I. BACKGROUND INFORMATION

Yemen is a State Party to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol [hereinafter jointly referred to as the 1951 Convention]. Yemen is not a State Party to either the 1954 Convention relating to the Status of Stateless Persons or the 1961 Convention on the Reduction of Statelessness, despite having pledged accession to these instruments in 2011. Yemen is Party to most of the international human rights treaties, except, for instance, the Convention on Enforced Disappearances or the Optional Protocol to the Convention against Torture. In addition, Yemen is bound by the norms and customs of international humanitarian law, including Common Article 3 of the 1949 Geneva Conventions and the Protocol Additional to the Geneva Conventions of 12 August 1949 and relating to the Protection of Victims of Non-International Armed Conflicts (Optional Protocol II) that Yemen ratified in 1990, as applicable to the situations of armed conflict ongoing in the country since 2014.

Military confrontations between the National Salvation Government of the Republic of Yemen (NSG), which undertakes de facto state functions and responsibilities in Northern Yemen, and the forces of the internationally recognized Government under the command of President Hadi with support from the Saudi-led Coalition have plunged the country into a catastrophic humanitarian situation. The ongoing fighting is characterised by rapidly shifting frontlines, blurring territorial divisions and control, generally resulting in widespread displacement, psychosocial trauma, economic deprivation and a number of other deleterious consequences.

After almost four years of intense hostilities, the effects of the conflict have devastated the already fragile socio-economic situation and turned Yemen into the world’s largest humanitarian crisis with looming famine, cholera, diphtheria and insecurity aggravating the widespread deprivation, poverty and lack of access to vital services. Moreover, instances of indiscriminate attacks and of targeting civilian objects and civilians not taking direct part in hostilities have resulted in high numbers of civilian casualties, including refugees, asylum-seekers and migrants. According to UN reports, fighting during 2015-2017 caused more than 5,000 civilian deaths, including almost 1,200 children, and more than 8,500 civilian injuries. In addition, the conflict has produced over 94,000 Yemeni refugees in neighbouring countries, and continues to fuel internal displacement that has already affected close to 2.9 million persons.

Moreover, as of February 2018, Yemen hosted 271,347 refugees, the majority of whom were Somalis (256,256). Approximately 43,000 refugees live in Sana’a and Northern governorates. Around 18,000 refugees live in the Kharaz refugee camp in the Southern Lahj Governorate. Northern Yemen also hosts 8,658 asylum-seekers, the majority of whom are Ethiopians (7,219). Southern Governors host more than 78,000 asylum-seekers. Furthermore, estimates also

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indicate that an average of approximately 100,000 persons per year arrive in Yemen in mixed migration flows from countries in the Horn of Africa, despite the ongoing conflict and the lack of protection space in the country.

Access to asylum procedures in Yemen is restricted. The civil war has also resulted in the enforcement in practice of two parallel asylum regimes that bear pre-conflict limitations, in particular, the lack of national refugee-specific legislation and the absence of a refugee status determination (RSD) procedure. At the request of the NSG in 2016, UNHCR agreed to transfer responsibility for registration and RSD to the NSG, a process which is still ongoing but nearing completion. Registration of Somalis (conducted by NSG) as well as registration of non-Somalis and RSD (conducted by UNHCR) have all been suspended in the North since 2016. The NSG has repeatedly affirmed that it has withdrawn prima facie recognition for Somalis. In the South, Somalis continue to enjoy prima facie recognition and the authorities continue registration of Somalis. UNHCR carries out registration and RSD under its mandate for all other asylum-seekers.

II. ACHIEVEMENTS AND POSITIVE DEVELOPMENTS

Positive developments linked to 2\textsuperscript{nd} cycle UPR recommendations

Linked to 2\textsuperscript{nd} cycle UPR recommendation no. 115.154: “Build legislative and organizational capacities and support the capacity-building processes in public agencies, concerned with asylum and immigration.” (Saudi Arabia)

UNHCR commends the efforts made by the Government of Yemen to respond to the protection needs of refugees and to provide humanitarian assistance to refugees and internally displaced persons (IDPs). Furthermore, UNHCR appreciates the collaboration of authorities in Yemen in relation to extending services to refugees and asylum-seekers and registering Somali refugees. UNHCR stands ready to deepen its collaboration for the benefit of IDPs and other persons under its mandate throughout the country.

