



**REPUBLIC OF YEMEN**  
The National Commission to Investigate  
Alleged Violations to Human Rights

# Thirteenth Periodic Report

on the Work of the National Commission to  
Investigate Alleged Violations to Human Rights

From August 1, 2024 to July 31, 2025

## EXECUTIVE SUMMARY

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## EXECUTIVE SUMMARY

The release of this report, covering the period from August 1, 2024 to July 31, 2025, comes more than ten years since the outbreak of the armed conflict in Yemen and after the Houthi group took control of the capital Sana'a and the intervention of the Coalition Forces in support of the Yemeni legitimate government.

This report complements the previous reports issued by the National Commission to Investigate Alleged Violations to Human Rights, (hereinafter the Commission) and is an integral part of them. During the period covered in this report the security situation has relatively improved due to the truce declared by the Special Envoy of the Secretary-General for Yemen (UN Envoy), approximately three years ago, which has continued to hold. Most confrontation fronts have witnessed relative calm, a noticeable cessation of military operations and clashes, and a significant decrease in the number of casualties, both combatants and civilians.

The cessation of the Arab Coalition's air operations in support of the legitimate government also reduced the tension and permitted the establishment of diplomatic contacts which resulted in the absence of any new violations attributed to the Coalition during the reporting period. On the political level, the change that took place after the appointment of a new Prime Minister on May 3, 2025 enabled the Council of Ministers to resume its meetings regularly and revived some optimism among the population aspiring to see the government working to establish law and order, protect its citizens, provide public services like opening roads, education and healthcare and manage the country's resources and economy to alleviate poverty and deprivation.

On the security level, the relative calm that prevailed in the areas controlled by the legitimate government and its affiliated agencies is fragilized by the lack of a unified leadership whose authority is accepted and respected by the different security agencies in all governorates of the country. Some security agencies working

in the liberated governorates have continued to operate in a semi-independent manner of any government oversight. The lack of coordination between these agencies often leads to abuses and violations of the citizens' rights and freedoms, including arbitrary arrest, enforced disappearances, torture, and restrictions on freedom of movement, in addition to a number of attacks on the right to freedom of opinion and expression. Detainees are often placed in overcrowded prisons and detention centres, for long durations, without benefiting from the due process of law and timely appearing before the judicial authorities.

On the other hand, the situation in the areas under control of the Houthi group remains of serious concern. The Houthi group has tightened its control over all security agencies and imposed its ideology and sectarian oriented policy in the administration of justice, education, and all other aspects of life. Recruitment in any public function is based on the degree of loyalty and devotion to the Houthi group's teaching, regardless of the experience, knowhow and professionalism. This approach led to appointing decision-makers with no experience and to eliminating all opponents and activists among workers in national and international civil society organizations.

During the period covered by this report, while military confrontations between the legitimate internationally recognised government and the Houthi Group came practically to a halt, abuses and violations of citizens' rights in the Houthi controlled areas did not improve. The Commission has recorded and partly investigated numerous cases of arbitrary arrest, enforced disappearances, and torture to death of activists, journalists, and employees of UN agencies, embassies, and local and international organizations. The victims are often accused of espionage, collaboration, undermining Houthi authority and security, weakening the military and the economy and establishing spy networks for foreign countries hostile to the Houthis. The number of those detained on these pretexts, documented by the Commission, during the peri-

od covered by this report, is on increase. On the economic level, overall economic outlook in Yemen remains bleak. There is an increase in poverty rates, and a deterioration in all services, including health and education, water and electricity and road maintenance, in addition to rampant inflation and duplication of the Riyal (besides the official government Riyal, the Houthi Group is printing its own Riyal) and the rapid loss of its value. There is however some limited breakthrough in road openings for travel between cities, which has contributed to some alleviation of the suffering endured by citizens in their travels. However, the issue of closed roads and restriction of freedom of movement remains one of the most significant economic and social challenges, negatively impacting the economic, social, and humanitarian situation in Yemen.

## Monitoring and Documentation Activities

During the reporting period, the Commission followed a mechanism of direct and indirect communication with the ministries and security, military, and administrative institutions affiliated with the internationally recognized government and the areas controlled by the Houthi Group. The Commission sent out memoranda to the concerned authorities of both parties to the conflict inquiring about the incidents attributed to their respective security agencies and their internal accountability measures in use. The commission recorded an important rate of reply from the agencies affiliated to the legitimate government while the Houthi Group does not reply to any communication from the Commission. During the reporting period, the Commission's teams and field monitors were able to follow on and document more than **3,003** alleged cases of violations in various governorates of the Republic. More than 36 types of human rights violations were identified, engendering **3,766** victims of both sexes. The accrued the number of violations monitored and documented by the Commission from

January 2016 until the issuance of this report amounted to **32,953** incidents, with a total number of **67,538** victims.

