

UN Strategic Framework for Yemen 2017-2019

“...an integrated and coherent approach among relevant political, security and developmental actors, within and outside of the United Nations system, consistent with their respective mandates, and the Charter of the United Nations, is critical to sustaining peace, and essential for improving respect for human rights, advancing gender equality, empowering women and youth, strengthening the rule of law, eradicating poverty, building institutions, and advancing economic development in conflict-affected countries.”

Resolutions on the UN Peacebuilding Architecture in the General Assembly A/RES/70/262 and the Security Council S/RES/2282 (2016).

“In complex emergencies, the exclusive reliance on relief assistance has been a key factor for failure. Humanitarian assistance is critical but it is not the only need. Yemen requires a broader approach that allows for support for people to cope and build resilience to recover from the crisis. Humanitarian assistance can be a building block to peacebuilding, but the way in which we deliver humanitarian support will impact on whether, how and when we reach a long-lasting peaceful solution.”

Conclusions and Recommendations from the final report of the Consultative Meeting for Yemen held in Larnaca from the 6th to 8th of October 2015.

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Executive Summary

The conflict in Yemen is now in its third year despite the concerted efforts of the UN and the international community towards a peace agreement. Analysis of the current situation indicates that the parties to the conflict show no signs of backing down from their demands, nor towards effecting any form of peace agreement that may allow an easing in the severity of the humanitarian crisis that is unfolding in the country. The more protracted the conflict, the greater the deterioration in the humanitarian conditions in Yemen, and the greater the deterioration of the state and its capacities to function in the service of its people, or to recover if and when a peace agreement is reached.

Yemen is now in a precarious situation. As the current outbreak of Cholera would suggest, state institutions have reached a high level of dysfunction and incapacity that the national response to this crisis has had to be overwhelmingly supported, organized, financed and at times implemented by external organizations including the UN. This however is just one example of a crisis exposing the vulnerability of the state to respond to emerging crises. The situation is as critical in other sectors including education, agricultural extension and security. The next viral epidemic in livestock, the next crop failure due to disease, the absence of teachers in schools due to an inability to pay salaries, all these could exponentially increase the hardships that the population currently faces and continue to expand the magnitude of what is already one of the world's worst humanitarian emergencies. The international community needs to maintain the highest level of essential humanitarian support to Yemen as is possible in the current context, however we cannot overlook the looming and longer lasting crisis that would emerge if we allow the Yemeni state to crumble completely. The erosion of state capacity is much like the erosion of a mountainside; there will be a tipping point from which the return is almost impossible and extremely costly.

This UN Strategic Framework is the result of a process of assessment, analysis, consultation and a great deal of reflection. As the Outcome statements identified below suggest, this framework seeks to set out as clearly as possible what needs to be done to prevent the complete collapse of national capacity in Yemen, to restrict the humanitarian crisis from growing, and to support the ongoing efforts towards peace and security in Yemen. Activities will be focused towards sustaining basic social services, socio-economic resilience, social cohesion and protection, and peacebuilding with the following overall goal: to mitigate the impact of the current conflict on the social and economic conditions in Yemen, and on the capacity of state institutions while contributing to ongoing peacebuilding efforts.

The situation in Yemen is complex, where the humanitarian, political and development impacts of UN interventions are closely interlinked and interdependent. This framework seeks to strengthen the UN's ability to address this issue by establishing a set of priorities around which Agencies, Funds and Programmes can coordinate, communicate and collaborate more effectively and efficiently. It seeks to demonstrate to partners the intent of the UN to focus on all aspects of the current crisis from promoting more sustainable solutions to the humanitarian needs of the country, to ensuring a robust recovery process once the circumstances allow. What follows is an overview of how the UN system aims to achieve this.

By signing hereunder, the members of the United Nations Country Team endorse the United Nations Strategic Framework 2017-2019 and underscore their joint commitment to the fulfillment of its goals.



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SECTION 1: PURPOSE AND BACKGROUND OF STRATEGIC FRAMEWORK

Consultative Meetings for Yemen in Larnaca (October 2015) brought together a broad spectrum of non-political Yemeni nationals and international partners to jointly reflect on the way forward for Yemen and the role and nature of international assistance in the future. The meeting identified priorities and responses related to all areas of UN and international assistance including the humanitarian, developmental and political, including issues of political transition, post-conflict recovery, reconstruction and state building. As the number of Yemen partners at the consultative meeting would be limited, the meeting was preceded by a comprehensive consultative process involving Yemenis from the public and private sectors both in Yemen and in the Diaspora. Meetings were conducted in Yemen, Egypt, Jordan and Saudi Arabia just a few weeks preceding Larnaca and the outputs of these meetings were used as inputs to the planning process.

What was clear from the discussion and deliberations during the meeting was that they wanted the UN and other international actors to broaden their assistance from purely humanitarian relief and to focus more on priorities that deal with basic social services, economic and social resilience, security and peacebuilding. It is with this in mind that the UNCT in Yemen has developed this Strategic Framework which seeks to respond to what we refer to as **Humanitarian Plus** priorities in a strategic and coordinated manner.

The purpose of the Strategic Framework is to have a coordinated and coherent planning framework for United Nations assistance to Yemen that facilitates the strategic planning and operational coordination of actions that build on ongoing humanitarian response and peacebuilding activities ensuring that the additional resources, capacities and institutional arrangements required for such an approach are realized. The ‘Humanitarian Plus’ activities are aimed at strengthening and sustaining institutional systems and community resilience with the focus of enhancing the impact of humanitarian response and building a stronger foundation for sustainable solutions to the crisis when the situation allows. As its title suggests, it will serve as a programmatic bridge between the current humanitarian assistance (HRP) and future recovery and post crisis programming. It is pertinent to note that while some of the “humanitarian plus” activities are already being implemented by UN and partner agencies, it is envisaged that this document (in the absence of a contextually relevant UNDAF¹) will serve as a strategic chapeau for all such activities currently being implemented or planned over the next 3 years (2017-2019).

1.1: Country Overview

With the continuing uncertainty regarding the current efforts towards a peace agreement, the UN and Yemen’s international development partners face an extremely difficult situation. Although seized with the immediate humanitarian crisis and responding to this unfolding disaster, it is also vital to sustain a focus on the root causes of the conflict as well as the need to sustain a very basic level of state capacity which, if lost completely, could undermine the chances of a recovery by decades instead of years. In this regard, the need to support the peacebuilding processes at different levels as well as core state capacities, is as urgent and important as the ongoing humanitarian response. This additional support to Yemen and could well determine the nature of the country’s recovery if and when a peace agreement is reached: i.e. will Yemen descend into a protracted state of dysfunction, local conflict and humanitarian crises that will require significant external assistance for decades to come, or will its national institutions retain some of their capacity thus enabling a stronger recovery in a shorter timeframe?

¹ A UN Development Assistance Framework cannot be developed at the present time due to the ongoing conflict. The required conditions for assessments, analysis and participation for a unified national counterpart are not currently available.

1.2: UNCT Principles of Engagement

With the critical nature of the L3 emergency that Yemen faces and the finite capacities within the UN System locally, the UNCT will have to ensure that the operational response required by this framework complements ongoing humanitarian efforts in a coherent, consistent and conflict-sensitive manner. Hence, the UNCT have set out the following principles that will guide the implementation of this framework.

Added Value: The UNCT will ensure that only activities that either support the achievement of results that either contribute towards Peacebuilding or strengthen the humanitarian areas of the UN's current engagement in Yemen will be included in this framework, or that they support the preparation for stabilization and post-conflict recovery phase in the future. These will include activities that will contribute towards supporting specific confidence building measures as identified and programmed in collaboration with the Office of the Special Envoy, as well as enhancing the impact of humanitarian assistance in the near term by decreasing dependence on external assistance only and moving communities towards self-reliance where possible. In all its facets, this framework will seek to respond to needs and priorities that are not being addressed by current humanitarian and political initiatives, but that are necessary now in support of a possible future cessation of violence and early recovery process. As such, this framework is not a recovery framework, but a stop-gap arrangement in preparation of recovery and reconstruction if and when the situation allows.