KEY PROTECTION ISSUES, CHALLENGES AND CONSTRAINTS

Challenges linked to outstanding 2\textsuperscript{nd} cycle UPR recommendations

Issue 1: Absence of a National Refugee Protection Framework

Linked to 2\textsuperscript{nd} cycle UPR recommendation no. 115.154: “Build legislative and organizational capacities and support the capacity-building processes in public agencies, concerned with asylum and immigration.” (Saudi Arabia)

The Government has not yet incorporated its obligations under the 1951 Convention into national refugee-specific legislation. Asylum-seekers may be required to undergo HIV/AIDS testing as a precondition for accessing asylum procedures, which poses particular problems for persons with HIV/AIDS. The ongoing conflict, insecurity, limited public services and economic degradation pose considerable challenges for the protection of refugees and asylum-seekers in Yemen. Furthermore, authorities responsible for managing the coastline border remain underresourced and require significant material and technical support to properly secure the coastline against increasingly blatant smuggling and trafficking activity targeting new arrivals, to mount
effective search and rescue operations where new arrivals are lost at sea, as well as to ensure that new arrivals are able to enjoy their right to seek asylum.

**Recommendations:**
UNHCR recommends that the Government of Yemen:

- (a) Develop and adopt national refugee legislation, ensure unrestricted access to asylum, and establish fair and efficient RSD procedures in line with the 1951 Convention;
- (b) Commit to uphold the rights of persons living with HIV/AIDS according to relevant provisions of international law, human rights law and Yemeni domestic law;
- (c) Enhance awareness among local authorities, including military and police, on the rights of refugees and asylum-seekers and the validity of their documentation; and
- (d) Accede to the 1979 Search and Rescue Convention and ensure rescue-at-sea operations are consistent with international law and guarantee access to asylum.

**Issue 2: Protection of Internally Displaced Persons**

**Linked to 2nd cycle UPR recommendation no. 115.157:** “Continue to promote and protect effectively, in law and in practice, the human rights of women and of internally displaced persons.” (Colombia)

In a situation where there are already over 2 million IDPs, the recent uptick in fighting in the Western part of the country and around the strategic port city of Hudaydah continues to fuel displacement. The number of persons displaced in relation to the intensification of the conflict in Hudaydah has already reached an estimated 230,000 persons and is expected to rapidly increase in the Northern and Southern Governorates. At the same time, the intensive fighting and shifting frontlines raise major difficulties for civilians to leave conflict-affected areas, thus leading to family separations and the marginalization of the elderly and persons with disabilities. Over 88% of IDPs have been displaced for more than a year with 27% of them living in deplorable circumstances in collective centres and spontaneous settlements with very little access to basic services. In addition, the approximately 1 million IDPs who have returned to their governorates of origin face serious challenges in rebuilding their lives as their homes and possessions are likely to have been destroyed or damaged during the conflict. Furthermore, damage to infrastructure, the presence of landmines and unexploded ordinances in return areas or in areas where fighting is ongoing, the lack of public services, the weakened economy and rampant inflation have left many Yemenis short of means to secure decent livelihoods. This predicament is aggravated by the enforcement of the aerial and naval blockade imposed on Yemen since November 2017 which has prevented the delivery of life-saving humanitarian goods and services needed by more than 21 million people (82%) in the country. Reports indicate, for instance, that many IDPs resort to ever more extreme negative coping mechanisms, including forcing children into begging, child labour, and early or forced child marriages. In parallel, statistics point to an increase in requests by IDPs for psychosocial support to cope with the unremitting effects of the conflict on their lives.

While the National IDP policy was formally adopted in 2013 by Cabinet Decree, its effective implementation has been significantly slowed down by the internal context.

**Recommendations:**
UNHCR recommends that the Government of Yemen:
(a) Undertake to implement an IDP protection roadmap, that clearly defines Government responsibilities to address the protection, human rights and humanitarian challenges faced by IDPs and IDP returnees;
(b) Strengthen processes for the issuing civil documentation to IDPs, and carry out awareness campaigns to enhance knowledge amongst IDPs of their human rights and their right to access public services;
(c) Ensure IDPs enjoy freedom of movement throughout the country on an equal basis and without discrimination;
(d) Ensure that all parties to the conflict protect the civilian population and civilian objects as well as medical installations and personnel against attacks; and
(e) Take measures to ensure that persons who are displaced in relation to the conflict have access to shelter, hygiene, health, safety and nutrition, in accordance with international human rights and humanitarian law, including Optional Protocol II.