During the period covered by this report, the Commission heard from more than **13,192** witnesses, informants, and victims, and reviewed approximately **7,768** documents and testimony related to the investigated incidents.

The Commission has addressed in this report a number of categories of human rights violations of international humanitarian law and international human rights law, with special focus on killing and injuring of civilians, child recruitment as soldiers and violations of child rights, the use of anti-personnel mines, targeting medical facilities and the Red Crescent, forced displacement, extrajudicial killing, arbitrary arrests and detention outside the due process of law, forced disappearances, torture and ill-treatment, targeting places of worship and educational institutions, imposing siege and starvation of civilians, abuses and violations related to Women.

The Commission investigation work has brought to light a pattern of evolution of incidents showing a general decrease in violations of international humanitarian law due to the cessation of hostilities since the announcement of the truce and an increase in violations of international human rights law due to, on one hand, the fragility of the state institutions and lack of coordination among them and the other hand, the determination of the Houthi Group to continue persecuting and annihilating any opposition to its hegemonial project.

A new international development related to international law of armed conflicts and international humanitarian law emerged after the 7 October 2023 events in Gaza, when the US and British forces attacked Houthi sites in response to the Houthi attacks against international maritime navigation; and the Israeli raids against Sana'a Airport, destructing a total of eight aircraft, damaging the airport buildings and houses in the surrounding area and putting the runway out of service in addition to the bombing and destruction of the Amran Cement Factory in



Amran Governorate. The consequences of these attacks have inflicted additional misery and suffering to the civilian population. Details will be reported in due course when the Commission would have finished its investigation.

## Challenges

The period covered by this report is considered one of the most challenging for human rights in Yemen. Despite the Commission's efforts to investigate and document, effective national tools have not yet been implemented to address violations or provide the necessary support to victims, including redress and compensation. After a decade of conflict, the Commission faces a growing sense of despair among large segments of victims and witnesses. This has eroded their confidence in the effectiveness of reporting and cooperation with investigative and justice mechanisms, and has led to their reluctance to speak out and document. This is due to their feeling that the documentation, monitoring, and investigation procedures currently being implemented are not bringing about real change, given the absence of any tangible progress in the paths of justice, holding violators accountable, redressing harm, or providing material or moral compensation.

The continuation of the armed conflict in Yemen is a major factor in the escalating deterioration of the economic situation and the weakness of services in all regions of the Republic impacting economic and social rights (the right to food, health, and work). This poses a systematic challenge for the Commission in establishing a direct link between certain economic policies (such as the monetary rift or withholding salaries) and the harm inflicted on civilians and the accountability issue.

The Commission reminds that the challenges and difficulties previously underlined in its past periodic reports are an integral part of the challenges and difficulties pointed out in this report.

## Recommendations:

The Commission presents in this report a number of general recommendations, as well as recommendations directed at each party to the conflict and other stakeholder.

### A. Recommendations to All Parties to the Conflict:

1. Implement all recommendations made by the Commission in its previous periodic reports and the report on prisons and detention centres in Yemen.
2. Commit effectively to a cessation of all military operations and attacks that affect civilians and vital facilities, and work diligently to establish a lasting peace based on respect for human rights throughout Yemen.
3. Take all practical measures to ensure the protection of fundamental rights and freedoms for all citizens and provide a safe environment for civilians without any discrimination or exception.
4. Refrain from committing all violations, and specifically the serious ones, such as extrajudicial killings, arbitrary arrests, and enforced disappearances. Immediately and unconditionally release all detainees and those forcibly disappeared, and ensure that those proven responsible are brought to justice.
5. Strengthen reporting and accountability mechanisms for human rights violations and facilitate full cooperation with the Commission at all stages of its work and field missions.
6. Ensure the protection of the most vulnerable groups, especially women, children, and persons with disabilities, and provide them with care and psychosocial support services.