Complementarity: The activities implemented under this framework will complement the current L3 response and will utilize capacities and resources that are in addition to what have been provided for the L3 response. For this reason, only AFPs that have the additional capacities and resources, not to mention the mandate, that are required to participate actively will be given operational lead roles. AFPs that do not have sufficient capacities and resources at their present disposal could still participate in a contributing role but with operational responsibilities for effective implementation given to the lead AFP.

Collaboration: To implement this framework, the UNCT will be required to pursue an enhanced degree of coordination that will allow for political, humanitarian and longer term development issues to be effectively addressed. This in turn will require the necessary institutional mechanisms and tools that will allow for such coordination to occur. A commitment by AFPs to participate in these mechanisms will be a fundamental prerequisite if the desired impact of this framework is to be achieved. AFPs will also be required to support the additional capacities and resources that may be required to develop and/or manage these mechanisms and tools.

SECTION 2: STRATEGIC FOCUS

2.1: Operating Context and Situation

For purposes of the Strategic Framework it is important to understand the operating context in its complexity and nuance and design programmes and projects to match. While it is acknowledged that the UN system has dedicated specialized entities to deal with specific aspects of the problem the purpose of a Strategic framework is to engage the problems of the society more holistically. To this end Annex A outlines several dimensions of the problem. Rather than breaking this up into a hierarchy of priority needs it serves to open up several windows of need and opportunity for the UN to respond to as a system but with urgency.

Several studies and assessments are used and summarized in Annex A to illuminate the dire status of the humanitarian, development and political situations. It provides more detail on a number of aspects related to the community, human, social, physical and political cost of the war. From these multiple images it is important to build a single collage and invite the UN in Yemen to think collectively how it can interface and intervene.

Humanitarian agencies are asked to think beyond saving lives to what comes next and development agencies to think and plan from where the country is now.

It has therefore been essential that the development of the Strategic Framework be a collaborative effort of all UN entities that are currently working in Yemen regardless of their specific mandate. This consultative process was initiated through the brainstorming workshop conducted by the UN in Jordan in June 2015. This led to a collaborative strategic planning workshop in October of the same year which included UN AFPs, the Office of the Special Envoy and a large contingent of Yemeni officials from Yemen and other locations as well as key donors and partners. The document and the strategic frame within have been developed through an extended process of consultation and collaboration under the oversight of the UNCT but involving the Office of the Special Envoy and OCHA.

2.2: Key Areas for Substantive Collaboration

Based on the overview and the summarized analysis presented in Annex A the UNCT has decided to focus on the following priority areas, all of which conform to the urgent and immediate needs in Yemen as highlighted by recent assessments and consultations with national partners.

Peacebuilding Measures: Prospects for face-to-face negotiations are slowing down as pre-conditions are set by the parties. Ongoing attacks, bombing, blockades and general uncertainty is eroding confidence amongst the top leadership that the other side is serious about seeking a political solution rather than a military victory. Within such scenario a strategic shift to support measures inside Yemen becomes important. Retaining the independence of three key state institutions, important to the country at large as well as to the parties, are being explored. The independent functioning of the Central Bank, Social Welfare Fund and the Social Fund for Development are examples of how cooperation at the technical level can promote confidence through cash injection into the economy and payment of civil service salaries continues: political guarantees from all political sides to forge collaboration and implicit acknowledgement that cooperation is possible, inter-dependence exists and both sides believe in a future Yemen, albeit with themselves in command. The three institutions are important for economic, social and political reasons. Maintaining their functionality is a strong indication that not all of the State has collapsed. Beyond these, retaining the institutional ability of governorates and local authorities to deliver essential social services can equally build confidence at local levels. Combining communities' own efforts with whatever limited state institutional capacity remains are needed to both avoid a further deterioration of the humanitarian crisis and the political ramifications of total state collapse.

Sustaining Basic Service Delivery: The provision of basic social services by the relevant public institutions at the local level has historically been weak in Yemen. However the current conflict threatens to completely obliterate this capacity and seriously undermine public confidence in state institutions. The need to re-establish the provision of basic services has reached a critical stage as the complete decimation of these capacities could seriously impact any future government's attempt to revive public services in a meaningful way.

Social Cohesion and Protection: The stress of survival, the struggle over scarce resources, the rapid decline in delivery of social services and the constant stress of war are tearing communities apart. The current crisis is accelerating polarization along political, social cultural and religious lines. Activities in support of social cohesion are done with two purposes in mind. The first is to address rising social tensions between communities by creating space for local leadership to come together to affirm their inter-dependence and not allow the political struggle to divide them. The second and related purpose is to seek coordinated solutions for shared problems such as livelihoods, social services and security, build confidence locally while addressing urgent community needs. The UN in Yemen is embarking on three projects, all with the broad aim to strengthen local level dialogue and seeking collaborative solutions to shared problems including an important initiative relating to human rights reporting and protection. Efforts will be made to bring human rights at the center of interventions made under

this framework in empowering communities to participate in human rights promotion and protection as well as integrating them [human rights] in social cohesion initiatives.

Resilience: Most of the Yemeni population has been affected by the collapse of the economy and public services, fuel and power shortage, infrastructural damage, medical and psychosocial conditions and deterioration of security. In a prolonged and complex crisis, Yemenis must be supported to enhance resilience - maintain their livelihoods, protecting families from poverty and debt, local infrastructure and communities as best as possible, keep schools functioning, obtain power, goods and public services, and continue to plan a future². Introducing this approach in parallel to the traditional humanitarian response now will help build resilience in Yemen and strengthen the overall impact and cost-effectiveness of the international response and help facilitate a more effective return to sustainable development once the situation allows.

2.3: Results Matrix

The priorities articulated above are represented in the following strategic level logframe so as to enable effective programming by UN AFPs. This logframe is to remain at the strategic level so as to provide a chapeau for existing initiatives as well as a point of reference for additional programming and/or to avoid any duplication in assistance. This logframe articulates what higher level results the UN wishes to contribute to, and allows for a comprehensive view of non-HRP assistance. A more detailed Matrix that reflects the programmatic priorities in terms of Outputs will be added as Annex B when finalized.

Goal
To mitigate the impact of the current conflict on the social and economic conditions in Yemen, and on the capacity of state institutions while contributing to ongoing peacebuilding efforts.
Outcomes
1. Critical state institutions, at central and local levels, maintain core functions and contribute to confidence building between the parties to the conflict.
2. Basic social services continue to be delivered to the general population.
3. Communities are better managing external threats, local risks and shocks with increased economic self-reliance and enhanced social cohesion.
4. Effective leadership, participation and engagement of women, youth and civil society are promoted to strengthen their contribution to peace and security in Yemen.

Below is a brief elaboration of the nature of activities to be pursued under each Outcome. It is not an exhaustive description of all possible initiatives but an illustrative text allowing for a better understanding of how the specific Outcomes might be achieved. Any measure of stability in Yemen would have to provide at least two aspects; firstly, security and secondly, provision of basic services. Security arrangements at the national level will be at the core of any peace agreement led by the Special Envoy’s Office. However much will have to come

² In the current context of Yemen, resilience enhancement may translate, but not be limited to (i) replacing negative coping mechanism with positive ones, (ii) ensuring that institutions that deliver essential services remain functional (with equitable access) despite the crisis and finding alternative and/or transitional solutions to conflict-related displacement.

through local arrangements for those agreements to lead to sustained peace and security.

Initiatives designed for purposes of supporting the above Outcomes will therefore have to have two aims: (1) Strengthen the efforts of the UN-led peacebuilding efforts, particularly working at institutional and community levels not covered by Track-1 negotiations, and; (2) Support communities and local efforts to counter the impact of the war both at the level of service delivery and community cohesion. For maximum impact projects should as far as possible focus on geographical areas that correspond to or are affected most by the multiple frontlines in this current conflict. It is here where tensions between communities will be highest and services most needed.

1. Critical state institutions, at central and local levels, maintain core functions and contribute to confidence building between the parties to the conflict.