Additional protection challenges

Issue 3: Trafficking, smuggling and sexual-based violence

Prolonged conflict and insecurity have also facilitated the proliferation of trafficking and extortion networks targeting new arrivals of migrants and asylum-seekers, particularly from countries in the Horn of Africa. Women and children are at heightened risk of sexual violence and trafficking.

Yemen’s response to the problems posed by trafficking and smuggling is limited in the absence of a national plan to prevent and punish trafficking or functioning regional agreement on ensuring the protection, security and assistance of victims. The Government also lacks identification and referral mechanisms to respond to child trafficking and care arrangements or rehabilitation services for children victims of exploitation, abuse, or torture. Children and women arriving at the coast of the Arabian and Red Seas are at risk of trafficking and smuggling when they move irregularly into Saudi Arabia. Kidnappings for ransom are frequent and occur in a climate of impunity that discourages asylum-seekers and migrants from seeking the authorities’ protection. The number of incidents of sexual and gender-based violence (SGBV) reported by refugees and asylum-seekers has increased. In 2017, UNHCR identified and provided assistance to 262 refugee and asylum-seeking victims of rape and domestic violence. Victims are particularly exposed to stigma, while the weak prosecution of perpetrators builds a perception of impunity amongst victims and reluctance to complain. Moreover, Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI) asylum-seekers and refugees are particularly affected by ostracism and intolerance. Additionally, Somali refugees continue carrying out harmful practices such as female genital mutilation (FGM) and early marriages.

Recommendations:
UNHCR recommends that the Government of Yemen:
(a) Accede to and implement at national level the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children and the Protocol against the Smuggling of Migrants by Land, Sea and Air;
(b) Strengthen regional cooperation with countries of origin, transit and destination including on trafficking and smuggling issues, data sharing and good practices;
(c) Adopt a national plan of action to combat trafficking and smuggling, and raise national awareness of the risk of trafficking, with the support of specialized agencies;
(d) Provide protection for victims of trafficking and SGBV and ensure their access to medical, social, rehabilitative and legal services, as well as access to asylum procedures, where relevant; and
(e) Conduct prompt, impartial and effective investigations into all allegations of trafficking, smuggling and SGBV and ensure perpetrators are brought to justice and punished with penalties appropriate to the nature of their crimes.²

Issue 4: Detention of Asylum-Seekers

Large numbers of migrants, asylum-seekers and refugees, in particular non-Somalis, are at high risk of indefinite and arbitrary detention on security grounds, or pending arrangements for their registration and/or renewal of expired documentation. They may be arbitrarily and unlawfully held in both official and unofficial detention centres, sometimes indefinitely and incommunicado, where evidence indicates that a wide range of human rights violations routinely occur, including enforced disappearances, torture or other ill-treatment. Refugee and asylum-seeking children are also detained in facilities designed for adults where they lack basic procedural safeguards as well as appropriate care and assistance. Although UNHCR has established a detention monitoring mechanism to identify and register persons in need of international protection, access to these detention places is not consistent. Furthermore, a number of sources indicate that authorities in Yemen may have conducted summary deportations from unofficial detention centres, without adequate safeguards to prevent possible cases of refoulement.

Recommendations:
UNHCR recommends that the Government of Yemen:
(a) Ensure that detention of asylum-seekers is never secret, and used only exceptionally as a measure of last resort, on lawful grounds and for a legitimate purpose, in accordance with international standards while giving priority to the application of alternative measures;
(b) End the detention of asylum-seeking, refugee or migrant children and provide them with appropriate protection and assistance in juvenile centres;
(c) Ensure individual procedural guarantees to detained persons without discrimination immediately upon their detention, including respect for the principle of non-refoulement; and
(d) Ensure that UNHCR and its implementing partners have unhindered access to any place of deprivation of liberty, including immigration detention centres.
(e) Commit to guaranteeing that refugees and asylum-seekers will not under any circumstances be summarily deported and ensure full respect for the principle of non-refoulement.

