

OVERVIEW

COUNTRY PROGRAMME FRAMEWORK

UNDP YEMEN, JULY 2019 - JUNE 2021





At the end of 2018, in the context of on-going conflict and a humanitarian crisis in Yemen, the United Nations Development Programme (UNDP) Yemen decided to adopt a two-year bridging framework.

Outlined here, the resulting Country Programme Framework (CPF) is designed to be flexible, conflict-sensitive and adaptive. It will be reviewed periodically and adapted to accommodate the rapidly-changing circumstances within Yemen.

PROGRAMME RATIONALE

Since the outbreak of conflict in 2015, Yemen's economic output has decreased by roughly 50 per cent, and poverty has escalated dramatically. The prohibitive costs of food and fuel, paired with high unemployment, makes survival extremely difficult for most Yemenis. Approximately 80 per cent of the population requires humanitarian assistance; 10 million people are on the brink of starvation; and, more than 3.3 million people are internally displaced.

According to a UNDP Yemen-commissioned study, conflict has already set Yemen's development back by 21 years. Even if the conflict comes to an end in 2022, development will have been set back 26 years —over one generation. If the conflict persists through 2030, Yemen will revert nearly four decades and indirect deaths (caused by lack of access to food, health care, and other basic services) will be five times greater than direct conflict-related deaths.

Yemen will not attain any of the Sustainable Development Goals (SDGs) by 2030.

While ending conflict in Yemen is the most urgent priority, any tenable peace agreement will need to address the root causes of conflict. This requires an inclusive, bottom-up peace process, strengthening of local governance systems, and coordination of formal and informal structures throughout all regions.

Governance, marginalisation and conflict

As a result of escalated conflict, central government transfers, including salaries and investment capital to local councils – which were previously a regular occurrence in Yemen – are now either irregular or have ceased altogether.

Some local authorities use local revenue from non-legislated taxes and fees to compensate for some of this loss. At the community-level, committees help mitigate the impact of conflict by monitoring aid distribution, creating spaces for collective decision-making and involving groups such as women and children, who have traditionally been excluded. Locally, informal indigenous structures are essential to conflict resolution, and the administration of justice and security.

Climate risks

Yemen's temperatures are rising more rapidly than the global average. By 2060, temperatures could have increased by as much as 3.3° Celsius and, by the end of the century, by 5.1° Celsius. Per capita water availability is the lowest in the world and groundwater can never be replenished to the former levels. Projections suggest that droughts and heatwaves will last longer and be more severe.

With approximately 60 per cent of the population dependent on incomes generated through natural resources, and with most displaced persons originating in rural areas, addressing climate risks is critical to recovery. Actions taken today will help mitigate the effects of climate change on an already complex humanitarian and development crisis.

Women

In 1984, Yemen signed the Convention on the Elimination of All Forms of Discrimination Against Women. Today, however, women are still disadvantaged in the court of law, and their role in regional and national level decision-making remains marginal. Yemen ranks last of 149 countries analysed in the World Economic Forum's gender gap index and last of 160 countries in UNDP's gender equality index (0.834).

Currently, Yemeni women cite lack of security – including the risk of arrest or ill treatment at checkpoints – as a primary concern, further reducing their freedom of movement. In 2018, approximately one-third of displaced households were female-headed; incidences of girl-child marriage had tripled; and, reported cases of gender-based violence increased by 70 per cent.

Youth

In 2014, almost 50 per cent of Yemeni youth were not in school, getting trained, or employed. Unemployment was three times higher for youth than for adults, and three times higher for female youth than for male youth.

Conflict has exacerbated the situation, reducing access to education and training. A generation of Yemenis is now unequipped for employment and susceptible to manipulation by armed criminals or extremist groups.

PROGRAMME STRATEGY

UNDP has been working with the government and people of Yemen for 53 years. Headquartered in Sana'a, UNDP has expanded its presence throughout Yemen over time, establishing sub-offices and programmes in Aden, Hodeidah, Marib and Mukalla and building partnerships with local authorities and stakeholders across the country. Because of UNDP's comprehensive understanding of Yemen's changing priorities and dynamics, and its ability to serve the Yemeni population equally across the regions, parties to the conflict have requested UNDP support local-level governance structures and institutions.

In relation to these comparative advantages, the CPF considers Yemen's humanitarian, development and peacebuilding challenges and opportunities, and the lessons learned in the previous country programme cycle.