The current crisis has severely undermined Yemeni Government capacities to the extent that many stakeholders believe a complete collapse of certain specific public institutions may be imminent if appropriate support is not provided urgently. Public health institutions, educational facilities, municipal authorities responsible for clean drinking water and sanitation services are all essential to the wellbeing of the populations that are affected by this conflict, however the undermining of certain core state institutions could undermine the very viability of the state in the longer term making any effort towards stabilizing the country in the wake of a peace agreement even more difficult if not impossible. These core state institutions relate primarily to security, and governance but can also include key economic institutions that provide the basis for a future rebuilding of a sustainable Yemeni economy.

In addition to core state functions, local institutions and systems (for example, health, nutrition, education, water and sanitation, justice, social protection systems) would need to be supported and if required augmented to help support the peacebuilding process but at the local level. This would include mechanisms for dispute resolution, community policing and social cohesion within communities that have been strained by the religio-ethnic nature of the present conflict. Support to maintaining and effective formal police forces at the local and national levels would also be essential in the overall peacebuilding effort. A brief overview of these and other related initiatives are given in the paragraphs below.

A functioning police service is needed as a component of security arrangements. In anticipation of withdrawal of military formations a functioning police service needs to step into the anticipated security vacuum. If not radical elements will take advantage as can be seen when Aden was “liberated.” Preparatory work is needed prior to any ceasefire or peace agreement. At this early stage, and given the sensitivities, the aim is not police reform which requires strong political buy-in, but to strengthen the capacities that exist at the local level and better connect communities with sub-national and national police and security services. The disarming and return of combatants including the release and reintegration of Children Associated with Armed Forces and Groups (CAAFG), would also be an important element of this initiative, ensuring their reintegration into their local communities. In addition, the development and strengthening of the capacity of local communities to protect themselves and supplement police functions will also be pursued.

Ensuring that the Central Bank continues to function as do other institutions such as the Social Welfare Fund and the Social Fund for Development would also contribute to the stability of the country and help build the confidence between parties. Such interactions should help develop trust and a functional working relationship between the concerned parties, not only improving the functioning of those particular institutions but strengthening the probability of peace and decreasing the likelihood of renewed conflict.

The UN would continue monitoring Human Rights violations through the deployment of monitors in the 19 conflict affected governorates, and advocate for the respect for human rights and protection of civilians. It will be important to continue to raise human rights awareness among local communities and at the same time,

strengthen human rights monitoring and reporting capacity of national NGOs and civil society organisations (CSOs) to supplement and advance the human rights field work. In medium and long term period, such activities would help to build solid foundation to develop human rights-based approach at community level, and pave the way for sustainable peacebuilding in Yemen. In this regard, there will be continued support to the local authorities, particularly the Ministry of Human Rights, High Judicial Council and law enforcement institutions in order to end impunity and develop protection systems and accountability mechanisms to monitor, investigate and redress acts of human rights abuses. It is essential that the UN continues supporting human rights work in Yemen and helps design a framework that would include the participation of communities in human rights monitoring as well as setting up accountable institutions and measures to deal with violations when they occur. This will progressively bring human rights at the center of the Government's action in a post-agreement period. Equitable access to Government's services and protection of minorities and marginalized groups could be one of key tasks of the post-agreement Government.

In the event of a Peace Agreement being reached, there will be a need for establishing several important institutions that will have an immediate and long-term political impact on Yemen. The UN will support the establishment and capacity building of the National Human Rights Institution (NHRI),³ as well as the Commission of Inquiry and the Commission on Truth and Reconciliation. It is notable to state that transitional justice is one of the key steps that needs to be taken in order to ensure sustainable peacebuilding. The UN will additionally, focus on strengthening the capacity of civil society to advocate for establishing truth, national reconciliation and accountability with regards to human rights violations committed during and before the conflict. It will work with relevant stakeholders to have the Transitional Justice Law endorsed, which will be one of the most important milestones for the overall political and transitional justice process in Yemen.

2. Basic social services continue to be delivered to the general population.

Maintaining the delivery of basic social services is key to stabilizing the humanitarian crisis and in a long run sustain peace. The past period witnessed a state of political instability, and deterioration of social services, which impacted the overall socio-economic stability. Competition over scarce resources only available at high cost created extreme instability in the country. In order to eliminate such impacts, the international community needs to support the maintenance and revitalization of basic services of basic services and prevent them from totally collapsing, which will increase the burden on an already overstretched humanitarian response. This is the case of health (including waste management), education, social protection mechanisms and other services covering the needs of the most vulnerable in Yemeni citizens. Although this is beyond the scope of humanitarian action, results will have a positive impact on the humanitarian crisis in contributing to Early Recovery aspect of the Humanitarian Response Plan. Preventing the total collapse of basic services throughout the country will also enhance the confidence in state institutions, particularly those that are perceived as independent. In doing so, priority is given to support to existing national social services delivery systems and mechanisms, which will enhance resilience in humanitarian situation and promote sustainable solutions.

Health, WASH, education, protection and shelter support will remain the main focus of UN assistance under this outcome. The already existing support to the hospitals and through mobile clinics will continue, while providing the support to revive the damaged hospitals in structure, equipment, medicine and staff. This also includes psychosocial counseling to affected communities to maintain the positive spirit to look forward to build up a better future. The UN will support the Ministry of Public Health in ensuring equitable coverage of initiatives such as its Expanded Programme on Immunization (EPI) and Community based Management of Malnutrition (CMAM). In addition, Ministry will be supported in the health system strengthening (focusing on the building

³ The draft law to establish NHRI was endorsed by the Cabinet in 2013; however, it has not yet been adopted by the Parliament.

blocks of the health system), where services for comprehensive sexual and reproductive health, including maternal health, emergency obstetric and neonatal, child care, as defined in its new reproductive and neonatal strategy will be expanded and integrated into the health system. In the immediate term, the focus will remain on preserving systems or preventing collapse simultaneous to the focus on addressing immediate humanitarian needs of communities.

In the absence of conditions conducive to safe, dignified and sustainable return or settlement elsewhere in the country or local integration, the UN and the international community will continue to provide critical life-saving and basic life-sustaining assistance to IDPs and support alternative and transitional solutions to displacement whenever and wherever the situation allows. Thus the IDPs' shelter and NFI kit needs will also need to continue to be addressed as part of this package of assistance, with a particular focus on sustainable longer term transitional shelter both for IDPs and returnees. At the same time, emphasis will be placed on identifying and addressing barriers to sustainable durable solutions for IDPs. WASH constitutes a core need of communities and the UN will continue to help enhance access to clean and potable water, sanitation and hygiene services to conflict affected communities, hospitals and IDP congregation points in the country which includes access to safe drinking water through rehabilitation of water, sanitation and hygiene facilities, as well as water trucking when necessary. Work will continue to ensure that conflict-affected populations are provided with improved water sources and environmental sanitation services by developing, rehabilitating and maintaining the Public and community Infrastructures.

In education, the UN will continue to support the Ministry of Education in ensuring that schools are operational and primary education is available across the country. Working with MOSAL and other partners, it will provide support to strengthen the social worker network so that identified children victims of violence, abuse and exploitation, child marriage and other types of GBV, trafficking/ smuggling, and children in contact with the law are provided with minimum child-friendly, GBV response including Female Genital Mutilation (FGM) and gender sensitive package of services. The UN will also promote the integration of conflict sensitivity and Mine Risk Education and gender sensitive education in the school curricula, given the context of chronic conflicts that have characterized Yemen for decades. The UN will also support mine and UXOs clearance in schools and temporary learning spaces and support the establishment of schools as zones of peace to allow millions of children to return to school.

The prevention of and response to GBV including child, early and forced marriage and sexual violence will be strengthened to reach remote areas through increasing the access of survivors to available services by continuing to distribute dignity kits to the most vulnerable group of women and girls (as an entry point to address GBV) and the engagement of men and boys (Sheikhs, fathers and brothers), media outlets as a prevention measure to GBV issues and the GBV partners. Moreover, GBV Information Management System will be expanded to cover out of humanitarian settings. More attention will be provided to prevention aspects of GBV along with institutional and service providers' capacity development.