UNHCR,
July 2018

ANNEX

Excerpts of relevant Recommendations from the 2nd cycle Universal Periodic Review and Concluding Observations from UN Treaty Bodies

YEMEN

We would like to bring your attention to the following excerpts from the 2nd cycle UPR recommendations and UN Treaty Monitoring Bodies’ Concluding Observations relating to issues of interest and persons of concern to UNHCR with regards to YEMEN.

I. Universal Periodic Review (Second Cycle – 2014)

<table>
<thead>
<tr>
<th>Recommendation</th>
<th>Recommending State/s</th>
<th>Position</th>
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<tr>
<td><strong>Children in armed conflict</strong></td>
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<tr>
<td>115.60 Further increase efforts in order to totally eradicate the recruitment or use of children by armed forces and armed groups.</td>
<td>Italy</td>
<td>Supported</td>
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<tr>
<td>115.61 Ensure the safety of children in particular through taking steps to protect them from taking part in armed conflicts.</td>
<td>Eritrea</td>
<td>Supported</td>
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<tr>
<td>115.62 End the recruitment and use of children in armed forces as a matter of priority by the government forces and the opposition armed groups and to release those who have already been recruited.</td>
<td>Slovenia</td>
<td>Supported</td>
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<tr>
<td><strong>Sexual and Gender Based Violence (SGBV)</strong></td>
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<tr>
<td>115.71 Continue its efforts to build capacity in the field of gender-based violence within the police and other authorities and that the United Nations Security Council resolution 1325 agenda is included in such capacity-building efforts.</td>
<td>Sweden</td>
<td>Supported</td>
</tr>
<tr>
<td>115.72 Take measures to protect women and girls from domestic violence and to ensure that acts of such violence are fully investigated and those responsible are held accountable.</td>
<td>Lithuania</td>
<td>Supported</td>
</tr>
<tr>
<td>115.73 Step up efforts to put an end to discriminatory practices, such as FGM, and criminalize marital rape and domestic violence.</td>
<td>Spain</td>
<td>Supported</td>
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<tr>
<td><strong>Refugees, asylum-seekers and IDPs</strong></td>
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<tr>
<td>115.138 Continue to strengthen regional and international cooperation in order to balance the provision of humanitarian assistance and socioeconomic development among the</td>
<td>Somalia</td>
<td>Supported</td>
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II. Treaty Bodies

Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict

Concluding observations, (26 February 2014), CRC/C/OPAC/YEM/CO/1

Data collection
14. The Committee notes with concern the absence of data on all areas covered by the Optional Protocol, in particular on the number of children recruited or used in hostilities and those that have been demobilized and reintegrated into society.

15. The Committee recommends that the State party establish a data collection system in order to ensure the systematic collection and analysis of data on children, disaggregated inter alia by age, sex, geographical area and socioeconomic background and covering all areas of the Optional Protocol, and that it seek the assistance of relevant United Nations agencies and programmes, including the United Nations Children’s Fund (UNICEF), in this regard.

Recruitment and use of children by pro-Government tribal militias and armed groups
24. The Committee is deeply concerned that pro-Government tribal militias and armed groups are directly involved in and rely on the recruitment and use of children in hostilities. It is particularly concerned that, in 2011, children represented approximately 15 per cent of the recruits of the pro-Government tribal militias. Those recruits included girls, who were used to gather intelligence, cook or carry detonators, as reported by the Secretary-General in his report on children and armed conflict (A/65/820-S/2011/250, para. 197).

25. The Committee reminds the State party of its primary responsibility under international law, and in particular the Optional Protocol, to prevent the recruitment of children and their use in hostilities and other human rights abuses by pro-Government tribal militias and armed groups, as these militias and groups are being supported by or are allied with the State party. It urges the State party to:

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<tr>
<td>115.154 Build legislative and organizational capacities and support the capacity-building processes in public agencies, concerned with asylum and immigration.</td>
<td>Saudi Arabia</td>
<td>Supported</td>
</tr>
<tr>
<td>115.156 Continue to build up its engagement with its international and regional partners in order to better assist transiting refugees and migrants.</td>
<td>Philippines</td>
<td>Supported</td>
</tr>
<tr>
<td>115.157 Continue to promote and protect effectively, in law and in practice, the human rights of women and of internally displaced persons.</td>
<td>Colombia</td>
<td>Supported</td>
</tr>
</tbody>
</table>
(a) Prohibit any military, financial or logistical support being provided to pro-Government tribal militias and armed groups, which allegedly recruit or use children in hostilities or commit other human rights abuses;
(b) Carry out screening to identify all children recruited by pro-Government tribal militias and armed groups, ensure their release and provide them with adequate support for their recovery and reintegration;
(c) Conduct investigations and prosecute and punish perpetrators.

