118,041	228,125
18. Al Qahirah	161	96,101	100,823	196,923
19. Salh	161	99,425	102,878	202,304
20. At Ta'iziyah	161	134,711	129,160	263,871
21. Al-Ma'afer	209	82,834	63,955	146,790
22. Al-Mawasit	209	88,203	63,123	151,326
23. Sama	209	31,552	23,425	54,978
TOTAL	10,321	1,700,000	1,482,000	3,182,000

2.22.3 Economy

Taiz has a more diversified economy than most Yemeni governorates. While agriculture and animal husbandry are key economic activities, a significant part of the workforce is engaged in fishing along the Red Sea coast. In addition, there are a number of industrial plants in the governorate, including Al-Barih Cement Factory and a range of light industries. There are also a number of stone, marble, sand, and salt quarries. Taiz is also home to traditional crafts, such as metalsmithing, jewelry making, stonemasonry, and textile and leather production.²²¹

²²¹ Republic of Yemen, Presidency of the Council of Ministers, Governorate of Taiz, 2003-2008, prominent accomplishments for sustainable development, p. 25.

Taiz derived 93% of its total revenue from grants and central subsidies, while local revenues accounted for 7%. The most significant sources of local revenue were local shared revenues, especially from zakat, the sale of goods and services, fines and penalties, and taxes, and goods and services.²²²

Taiz has been on the front lines of the conflict since 2015, with a blockade, regular shelling, and ongoing fighting taking a dramatic toll on a governorate that has long been Yemen's economic heartland. The economy of Taiz was devastated by the war and the basis for local revenue generation has been eroded significantly.

According to the 2014 Household Budget Survey, the poverty rate in Taiz governorate was 41%. After years of ongoing military confrontations, the poverty rate has increased sharply in the governorate.

2.22.4 Local Governance

The local council in Taiz comprises 23 councilors and the governor. However, there are six vacant seats: three councilors have been appointed to other positions, two have passed away, and one has suspended their membership. More broadly, given the ongoing fighting in Taiz, most councilors have left the governorate, so that only four councilors remain inside the governorate. This has disrupted the work of the local council as well as the work of the administrative board. In theory, all tasks of the local authority are now being carried out by the governor, but the governor too is operating outside the governorate due to the volatile security situation and the closure of the administrative headquarters of the governorate. The executive offices are likewise unable to perform their mandates normally.²²³

Taiz has been the longest running and potentially the most deadly frontline of the armed conflict since 2015. Similar to the situation in Aden before August 2019, the situation in Taiz is increasingly complex and fragmented due to the diversity of armed actors who are all competing to control the governorate. Ansar Allah, forces affiliated with President Hadi and the Islah party, Salafi militias supported by the UAE, and Al-Qaeda all operate in the governorate, often at cross-purposes. There is also a plethora of other, smaller forces. This situation has destabilized the governorate's security and prevented the local council or other parts of the local authority from carrying out their mandate.²²⁴

2.22.5 Access to Basic Services

According to OCHA's 2018 Humanitarian Response Plan for Yemen, there were nearly 600,000 people in need of assistance in Taiz (approximately 20% of the population), 65% of whom were in dire need.

In the health sector, the war, the disruption of salaries, and cuts to the operational budget of the governorate have been a source of major challenges to the provision of health services. Many healthcare centers have been closed. There are still a number of hospitals and health centers in operation, but the services they provide are insufficient and do not meet the needs of the population. Most rely on donor

²²² Republic of Yemen, Ministry of Finance, Budget Sector: estimated local authority budget for the 2014 fiscal year.

²²³ Interview with one of the members of the local council, Taiz. 20 March 2019.

²²⁴ Amal Eldeek and others, Pathways for Peace and Stability in Taiz, Yemen: an analysis of conflict Dynamics and Windows of Opportunity, Search for Common Ground, Yemen, 2018, p. 16-17.

support. Due to the decline in health services and a scarcity of clean drinking water, there have been major epidemics of infectious diseases such as cholera threatening the lives of many in the governorate.²²⁵

Taiz has seen the highest number of schools damaged by the war, with at least 334 schools damaged.²²⁶ Teachers were being paid regularly, albeit only in the districts not under the control of the de facto government in Sana'a. Regular salary payments have allowed a measure of continuity and stability in education in some of Taiz's districts, while the disruption has been more severe in others. According to some estimates, 468 out of 1,624 schools in the governorate (28%) have had to close, depriving nearly 250,000 students of education. Some schools have reopened in areas where salary payments for teachers have resumed.²²⁷

As for drinking water, approximately 60% of households in Taiz had access to potable water in 2016/2017.²²⁸ Since 2015, water has been cut off in the city of Taiz and residents rely solely on water tankers for their water needs. The cost of water has doubled, and locals, especially children, have been exposed to waterborne diseases from contaminated tanker water, and from sewage spills and overflows. Moreover, disputes over water have increased by 20%.²²⁹

²²⁵ Ibid., p. 20-21.