### B. Recommendations to the Yemeni Government:

1. Continue efforts to strengthen the rule of law and ensure the independence of the judiciary, halt arbitrary arrests and enforced disappearances, expedite the adjudication

of detainee cases, and ensure they receive fair trials in accordance with national law and international conventions ratified by Yemen.

2. Activate the role of revenue-generating institutions (oil, gas, customs, taxes) and distribute revenues fairly to pay the salaries of all civil service and social security employees, members of the armed forces, security forces, the judiciary, and all government agencies throughout Yemen, as a primary means of alleviating human suffering and ensuring that citizens enjoy their minimum basic rights.
3. Place all security and military formations under central oversight, integrate all security and military formations under the command and control of the Ministries of Defence and Interior, and place all detention centres affiliated with them, particularly in Aden, Hadramout, the West Coast, and Marib, under full and immediate judicial oversight.
4. Engage positively with the demands of citizens protesting the deteriorating state of services and economic and social rights, particularly the Women's Revolution, and facilitate and protect the exercise of the right to demonstrate, assemble, and peacefully express themselves.
5. Remove any restrictions that limit the effectiveness and contribution of civil society working in all areas of development, relief, and aid, especially women's organizations, and encourage local and international organizations and UN agencies that have relocated their headquarters to the interim capital, Aden, to implement their projects smoothly and safely.

### **C. Recommendations for the Arab Coalition Supporting Legitimacy:**

1. Continue working with the legitimate government to rebuild and unify the state's security and military institutions, strengthen the role of the state and the presence of its institutions in all regions, and support comprehensive national reconciliation efforts based on

respect for human rights.

2. The Coalition's Joint Incident Assessment Team (JIAT) should fully and publicly continue publishing the results of its investigations into airstrikes that resulted in civilian casualties.

### **D. Recommendations to the Houthi Group:**

1. Respect the truce and immediately cease all forms of violations against civilians and infrastructure, ensuring a ceasefire as a fundamental step to building confidence and engaging in the peace process.
2. Completely refrain from recruiting and using children in hostilities, return and rehabilitate all underage recruits, stop ideological mobilization and the use of the education system and summer camps to spread hate speech and recruit and mobilize children ideologically and militarily, and withdraw all sectarian amendments introduced to school curricula, as they constitute a violation of children's right to education and protection.
3. Lift the siege on Taiz by restoring the pumping of water, which has been halted for 10 years, from government water basins to the reservoirs of the General Water Corporation in Taiz City, opening the remaining closed main roads, and removing the mine networks surrounding the city.
4. Provide detailed maps on mine-planting areas to the United Nations and relevant authorities, and to adhere to a specific timetable for their removal, with priority given to populated areas, agricultural lands, and water sources.
5. Immediately rescind all punitive economic measures targeting citizens, businesses, and the private sector in other areas, including: banning the circulation of the national currency issued by the Central Bank of Aden, lifting the ban lists ("blacklists") imposed on companies, traders, and importers, and halting the use of the "Zakat" system as a tool for illegal and discriminatory collection.
6. Immediately release all detainees, includ-

ing women, journalists, activists, religious minorities, Baha'is, and businessmen.

7. Rescind all systematic restrictions on women and policies and circulars that impose discriminatory restrictions on women, including the requirement of a "mahram" (a male relative with whom marriage is forbidden) for movement between cities or travel, and restrictions on work in humanitarian organizations and civil society.

#### **E- Recommendations to the International Community:**

1. Providing further technical and financial support to the Commission to enhance its capacity to monitor and document violations independently and effectively, and implementing Human Rights Council resolutions related to supporting the Commission.
2. In order to effectively implement the Human Rights Council resolution (A/HRC/RES/57/37), it is recommended that the OHCHR introduces a line in its annual budget for the purpose of providing assistance to the Commission.
3. Secure the navigation in the Red Sea and incorporate the protection of civilians in Yemen as an integral part of the strategy of the international community.
4. Continuing diplomatic pressure by all possible means for the immediate and unconditional release of UN and international organization staff detained in areas controlled by the Houthi group.
5. Support efforts to restore the state and strengthen its presence throughout the Republic of Yemen.



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A national mechanism for monitoring and investigating allegations of human rights violations committed on the territory of the Republic of Yemen by all parties established by the Republican Resolution No. (140) for 2012 and its amendments, based on the texts of the Gulf Initiative and its executive mechanism, and Security Council Resolution No. 2051 of 2012 and Resolution No. "2140" for 2014 and other related Human Rights Council resolutions.