There is an urgent need to support the capacities of local government institutions to help them implement effective service delivery to the local communities, especially in the conflict affected areas. Mechanisms for effective community based monitoring of service provision and other external assistance would be essential to ensure accountability of assistance provided as well as to provide feedback to the relevant stakeholders on what works and what needs to be changed. The initiatives under this framework will thus promote the effective, responsive and accountable delivery of key and basic services to the affected populations. Local government offices that deliver important and key services in health, education, water supply and sanitation will need to be targeted with capacity building programs to help their employees provide better service to the public. For example, the health centers and authorities that provide vaccines, immunization services in the affected areas, the government centers that provide civil services such as Birth Certificates, Passports, IDs, etc.

Local peace initiatives in Yemen require the support of civil society organizations (CSOs) which entail building up their capacities in conflict-sensitive humanitarian delivery, longer-term recovery and development. Scarcity of qualified implementing partners on the ground is one of the main constraints to the delivery of conflict sensitive assistance. The importance of the initiative is recognized by stakeholders in Yemen, especially in the current conflict situation, as it equips credible and capable CSOs with conflict mitigation, prevention and sensitive skills that they can adopt and replicate to implement high quality and conflict-sensitive projects, in partnership with international humanitarian and development actors.

3. Communities are better managing external threats, local risks and shocks with increased economic self-reliance and enhanced social cohesion.

A major lesson learned during the last year of the war in Yemen can be attributed to the importance of supporting local communities' efforts to mitigating local disputes and creating space for community dialogue and peacebuilding. In the absence of viable local security institutions and undermined local tribal structures, groups and individuals can be discriminated against, deprived from access to services or even marginalized. Community-based disputes in Yemen are currently being dealt with by whatever locally available institutions, committees and entities, those can be: the revolutionary committees, local councils, local government institutions, frail police institutions, community leaders, civil society organizations, neighborhood Sheikhs, local militia, etc. Community members seek the help of those entities if they are locally available, have the influence to help resolving the dispute or in some cases community members pursue one entity or another knowing that those entities have the political upper hand in the community and can force their decisions. Most often local disputes are addressed by one entity and may be based on political or social favoritism. Initiatives under this framework will help improve access of communities to appropriate dispute resolution mechanisms, as feasible. Local communities need a voluntary process of dispute resolutions that is based on inclusion of representatives from all the above mentioned institutions, committees and entities to offer the space for community-based dispute resolution sensitive to existing cultural norms. This will require understanding local community dynamics and power structures of local groups to tailor those community-based dispute resolution structures to local needs. Members of the voluntary community-based dispute resolution structures would receive a variety of training in mediation, community reconciliation, negotiation and conflict management techniques to help managing community tension and resolving neighborhood disputes.

The current conflict is provoking polarization at a much deeper societal level, "where cultural, religious and historical identities" are increasingly emphasized. The overall situation is further exacerbated as the capacity of the public sector to deliver services has drastically decreased, while also the private sector has been challenged to contribute to community needs. These unfolding circumstances are presenting major challenges and requires an initiative of dialogue among community leaders to help improving communities' resilience and address their needs. The interdependence of communities on all sides of the conflict on basic services can be seen as a potential point of leverage to encourage and support local and midlevel leadership to engage in a constructive process of dialogue to access such services on an equitable basis. This requires strengthening mid-level social and civil society community leaders' ability and inclination to collaborate to improve service delivery and security in their communities across divisions.

The Media plays a major role in conflict prevention, settlement and resolution in Yemen. Media have great potential to facilitate conflict de-escalation and resolution, including using a peacebuilding journalism approach, in which journalists can support civil society initiatives and promote alternatives to violence by producing content that is sensitive to the conflict's dynamics, and by providing contextually complex information about the conflict in a way that the public can understand. Based on the Action Plan to Support Yemeni Media in Promoting Peace and Dialogue, formulated as a result of a broad consultation with representatives from the Yemeni media sector initiatives aimed at strengthening reconciliation focus on combatting hate speech in the media, improving the safety of journalists reporting on the frontline (occupation and digital safety) and supporting the development of new alternative media platforms to share information with communities in crisis

will be implemented. In this context, Media can be used as a peacebuilding tool to inform conflict parties about alternatives to violence and promote confidence building. To advance fairer and more accurate journalism and contribute to local conflict resolution in Yemen, this initiative is intended to: (i) build the capacity of local media practitioners in conflict-sensitive journalism, and (ii) mentor and coach media practitioners through a six-month period during which they will be encouraged to contribute to local community peace initiatives. Building the capacity of local journalists in peacebuilding and conflict-sensitive journalism can help creating an environment that is favorable to the peaceful resolution of local conflicts and offers local communities alternative options to participate peacefully in mitigating local conflict.

This conflict has unveiled a dire need not only in rural areas, but all around the country for such support. The war in Yemen exacerbated an already deteriorating economy and unemployment rate resulting from closure of businesses, offices and land, sea and air embargo on imports. In this critical socio-economic environment, stabilizing people's livelihoods will be a critical first step to reducing vulnerabilities and building resilience at the community level. In the absence of sustainable employment opportunities, the UN can contribute to the provision of social protection benefits to crisis-affected people not only for gaining income, but also as dividends of freedom, security, dignity, hope, and a stake in the reconciliation and reconstruction of their communities.

Emergency employment opportunities through cash-for-work activities can provide vital income to Yemeni families that experienced major losses as a result of the conflict. Supporting positive mechanisms among crisis-affected communities to restore self-reliance and improve livelihoods is equally important. Capacity building support to the Social Fund for Development (SFD) is also planned in order to maximize the impact of cash-for-work, as well as ensure inclusiveness in its implementation so as to target most vulnerable people. Also, cash-for-work, by contributing to rubble management, waste disposal, and therefore also the resumption of social services (water, education, health) beyond its immediate impact on livelihoods and the local economy, microfinance, SME support etc. could play an important role in the return to relative normalcy as well as strengthening social cohesion.

4. Effective leadership, participation and engagement of women, youth and civil society are promoted to strengthen their contribution to peace and security in Yemen.

In view of the ongoing political negotiations, the UN can already ascertain a broad spectrum of actions and results that would need to be achieved if and when a peace agreement is reached. While most of these actions would require an agreement from the parties to the conflict before they can be initiated (disarmament, constitution building and elections, etc.) many of the actions that could reinforce a future peace agreement can already be initiated and therefore help lay the groundwork for the speedy implementation of a peace agreement. These include vital track-2 initiatives that allow for a more inclusive approach to the political dialogue currently underway, as well as other such supportive initiatives that can either create or strengthen the conditions on the ground for greater peace and security.

Research and practice has built an unquestionable evidence base showing that the participation of women, youth and civil society in peace and security work strengthens the protection efforts of peacekeepers and peacemakers, improves efforts against radicalization and the spread of extremism, accelerates economic recovery through more diverse peace dividends, and exponentially increases the chances that peace will be sustainable over the long run.

Building on lessons learned, and recognizing the strong need for national buy-in and ownership of peace and security processes, it is essential to engage women, youth and civil society in all peacebuilding processes. Leveraging the political will at the national level will ensure long-term change by creating sustainable linkages between to the national groups and the UN brokered peace talks to ensure national ownership and eventual transition and recovery. Anecdotal evidence also suggests that the situation of youth in Yemen has remained very much the same as it was in the pre-conflict phase. The "hard" issues of employment and the "soft" issues

of the empowerment of youth need to be addressed simultaneously. The youth empowerment activities under this outcome will enable the youth to be included and have a stake in society so as to value peace and stability.