²²⁶ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

²²⁷ Amal Eldeek and others, Pathways for Peace and Stability in Taiz, Yemen: an analysis of conflict Dynamics and Windows of Opportunity, Search for Common Ground, Yemen, 2018, p. 19-20.

²²⁸ OCHA, An Overview of the Humanitarian Needs in Yemen 2018.

²²⁹ Tawer Mujtama'ak Organization, Discussion of the Community Needs Assessment in the Water Supply and Sanitation Sector in the City of Taiz, 17 November 2018. <http://www.iysoyemen.org/news/item/555-602> Date: 15 May 2019.

3 Appendix – Funding the Local Authority

The local administration system in Yemen is based on the Local Authorities Law (LAL), Law No. 4 of the year 2000, alongside decrees and executive regulations for the law. It divides Yemen into 22 top-level administrative units, 21 governorates and the capital city region. Local governance is based around the governorate executive offices of the central ministries, elected local councils, and governors that are elected in theory, but have been appointed in practice. The first local council elections in Yemen were held in 2001, followed by the second elections on 2006 that were held jointly with a referendum on constitutional amendments. For additional information on the local authority system in Yemen in law and in practice, please see the following two papers:

- Joshua Rogers (2019) Local Governance in Yemen. Theory, Practice, and Future Options. Berghof Foundation, Berlin. https://www.berghof-foundation.org/fileadmin/redaktion/Publications/Papers/BF_Local_Governance_in_Yemen__2019.pdf
- Academic and Political Activist in Sana'a (2018) Local Revenue and Resource Allocation – Local Governance in Yemen: Challenges and Opportunities. Berghof Foundation, Berlin. <https://www.berghof-foundation.org/nc/en/publications/publication/local-revenue-and-resource-allocation/>

For the governorate mappings, special attention was paid to local revenues. Some background may be helpful.

In terms of funding for the local authority, the legislator specified four sources of revenue (LAL, Article 123).

District independent local revenues are collected by each district within the boundaries of the district for its own benefit. These include 27 types of revenue and include a share of zakat and a number of local taxes and fees.

Shared local revenues consist of 28 types of revenue, including a share of zakat and local taxes and fees that are collected by the districts and transferred to the shared revenue fund of the governorate. Shared local revenues are allocated to the districts by the administrative board of the local council according to the following formula: 25% for the district that collects the revenue, 25% for the governorate, and 50% shared equally between the remaining districts in the governorate (Executive Regulations, Article 239). Local shared revenues are an important source of funding in many governorates.

Common public revenues are collected by the central government on behalf of the local authority, such as fees imposed on travel tickets, consumption fees on oil derivatives, and 30% of revenues of three special funds: The Adolescence and Youth Fund, Fisheries and Agriculture Promotion Fund, and the Highway Maintenance Fund.

Central Subsidies are annual allocations by the central government to support the local authority. By law, the height of central subsidies for each governorate is proposed by the Ministers of Finance, Local Administration, and Planning and agreed by the Council of Ministers (Executive Regulations, Article 240).

The Council of Ministers allocates common public revenues and central subsidies to the governorates and districts based on a proposal by the Ministry of Local Administration and the Ministry of Planning and International Cooperation. By law, the allocation should be based on the following criteria: population density, availability of local revenues in the administrative unit, level of economic and social development, poverty rate, efficiency of performance of the local authority in revenue collection, sound spending, and any other basis set forth by the Council of Ministers (Executive Regulations, Article 241).

In general, local authority revenues depend on the general economic situation in each governorate and hence have been adversely affected by the war, especially in the governorates with active fighting. All governorates struggle with inflation, an absence of investment, migration of the private sector abroad, and external controls on imports.

During the first three years of the war (2015-2017) there was no government budget on both sides of the conflict (Sana'a and Aden). In 2018, the government of Prime Minister Ben Dagher under President Hadi announced a budget similar to that of 2014. However, central government support and shared public revenues have fallen everywhere, negatively affecting the performance of the local authority in most governorates. Local councils have suspended their activities and are often unable to provide basic services to the people.