Recruitment and use of children by non-State armed groups
26. The Committee welcomes the pledge made by the Al-Houthi armed group to bring to an end the grave violations committed against children, release the children within its ranks and reintegrate them into civilian life, following the visit of the Special Representative of the Secretary-General for Children and Armed Conflict in November 2012. However it expresses deep concern about the continuous recruitment and use of children in hostilities by this group to, inter alia, man checkpoints or combat pro-Government tribal militias. It is further concerned that children’s involvement with Al-Houthi is accepted by their family members and local communities in areas controlled by the armed group, as such involvement is perceived, including by children, as an obligation to protect the land and the family.

28. The Committee expresses its deep concern about the continuous recruitment and use of children in hostilities by the Ansar al-Sharia armed group. It is very concerned at reported instances of boys being recruited so they can be sexual exploited and abused, and at cases of sexual violence, including rape, against girls who have been forced into marriage with members of Ansar al-Sharia.

29. The Committee reminds the State party of its obligations under the Optional Protocol to take all the necessary measures for the release of children associated with non-State armed groups, and to ensure the recovery and reintegration of these children and the inclusion of the prohibition of the recruitment of children and their use in hostilities in all peace or ceasefire negotiations and agreements with armed groups, in line with the operational guidelines on addressing children’s issues in peace agreements (see A/68/267, paras. 81–87). It also urges the State party to take specific and firm measures to ensure that cases of sexual violence against children and sexual exploitation and abuse, as well as other human rights abuses, are promptly investigated and that the perpetrators are prosecuted and punished.

Committee on the Rights of the Child
Concluding observations, (25 February 2014), CRC/C/YEM/CO/4

Right to life, survival and development
33. The Committee expresses its serious concern about the cases of children who have been sentenced to death and executed in the State party, including a girl who was 15 years old at the time of committing a crime and who was executed in 2012. Notwithstanding the moratorium on the death penalty and the establishment of the Specialized Forensic Technical Committee in
2013, the Committee is concerned by the 33 cases of children who have already been sentenced to the death penalty, three of which sentences were approved by the former President. It further expresses its serious concern at the high risk faced by children in conflict with the law, in particular more than 150 children at risk of being sentenced to death due to, inter alia, the low levels of birth registration, non-guarantee of fair trial standards and the lack of clear technical criteria to determine the age of juveniles in conflict with the law.

**Birth registration**

37. The Committee is deeply concerned that, although birth registration is free of charge, very low levels of birth registration persist in the State party. It is also concerned at the lack of reporting and monitoring of births taking place in homes, in particular in rural areas, as well as at corruption linked to birth registration, as illegal fees are requested and birth certificates are also counterfeited.

38. The Committee reiterates its previous recommendations (CRC/C/OPSC/YEM/CO/1, para. 32) and strongly urges the State party to ensure the registration of all births, including by raising awareness among government officers, midwives, doctors, community and religious leaders and establishing civil registration mechanisms in hospitals and a registration and monitoring mechanism of births taking place in homes. It also recommends that the State party take appropriate measures to tackle corruption, inter alia, by identifying and sanctioning those responsible for charging illegal birth registration fees and for counterfeiting birth certificates.

**Nationality**

39. The Committee is concerned at a discriminatory provision against children with disabilities contained in article 4 (b) of the Nationality Act No. 6 (1990), according to which one of the prerequisites for children born in the State party to foreign parents to acquire Yemeni nationality, once they have attained majority, is not to have a disability.

40. The Committee urges the State party to repeal any discriminatory provisions against children with disabilities in the National Act No. 6 (1990), in particular article 4 (b), and ensure that all children without discrimination of any kind have the right to acquire nationality.