As part of his seven-point Action Plan on Women's Participation in Peacebuilding, the Secretary-General mandated that his Special Envoys and Representatives regularly report on their consultations with women's civil society organizations. A strong case can be made for the involvement of women's groups in some structured way that ensures that their perspectives are heard. In fact, evidence suggests that investing in women's participation in peace processes can lead to long term dividends for sustainable peace. The UN in Yemen has been working with Yemeni youth and women's civil society groups and activists through consultations and initial support for their capacity-building and coalition-building to build a unified platform across diverse political, ethnic, geographic and religious backgrounds. The work included supporting a nationally-owned and broad consultative process with diverse women's groups and youth organizations across the country leading to a common agenda on women's priorities and role in peacebuilding and reconciliation. This process is culminating in a Women's political initiative whereby the results of the consultative process and advocacy efforts will support Yemeni women's meaningful engagement at the political table.

The Yemeni women leaders and civil society representatives have called on the UN for continued support for their alliance-building to build a more cohesive, organized and unified women's rights platform; strengthened advocacy skills and positioning vis-à-vis the political track; and support for public outreach to build a constituency for peace and support for Yemeni women's participation in the political process and decision making at all levels. Given the juncture at which the talks are, the UN has identified the need to: a) build on existing gains; and b) expand options for participation and broadening on both vectors while taking care to identify and mitigate risks.

The overall strategy of the UN under this outcome is to build the human and institutional capacity of umbrella women's organizations and youth civil society organizations (through technical assistance and operational support) to further build the capacity of their national youth/women organizations-training of trainers. Mechanisms will be developed for youth and women representation in each of the 22 governorates using technical assistance. Youth will train youth on leadership skills; peacebuilding, conflict management, mediation and negotiation. Recent experiences with peace building and state building processes have also demonstrated the value of cultural approaches to development in making a substantial contribution to understanding, preventing, mitigating and recovering from conflict. The UN's strategy will be to engage women, youth and civil society in a positive cultural discourse on unity in diversity, peace-building through culture and a human centered recovery through strengthening individual and community identity vested in their cultural expressions. In the present situation, this involves mitigating the physical loss of heritage and damage to cultural infrastructure while planning for its restoration and recovery. It also necessitates support for maintaining the diversity of cultural expression in the aim of promoting social cohesion and negating social exclusion.

Accordingly, the UN seeks to support Yemeni women's strengthened capacity to engage effectively at all levels of peace efforts including negotiations, conflict resolution and peace-building. Building on the momentum and achievements of the establishment of the Yemeni Women Pact for Peace and Security, and in light of the imminent peace talks and high needs of Yemeni women's leaders and civil society for deepened engagement and accelerated support by UN Women, this is part of an overall strategy and action plan for ensuring that Yemeni women play an active role in the peace process and all future decision-making processes shaping the future of their country. Additionally, support will also be given to activities that increase the youth's opportunities to contribute to the functioning society and growth of the nation in a peaceful and non-violent manner.

SECTION 3: INTER UN COORDINATION

3.1: Relation to existing programming

The current framework will remain at the strategic level (Goals and Outcomes). The intention is for this framework to provide a chapeau under which the non-HRP initiatives that relate to Yemen can be organized. Therefore current programmes and projects that are already underway need not be changed or re-organized, but they need only be cross referenced to the relevant strategic outcome in the Strategic Framework. Once this is complete, the UNCT will have a comprehensive overview of current non-HRP initiatives and will be better positioned to analyze as a group three things: (1) Any gaps in the collective response vis-à-vis the stated goal and outcomes where an appropriate programmatic intervention may be added to existing programmes and projects; (2) Any overlap in existing programming where multiple interventions of the same type (sectoral or geographical) may exist, which could benefit from some operational coordination and clarification of roles and responsibilities; (3) New interventions that may be required if the collective goal and outcomes are to be reached that require additional programmes and projects to be designed and implemented. Although existing individual agency projects and programme need not be affected, it would be highly recommended that any new interventions be jointly developed by the relevant AFPs rather than as individual agency projects.

3.2: Linkages with ongoing humanitarian operations

As has been mentioned before, the Strategic Framework seeks to complement the HRP by capturing and framing important and urgent programmatic interventions that are traditionally not incorporated into an HRP and therefore lack a common framework or risk being ignored altogether. It strengthens the humanitarian response itself by working to support state institutions (public health, community security, education, etc.) without which operational conditions could seriously deteriorate further, and it helps avoid a longer term entrenched dependency on humanitarian assistance by maintaining a focus on the socio-economic resilience of affected communities. Issues of access, capacity and accountability can also be addressed through the interventions under this framework such as institutional strengthening, communications, advocacy and monitoring at the local level, thus allowing for a more efficient and effective response to the current crisis.

3.3: Linkages with ongoing political negotiations

One significant purpose of this framework is to complement the UN's ongoing peacemaking efforts through the efforts to build community resilience and preserve systems and institutions in support of the more direct high-level political negotiations. The OSE is included as a core member of the planning and management group that has oversight of the framework itself. This will allow the framework to respond more quickly to any developing needs that may arise from the political negotiations and will facilitate the UNCT's operational support to these new needs.

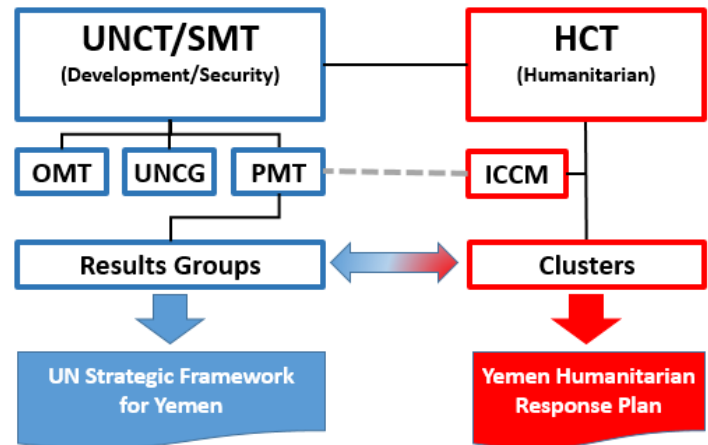
SECTION 4: IMPLEMENTATION

4.1: Institutional Arrangements

In the current circumstances, with a large part of the internationally recognized national government in exile and different parts the country under the control of various parties to the conflict, having a singular national partner to ensure national ownership will of course not be possible. Nor will it be possible to manage this framework exactly as per guidance that has been developed for more 'regular' circumstances. However these pre-existing guidance can be used as a basis and adapted to better suit the operational realities of Yemen. Therefore, this framework will be managed through mechanisms borrowed from the UNDAF Guidance currently applied by the UNDG but they will be adjusted to the context in Yemen and will be designed so that they may be

easily enhanced to perform more regular development functions in the long term if and when the circumstances allow.

Internal UN Structures: The UNCT will need to reestablish its role and functioning to address the important decision making role it will play in the implementation of such a framework. From issues such as programme prioritization, gap analysis and strategic oversight, the UNCT will need to play its role concretely and deliberately. The PMT would have direct oversight over any assessments and analysis related to this framework and for coordinating the development of projects and programmes related to H+ issues. To ensure effective collaboration, Results groups will be established for each area of work under the framework. TORs for these mechanisms are attached as Annexes.



Given that the humanitarian cluster mechanisms are still operational, there will need to be close collaboration between structures that coordinate existing humanitarian operations (clusters) and the H+ activities under the Strategic Framework (Results Groups). The exact nature of the structure that would perform this role is yet to be agreed upon, however it would be responsible for coordinating life-saving humanitarian initiatives under the YHRP, humanitarian-centered resilience enhancement efforts and foundational interventions envisioned under the Strategic Framework. Time-bound task forces may be set up to deal with specific issues. The workload of the deputies who comprised the AFPs will need to be considered given their significant cluster responsibilities under the L3 emergency response.

In order to ensure complementarity with the humanitarian activities and ensure that the issues related to early recovery are well covered, it is proposed that the PMT and ICCM members meet on a quarterly basis. This is particularly important as some of the existing initiatives under the humanitarian programmes do cover some of the Humanitarian plus activities and the vice versa is true as well. This interaction will ensure that the two streams of work and the members of two groups are well informed about all activities which could ensure improved complementarity and collaboration.