Within the political space provided by the Office of the Special Envoy for the Secretary General for Yemen (OESGY) and the United Nations Mission to Support the Hodeidah Agreement (UNMHA), UNDP will focus on structural transformation – building the resilience of Yemeni people and building a foundation for inclusive peace.

UNDP envisages a situation in which Yemenis can improve their livelihoods, contribute to and benefit from peacebuilding processes, and participate in building inclusive, gender-sensitive governance. To this end, UNDP will prioritize practical peacebuilding support; governance and the rule of law; and, economic recovery and development.

Humanitarian – Development – Peace Nexus

Human welfare and social and economic recovery is a common concern of all parties, providing a natural entry point for confidence and peacebuilding efforts, and support to the formal peace process.

While supporting the local peace agreements brokered by the OESGY and the UNMHA, UNDP is also building a foundation on which a nation-wide peace agreement can be implemented.

UNDP is recognized for its ability to combine immediate humanitarian assistance with development and peacebuilding initiatives that increase human digni-

ty, self-sufficiency and autonomy. At an early stage, UNDP places local actors in the lead, developing their capacity to coordinate and sustain social cohesion and development efforts, and gradually reducing their dependence on international interventions.

Area-based programming

UNDP's experience in other conflict settings has demonstrated that fostering local development – even in a humanitarian context and in the absence of a peace agreement – can improve people's lives. Area-based programming uses an area, rather than a sector or group, as the entry point to provide support. Where possible, UNDP Yemen will use its nationwide presence to create synergies to increase and expand the impact of its interventions.

Conflict-sensitive and adaptive management

Conflict-sensitive programming incorporates knowledge and lessons learned into ongoing and anticipated interventions. This requires that UNDP and its partners analyse and understand the impact of conflict on the delivery of area-based programmes and projects, while also considering impact of interventions on national and local conflicts.

Adaptive management recognizes that informed programme experimentation, innovation and trial and error – as well as continuous monitoring – are necessary for identifying what should or should not be implemented.

Integrated and at-scale programmes

Where accessible, UNDP will continue to support Yemenis throughout the country, either directly or through implementing partners. Reducing transaction costs among other things, UNDP Yemen will transition from smaller projects to larger, at-scale programmes that provide value-for-money while improving Yemeni livelihoods.

Country Programme Board

UNDP Yemen, its implementing partners, joint UN programme partners and donors must understand and ascribe to the conflict sensitive and adaptive programme management approach. UNDP Yemen Country Programme Boards must be established to enable periodic programme oversight and adaptation of the Country Programme.



PARTNERSHIPS AND PRIORITIES

The UN Country Team in Yemen contains 18 agencies, funds and programmes. This includes two political missions – OSESGY and UNMHA – with whom UNDP supports the peace process and implementation of the Stockholm Agreement.

UNDP has developed innovative partnerships to counter famine and contain recent outbreaks of cholera. As part of UNDP's unique and key role in the humanitarian-development-peace nexus, and while implementing the New Way of Working, UNDP Yemen has successfully created partnerships with UN humanitarian agencies, the World Bank, the European Union, and others.

The CPF is implemented in partnership with national and local authorities and civil society, developing capacity where necessary. Partnership with national institutions such as the Social Fund for Development and the Public Works Project enables UNDP to work in remote locations and allows for implementation of

large-scale programmes in Yemen.

UNDP Yemen's three programme priorities are aligned with the UNDP Strategic Plan 2018 - 2021: Outcome 3 "Strengthening resilience to shocks and crisis." Gender equality and the empowerment of women and girls is supported with concrete interventions while also cross cutting all three outcome areas.

Programme Priority 1: Peace operations support

Priority one contributes to Sustainable Development Goals (SDGs) 5, 10 and 16 through the application of UNDP Strategic Plan Signature Solutions 2, 3 and 6.

In partnership with OSESGY, UNMHA and the Resident Coordinators' Office, UNDP will implement projects that support the execution of peace agreements and advance the overall peace agenda. The Peace Support Facility (PSF) connects confidence-building initiatives to the political dialogue facilitated by the Special En-



voy and supported by the Resident Coordinator. Designed to achieve visible results and build confidence in political dialogue, these projects are funded by the PSF and will be implemented at speed by UNDP and its partners.