**Asylum-seeking and refugee children**

75. The Committee notes the efforts of the State party to address the situation of refugee and asylum seekers, in particular Somalis and Ethiopians. However, the Committee is concerned that legal status of refugees and asylum seekers is governed by decrees and legal provisions that are applied inconsistently and in an ad hoc manner. It is further concerned at:

(a) The high number of unaccompanied children and/or children separated from their families who arrive to the State party in mixed migration flows, and the absence of a mechanism to provide protective measures, including the appointment of guardians;
(b) The detention of refugee and asylum-seeking children, including unaccompanied children, because of their illegal entry into the State party in detention facilities for adults – a situation which leaves them highly at risk of being sexually abused;
(c) Cases of sexual violence against refugee, asylum-seeking and internally displaced children;
(d) Difficulties faced by refugee and asylum-seeking children born out of wedlock, or without a father as a result of parental separation or the father’s death, in seeking to have access to their birth certificate.

76. The Committee recommends that the State party adopt a comprehensive legal framework in line with international standards for refugees and asylum seekers, and develop an efficient and well-founded cooperation mechanism with the Office of the United Nations High Commissioner for Refugees to identify and provide assistance to children in need of protection, especially unaccompanied refugee and asylum-seeking children. The Committee also urges the State party to:
(a) Establish a mechanism to provide protective measures for unaccompanied children, including the appointment of guardians to, inter alia, assist children with the relevant processes and procedures;
(b) Ensure that unaccompanied children, refugees and asylum-seeking children are not detained because of illegal entry/stay and have effectively the right to seek asylum and to stay in the State party until the end of asylum procedures;
(c) Ensure the provision of adequate medical treatment, mental health care and psychosocial support to refugee, asylum-seeking and internally displaced children who fall victim to sexual violence;
(d) Ensure that all children born on its territory are properly registered at birth, without discrimination and regardless of the status of their parents, and that they fully enjoy their economic, social and cultural rights;

Internally displaced children
77. The Committee is concerned at the situation of children who have been internally displaced from the southern and northern governorates of the State party as a result of the different armed clashes in recent years. While noting the adoption of the National Policy on Internally Displaced Persons, in June 2013, the Committee is concerned at the lack of information on the implementation of the policy, in particular those measures aimed at addressing the needs of internally displaced children. It is particularly concerned at reports indicating the poor living conditions of internally displaced children.

78. The Committee urges the State party to guarantee the effective implementation of the National Policy on Internally Displaced Persons (2013) and ensure that within the framework of the policy the rights and well-being of internally displaced children are guaranteed. It recommends that the State party include information in its next periodic report in this regard.
Sale, trafficking and abduction
81. The Committee notes as positive the establishment of the National Committee to Combat Human Trafficking in early 2013, which has been tasked with drafting a law on human trafficking. It is nevertheless seriously concerned that the State party is a source country for children trafficked to neighbouring countries, in particular Saudi Arabia. It is also concerned at cases of the sale of children for the purpose of transfer of organs for profit, and the trafficking of girls for the purposes of sexual exploitation under the guise of so-called “tourism marriages” or “temporary marriages” and for the purposes of prostitution in hotels and clubs in the State party. The Committee expresses its concern at the absence of adequate measures to address and prevent the trafficking and sexual exploitation of children.

82. The Committee urges the State party to:
   (a) Expedite the drafting and adoption of the law on human trafficking;
   (b) Revise the relevant legislation so as to prohibit and criminalize sexual exploitation, including so-called “tourism marriages” or “temporary marriages”, the offering of a child for the purposes of transfer of organs, and the trafficking of children; and effectively investigate, prosecute and punish the perpetrators of such practices;
   (c) Adopt specific measures to protect child victims and provide them with full social reintegration and physical and psychological recovery;
   (d) Carry out awareness-raising activities in order to make both parents and children aware of the dangers of both internal and external trafficking;
   (e) Establish a three-digit toll-free 24-hour helpline available to all children at the national level and promote awareness of how children can access the helpline in order to effectively prevent and respond to cases of trafficking in children, the sale of children, child prostitution and child pornography;
   (f) Strengthen its cooperation with neighbouring countries, such as Saudi Arabia, and enhance its efforts to cooperate with countries from the horn of Africa to combat trafficking in children;