A fully functional UN Communication Group (possibly in collaboration with the HCN) could be considered for the implementation of such a framework and to facilitate the many communication activities that would be possibly be an integral part of such a framework. Adequate capacity and authority for such a forum, as with the PMT and OMT would be essential and are currently seen as a fundamental weakness of the UN in Yemen.

4.2: Monitoring, Reporting and Evaluation

As this framework will remain at the strategic level, and its operational implementation will begin with existing programming and projects (with new initiatives added on a need basis), it would be prudent to develop a mechanism for monitoring and reporting on progress made without any duplication of monitoring and reporting activities. It is assumed that existing initiatives will have M&E frameworks and mechanisms that are functional and can be easily augmented if additional information is required. As the results frameworks of the existing initiatives will be cross referenced with the Outcomes of the Strategic Framework, it should be feasible to consolidate the reporting from these existing initiatives and represent the progress made under the Strategic Framework as a whole. This consolidation would be undertaken by the RCO on behalf of the UNCT but may require the formation of an M&E Task Force under the PMT to facilitate quality assurance and troubleshooting any issues that may arise.

As this framework is designed as a strategic document and not an operational one, evaluating progress towards the stated Outcomes is not really feasible as programmatic interventions will be developed on an ad-hoc basis and therefore will not be designed to achieve the Outcomes comprehensively. However, in the case where a joint initiative is designed with the achievement of the Outcome as a whole, the evaluation of the joint initiative will serve as a component of the overall evaluation of the Strategic Framework. The evaluations of results would again be a consolidation of agency specific projects and joint programmes. The overall evaluation should be efficient enough to be initiated and completed within the penultimate quarter of the framework's timeframe. As geographical access will most likely remain an issue throughout the life of the framework, particular and careful attention will have to be given to the appropriate use of proxy indicators and secondary data when direct observations are not possible. The evaluation team should ideally be external to the existing capacities within the UNCT, however with recent issues regarding visas and the entry of international experts, viable independent national capacities should also be considered for this purpose.

4.3: Resource Mobilization and Management

As has been stated, this strategic framework is a chapeau for existing and potential programmatic interventions that are not captured by the HRP. However, by bringing existing non-HRP interventions under one strategy, it will allow the UNCT to analyze gaps in our approach as well as limitations in geographical coverage. These gaps and limitations will gradually be addressed through mobilizing additional resources and capacities that will enhance the UN's ability to achieve the results it has set out in this framework. The mobilization of these additional resources would be led by individual agencies funds and programmes either independently or collectively in the case of joint programming.

ANNEX A:

BRIEF SITUATIONAL ANALYSIS

Humanitarian situation: The conflict in Yemen continues to cause immeasurable suffering while destroying livelihoods, homes, communities and essential civilian infrastructure. Since March 2015, more than 56,000 casualties, including over 8,000 deaths, have been reported by health facilities across the country. The United Nations has confirmed that at least 2,997 of those killed and 5,659 of those injured are civilians. Conservative estimates suggest that well over 700 children have been killed and over 1,000 more injured. The conflict is exacting a terrible humanitarian toll. Some 2.7 million people have had to flee their homes. According to the 15th Report of the Task Force on Population Movement, there are 2 million internally displaced persons and 0.9 million IDP returnees. Humanitarian Rapid Multi-Cluster Assessment as well as UNDP “Voice of⁴” series reported increasing tensions between IDPs and host communities as a result of the added strain on host communities’ resources and crowding into host community homes and public facilities such as schools. In addition, declining mediation support by both formal and informal actors mean that disputes could easily flare up as violent conflicts. According to IPC report as of July 2017, at least 17 million of the population are food insecure and 7 million people are severely food insecure. Some two million acutely malnourished children and pregnant or lactating women need urgent treatment.

Chronic drug shortages, unpaid salaries, and conflict-related destruction means that around 14 million Yemenis do not have sufficient access to healthcare services. Since March last year, nearly 600 health facilities closed due to damage, shortages of critical supplies or lack of health workers. Nearly 220 of these facilities used to provide treatment for acute malnutrition. In January alone, at least three health facilities were damaged - one hospital in Sa'ada Governorate and two facilities in Nahim district of Sana'a Governorate.

Malnutrition has increased by 57 percent since 2015 and now affects close to 3.3 million people, 462,000 of which are children under five. The United Nations Children's Fund estimates that a child dies every ten minutes from preventable causes.

More than 2 million children including 513,000 internally displaced children have been out of school since mid-March 2015, bringing the total number of children out of school to more than 3.4 million when combined with pre-crisis figures. Over 1,170 schools are now unfit for use due to conflict-related damage, presence of displaced people, or occupation by armed groups. Water infrastructure serving at least 900,000 people has been either damaged or destroyed by airstrikes, artillery and rockets. For instance in January 2016, a water reservoir serving 40,000 people was completely destroyed, reportedly by an airstrike.

Public Services: Even before the current crisis, basic services were in short supply in Yemen. Currently, the situation has worsened and service delivery has become more expensive. All cities studied in the Damage and Needs Assessment sustained overall 30% of damage to all assets. The institutions’ already limited abilities to serve the people of Yemen have been further eroded, with a breakdown in cooperation between the centre and local levels, the destruction or damage of many government buildings, a security vacuum, and the cessation, delay or reduction in payment of salaries to public servants; since March 2015, Sana'a, the capital city, has witnessed a total power blackout. This, coupled with rising inflation, scarcity of electricity, fuel and water, means that many government services have ground to a halt in conflict affected areas, and other informal actors have stepped in. The burden on informal actors in areas where they were already the primary providers of justice and security has also increased. Security and justice were in the words of a senior judge – “non-existent” beyond tribal law, with senior sheikhs overstretched by the demands of the collapse of state run jurisprudence.

⁴ “Voice of” is a community level of consultation to assess the impact of conflicts on livelihoods

Unexploded ordnances (UXOs) and explosive remnants of war (ERWs) are present throughout the country, with reports of ERW being found in waste accumulations in Aden. These will also be preventing access to services that may be functioning. Parents in Saa'da reported stopping their children from going to school due to insecurity. There are de-miners working already in Sana'a, Abyan and Aden according to the Rapid Integrated Survey carried out by UNDP in 2015.

Physical Assets: At least 20% of health facilities are either destroyed or damaged across all cities, also suffering from shortage of equipment, drugs and staff. More than 30% of education facilities are either destroyed or damaged in Sana'a, Aden and Taiz. According to the Damage Needs Assessment up to December 2015, 49 vocational training centers, accounted for 40% of total, either fully or partially destroyed, and 42% of students either dropped out⁵ or?. Since the beginning of 2015, the physical damage done to local government buildings in key towns has further eroded the ability of local authorities to perform their duties. Assessments by UNDP and UNOSAT of building damage in four key cities (Sanaa, Aden, Saada and Taizz) based on satellite images taken between 21 April and 18 September 2015 show that 2,785 buildings have been damaged; at least 775 were totally destroyed. The airports in Sana'a, Aden and Sa'ada as well as Aden's main port and Hodeidah Port sustained damage. In Sa'ada, Abyan, Taiz and Aden, significant damage to government buildings has been recorded, but data has not yet been disaggregated to the level of providing information on extent of damage to specific government buildings. Government vehicles have been damaged or stolen. For waste management vehicles, as of the end of July 2015, almost 45% of vehicles in the fleet of the six governorates⁶ assessed were inaccessible, broken or stolen, although there is a great variability across the different locations assessed. Once again, an issue with the availability of spare parts and of the necessary tools and skills for maintaining the equipment already existed before the crisis, but were made worse by the conflict.

Physical damage to businesses was also wide spread in Aden and Taiz, where 95% of businesses reported damages, many of these were only partial. The transport sector, in particular the inter-city road network connecting the four cities as well as the ports and airports, is significantly affected by the ongoing conflict. 80% of the 5000 rural water supply systems are currently non-functional mainly due to fuel shortage, damages or from not being operated and maintained. The water infrastructure in cities is also damaged and is only partially functioning in Sana'a, Taiz, Aden, Hodiedah, Hajjah, Amran, Ayan, Lahj Al-Dahle and Shabwa. An estimated 9.4 million people have had their access to water cut or severely disrupted due to fuel shortages, while 1.5 million people have been affected by conflict-related damage to water infrastructure⁷. The SFD has assessed the damage caused by the conflict on its implemented projects. Around 123 projects have been affected as of September 2015. More specifically, 32 projects were totally destroyed, 86 others were partially damaged and five projects sustained damaged that were not further specified. Geographically, 74% of the total affected projects are in Sa'ada, Hajja, Aden and Taiz. Cultural institutions such as museums, historic buildings, archeological and cultural sites of great value for the humanity including three World Heritage sites were also not spared during the conflict and have suffered extensive damage coupled with the loss of cultural values quite substantive.

Lack of Energy and Fuel: The energy sector experienced damage levels of more than 50% in cities apart from Aden which in turn affected the health, education, employment, water, and solid waste management sectors⁸. According to the recent assessments⁹, fuel import covers currently just 1-10% of the existing needs and access to centralized electric grids almost collapsed (supply of electricity through public grid was completely suspended

⁵ Damage and Needs Assessment Study, ILO-MoTEVT, February 2016

⁶ Amran, Saada, Hajjah, Aden, Mukalla, Sanaa – UNDP Emergency Waste Assessment, August 2015

⁷ Monitoring and Reporting Mechanism on grave child rights violations database

⁸ OCHA 2015

⁹ Damage Needs Assessment, Productive Sector

in Sana'a and many other Governorates). Gas and diesel are still lacking in the marketplace across the country despite increased prices – up to 600% in some locations).¹⁰ The lack of fuel, insecurity and inaccessibility of some governorates led to higher transport costs and disruption of trade, making it more difficult to access markets or agricultural supplies and therefore leading to even higher costs. This lack of energy has affected not only the private sector but also all service delivery.

In addition, fuel shortages severely restrict the functionality of power plants. Those who have access to electricity generally rely on private and shared generators. The overall costs to reconstruct damaged energy facilities in the four remotely assessed cities of Sana'a, Aden, Taiz, and Zinjibar range from US\$125 million to US\$153 million. Most of the cost is concentrated in Sana'a with estimated US\$76 million, followed by Aden (US\$44 million), and Taiz (US\$19 million). The limited functionality of the energy sector is having severe consequences for other sectors and the overall Yemeni economy. Large portions of the population in urban and rural areas have been cut from the main grid, and have subsequently turned to alternative sources of energy and electricity.

Public Finances: The Ministry of Finance reports that revenue collection at the local level has significantly dropped – in the month April 2015, no revenues were collected in Sa'ada, Taiz, Abyan and Aden. At the Central Secretariat level, tax revenue collection was down 76 percent.¹¹ Additionally, UNDP surveys found there were no transfers of budgets for development or operational costs activities from the Central Government in 2015. The only transfers made during this time have covered salaries for the civil servants. Some of the governorates, such as Hajjah, have collected taxes during 2015 and thus state that they have carried out development activities in 2015, however, the revenues are much lower than the already very low average of around 10% of the overall budget of the local authorities. In addition to this many firms are not registered and the majority of the economy is informal. The recent business survey presents quite a north-south divide on businesses registration with 92% of firms in Aden formally registered compared to 34% in Hajjah and 42% in Sa'ada.¹²

The Ministry of Planning and International Cooperation (MoPIC) reported a decrease in the total state budget revenues by 48.5 percent during January-July 2015 compared to the same period in 2014, and said the state was not able to cover various basic expenditures. Revenues from oil, the largest revenue source in the country, were reported to be down 53.8 % compared to the same time last year. Direct tax and oil production tax are not being collected. The formal banking channels have also been shut down.

Public officials and Civil Servants: A lack of electricity and fuel, plus ongoing conflict in some areas, has meant that public servants often have no functioning offices to work from. Compounding this, some civil servant salaries are not being paid or have been delayed, which affects income of about 26 percent of the population (i.e. government employees and their dependents).¹³ Although MoPIC reports that salaries were still being paid in mid-2015, there were conflicting reports at governorate or district levels that salaries were either not paid, or delayed or reduced s.¹⁴ Other government sources have stated that salaries are being paid but not entitlements which are an estimated additional 50%.¹⁵ Salaries now make up an estimated 100% of government spending with central reserves that are running out by an estimated May 2016 by the Minister of Civil Service if there is no donor assistance. The fact that the entire budget is for salaries and that civil servants are not in their office is

¹⁰Yemen Socio-Economic Update, Ministry of Planning and International Cooperation, #9 (Nov.) 2015 – DNA Social Sector

¹¹ Damage Needs Assessment, Governance Sector

¹² UNDP and Small and Micro Enterprise Promotion Service, Rapid Business Survey: Impact of the Yemen Crisis on Private Sector Activity, September 2015

¹³ Damage Needs Assessment, Governance Section, 2015

¹⁴ Damage Needs Assessment, Governance Section, 2015

¹⁵ Conversation with Minister of Civil Service – unconfirmed through surveys

further eroding the already very fragile trust of the government. Of these civil servants, an estimated 33 percent of civil servants on the payroll were actually ghost workers or double dippers.¹⁶

For service delivery staff themselves, there has been a reduction in the ability to retain staff. This was identified in the health sector due to shortages of financing, lack of electricity, lack of fuel, lack of drugs, lack of equipment, insecurity and a lack of medical supplies. This has resulted in 25% of medical facilities that are non-functional or only partially operational in a health sector that already did not cover the entire population. The percentage of non-functioning facilities was higher in conflict-affected governorates such as Sa'ada (33%) and Taiz (66%)¹⁷.

The Economy and Purchasing Power: According to Issue (20) Nov, 2016 of Yemen Socio-economic Update, MoPIC, the national economy of Yemen is facing a sharp contraction due to the financial and economic crisis and liquidity crunch that have paralyzed the economy and deprived 1.25 million public employees and their families of their main source of income. Suspension of oil and gas exports and limited donor support have resulted in expanded public budget deficit, which stood at YR1.59 trillion (equivalent to about US\$7 billion) during January 2015-August 2016. Foreign exchange reserves have fallen to their lowest levels. Officially, the Yemeni Riyal has lost more than 30% of its value against foreign currencies by the end of 2016, compared to early 2015. This has caused inflation and worsened the suffering of Yemenis.

Overall there will be an estimated contraction of 25 – 35% in real GDP in 2015.¹⁸ The purchasing power of the population is decreasing due to an increase in the price of basic goods, a reduction in income due to the shutting down of businesses, loss of remittances, loss of donor funding and import restrictions. As a result, Yemenis in a greater degree depend on borrowing to support their basic needs: 63.9% of the interviewed sample in Sana'a Capital City has borrowed money in the last 30 days, followed by Aden, 48%, and Hajjah, 47.6%.¹⁹ 27 – 61% of those interviewed by UNDP's Rapid Integrated Survey said that at some point in the last 30 days they had not had enough money to meet their basic needs. In the last 30 days, 42.5% people borrowed money. Also, the deteriorated situation in November have increased the average number of dependents to 13.1%, although Aden is the more pronounced area, that registers an increase in the number of dependents of 21.4 per cent, followed by Sana'a (+19.6 per cent), and Al-Hodeidah (+6.4 per cent)²⁰.

The disruption of the markets has resulted in high prices of production commodities (i.e. fuel, fertilizers, seeds, pesticides, feed, medicines), rent of machinery or equipment and spare parts, as well as veterinary services and labour, or has significantly decreased their availability. Production costs have subsequently soared: in Hodeida Governorate, production costs increased between 63-83 percent²¹ (depending on the crop) compared with the 2014 cropping season. At the national level, fodder prices have increased by 87.5 percent and local produced poultry feed prices by around 20 percent²² since the conflict started. The declining purchasing power of the population is further exacerbating already precarious food insecurity conditions. The national monthly average cost of partial food basket in September was over 30% more than the pre-crisis level (55% in Hodieda and 50% in Aden), adding more pressure on the weakened purchasing power of the vulnerable population who have already been struggling with eroded coping strategies. The national average price of fuel rose by nearly 250%

¹⁶ UNDP piloting of rationalizing the civil service, 2014 - 2015

¹⁷ Based on the tele-assessment conducted by jointly by the MoPHP and Yaman – May / June 2015

¹⁸ World Bank GDP data

¹⁹ Damage Needs Assessment, Productive Section, 2015

²⁰ Damage Needs Assessment, labour Market and Employment, ILO-CSO, December 2015

²¹ Yemen Food Security Update, August 2015, FSIS, FAO and MoPIC.

²² Yemen Food Security Update, August 2015, FSIS, FAO and MoPIC.

from the pre-crisis period (while in Sana'a and Taiz by 400%). Similarly, the national average price of wheat flour in September 2015 increased by 45% (in Taiz over 100%) from pre-crisis level.²³

According to the ILO-CSO Employment Rapid Assessment in three governorates of Sanaa, Aden and Al-Houdida, the three governorates lost more than 130,000 jobs (-12.8%). 12.2% of household heads reported that they have lost their primary source of income. In Sanaa, employment decreased by 17.8%, followed by Al-Hodeidah (11.6%), while in Aden employment declined by only 5.4%. Sana'a is the area with the highest share of persons employed in the Service sector (84.0 per cent). The capital also hosts the majority of public administration offices, the latter accounting for 1/3 of total employment and the overwhelming majority of formal employment.

In September 2014, OCHA reported around 900'000 migrant worker from abroad returned to their villages of origin; increasing on one hand the burden to the generated agricultural production and on the other hand reducing the fact to send remittances to their families. The movement of people has also meant a reduction in the customer base for many businesses as the middle class and affluent Yemenis have taken flight which has created a customer vacuum. There have been private sector layoffs and pay cuts. According to UNDP's Business Survey, after March 2015, 58% of large enterprises, 33% of medium, 23% of small, and 17% of micro reported lack of skilled workforce (versus correspondingly 25%, 23%, 20%, and 10% before March 2015). In addition, the Social Fund for Development has suspended all its Cash For Work and Labour Intensive Work in urban areas and in the majority of the rural areas which had been targeting 6.9million of the most vulnerable populations due to lack of funding and the presence of armed conflict. Cash grants are actually the most popular request during the Business Survey carried out, higher than security in all governorates.

Political complications: The eruption of conflict in late March 2015 revealed the deep divisive dynamics in the Yemen society and body politic. Years of exclusion, patronage and elite privilege, control of resources and a legacy of unresolved deep-rooted problems burst open. The NDC while worthwhile it itself, was not sufficient to galvanise the society towards a single unified state. Perhaps too much was expected of a single, even comprehensive dialogue process. The breakdown in relations and trust and the ensuing war became the most visible and destructive sign of a deeper discontent and malice.

The UN was tasked to act as principal mediators in the conflict, with a mandate to bring the two main warring sides to the negotiation table. Each of the sides is not a single entity but a combination of internal actors and alliances as well as garnering support from regional and internal actors and stakeholders. This adds considerable complexity to find a resolution and advancing peace negotiations. In addition the political vacuum and absence of effective government and service delivery gives room for renewed calls for Southern independence and opens the door for more radical groups to strengthen their foothold, influence and occupation of expanding territory under their control. With one year approaching since the start of a bombing campaign attitudes have hardened and parties seemingly still seeking a military victory before commitment and willingness to seek political accommodation.

Both sides stakes a claim for legitimacy. The government refers to UN Resolution 2216 and demand recognition of this as a starting point in the negotiations. The AnsarAllah forces believe that years of exclusion and real grievances give their cause legitimacy. With no agreement on the immediate horizon emphasis and urgency shifts to work more locally and in-country, seeking consensus from the ground up. A coherent strategy from the side of the UNCT programming can assist the OSESG to strengthen areas of key concern to relieve some pressure on the society and to retain a minimum base for implementation of a peace agreement if and when it is reached.

²³ Damage Needs Assessment, Productive Section, 2015

ANNEX B:

B.1. OPERATIONAL PRINCIPLES

Impartiality and 'do-no-harm': Activities will be undertaken in all relevant geographical regions based on analyzed needs, access and operational security. The choice of geographical focus will not be determined or influenced by political concerns or sensitivities. The relevant AFPs will engage in effective advocacy vis-à-vis their relevant national counterparts to ensure assistance is not prioritized on the basis of political allegiance, however being very careful to prepare inclusion and cooperation of all stakeholders when the conflict is resolved. Activities undertaken should also not exacerbate any underlying conflict drivers, in fact special attention should be given to the potential peacebuilding role of the proposed activities. AFPs will continue to advocate for the application of internationally agreed principle and commitments including human rights, gender and IHL.

Community Self-help: It is important that interventions under this framework support positive coping mechanisms and community-driven and national initiatives aimed at stabilizing the situation and finding solutions to the crisis. The intention is to support existing community and government efforts to sustain livelihoods, provide security and retain cohesion amidst huge pressure. The Strategic Framework will be premised on an understanding that from household to Governorate levels, people are already finding ways to cope with the situation thereby reducing long-term dependency on humanitarian relief assistance. The UN will work with communities and state structures to scale up local efforts, inject resources where necessary and perhaps facilitate people reaching out across divides where it is difficult for them to connect.

Urgency and Focus: The inherent value of a unifying Strategic Framework is to add urgency and focus. Implementing projects under this framework must carry the same urgency as humanitarian response. Immediacy is therefore key. Focus is essential: given the dire needs in almost every facet of life in Yemen it is easy to be sidetracked away from the current demanding context. The focus is determined by in-country efforts that best support and do not undermine the political process, retain state functions, improve social services and prevent communities from becoming further divided amongst themselves.

B.2. PERCEIVED RISKS

Prolonged Negative Stalemate: With the uncertainty regarding the peace negotiations the prospects for peace in the coming months are uncertain to say the least. As has been explained above, the purpose of this framework is to focus the efforts of the UN and international partners in maintaining some core capacity both in state institutions and the communities in general, however, the likelihood of success could decrease with time if the conflict becomes protracted. Maintaining capacity requires the hope and possibility of peace at some point in the future; once key stakeholders lose that hope, maintaining that momentum and motivation will become harder as time goes by without a visible improvement or even the prospect of improvement in the situation.

Conflict increases in terms of intensity and geographic scope: There is already a limited space and scope for the activities to be undertaken under this framework. It is assumed that the required space for such interventions will either continue to exist or will increase with time as we move towards a resolution of the conflict. However, the current stalemate may soon give way to greater conflict in the north with further instability and insecurity as seen in Aden. This may further reduce the scope of interventions that are possible with core institutions under tremendous stress and the possibility for real collaboration acutely diminished.

Donor fatigue: Yemen is already under reported in the international media with interest in the region moving to the crisis in Syria as it also is having an impact on major donor countries through the current exodus of refugees fleeing the crisis. As such, resources for the region are also being diverted not only towards the crisis in Syria and neighboring countries but are also being held back in European countries to deal with the refugee crisis. If the

conflict in Yemen prolongs and progress is not made on the political front, it could cause donors to reduce their engagement in a country where they do not see any prospect of progress in the near future.

Silo thinking: Possibly the most significant risk to the successful implementation of this framework is internal to the UN. Traditional approaches to conflict situations and humanitarian crisis have perpetuated a culture of “siloed” thinking within the UN System, with the three main silos being, Political, Development and Humanitarian. With an understandably concentrated focus on their core mandates that allows for an efficient and effective response in less complex situations, the current context in Yemen requires a significant revision of that approach. Working towards resilience within affected communities requires greater coordination between the humanitarian and development entities; pursuing confidence building measures with a view to building longer lasting peace will require all three groups to collaborate closely; however the mindset of going it alone may still pervade within some individual AFPs. Not having a collaborative mindset with shared goals and objectives, a necessary prerequisite to the success of this framework, is still a significant risk in Yemen.