The PSF's initial focus is the implementation of the Stockholm Agreement, to provide a humanitarian corridor for the delivery of assistance. However, it is anticipated that the focus will shift to other conflict-affected areas of the country as the political process evolves.

In the short- to medium-term, UNDP will identify larger infrastructure projects that can support the operationalisation of Hodeidah, Salif and Ras Issa ports in support of the Stockholm Agreement and the overall peace process.

In parallel, UNDP will contribute to normalisation of social and economic activity through continued support to mine action. There are currently thousands

of landmines and unexploded ordnance spread across the country – particularly in the West, where the majority of the population resides. This poses both immediate physical danger and obstructed emergency assistance – including the delivery of food – and damage infrastructure necessary clean water, basic health care or education, among others. Key priorities will be to provide access to critical infrastructure, restore essential services and – most importantly – reduce human casualties.

Programme Priority 2: Governance and the rule of law

Priority two contributes to SDGs 5, 10 and 16 through the application of UNDP Strategic Plan Signature Solutions 1, 2 and 6.

Given the multiple and interrelated dynamics in the ongoing conflict, the restoration of peace in Yemen is inextricably linked to safety, security and the rule of law.

In Yemen, UNDP will collaborate with the OSESGY, the UN Children's Fund (UNICEF), UN Women, the UN High Commissioner for Refugees (UNHCR) and the UN Office on Drugs and Crime (UNODC) to facilitate the security, safety and protection of Yemenis across the country and respond to the existing needs and capacities in both rural and urban areas. Support to the security sector, particularly the police and coast guard, will help to improve operational and planning capacity in areas such as human resources management, training and infrastructure development.

Building on political agreements and identified needs in urban sites, UNDP and OSESGY, will support the re-deployment of police in identified cities and UNDP will facilitate the establishment of a community policing system.

Interventions are designed to deepen UNDP support to a country-wide system of inclusive local governance, anchored on formal local authorities. UNDP will customize support to local authorities, based on capacity and demand, assisting communities to identify and claim their rights; as well as supporting police redeployment, security and justice services. In particular, UNDP and its implementing partners will develop the capacity of the formal justice sector to improve services and access to the formal justice system for both women and men and facilitate alignment of the corrections system with international human rights standards.

Programme Priority 3: Economic recovery and development

Priority three contributes to SDGs 1, 2, 3, 5, 6, 7, 8 and 13 through the application of the UNDP Strategic Plan Signature Solutions 1, 3, 4, 5 and 6.

Under this priority, UNDP directly contributes to the dignity of Yemenis by increasing their income and enhancing self-reliance. Because this enables households to purchase food and water and to access sanitation and health services, these efforts also contribute to the famine and cholera response.

As part of the area-based approach, UNDP will base economic recovery and development activities on the characteristics and opportunities of the local economies and markets. This will include development the capacities of communities, local authorities and the private sector; identification of local economic recovery and development priorities; and, implementation and oversight of interventions.

UNDP will coordinate with its implementing partners to provide training and apprenticeships; restore productive community assets such as roads connecting rural communities to markets; rehabilitate household water and sanitation infrastructures; promote value-chain development and access to financial services for small business owners; and, improve access to solar power to improve the productivity of farms and other businesses. UNDP also facilitate climate change adaptation and management of risks such as flooding and droughts.

INSTITUTIONAL KNOWLEDGE AND DEVELOPMENT

Monitoring and evaluation

UNDP Yemen has established a practice for project, country office and external results monitoring and involves beneficiaries in the process. In addition to this, the organisation conducts financial spot checks and commissions an annual audit of all projects. In this Country Programme cycle, UNDP will adopt innovative approaches to monitoring, including increased use of open data sources, big data sources and GIS mapping, to allow for real-time monitoring – particularly in areas where access is limited. Where feasible, UNDP will support the development of local capacities and systems for monitoring, initially focusing on sub-national levels.

Learning

UNDP will continue to invest in knowledge products – in particular, studies of the impact of the war on development and women focusing on SDGs 1, 2, 8 and 16 . It will also produce an annual publication elaborating UNDP Yemen's lessons learned during experimentation, area-based and conflict sensitive programming.

Accountability

This two-year CPF has been endorsed by UNDP headquarters and outlines the contributions to national results and services as the primary unit of accountability to its governing body for results alignment and resources assigned to the programme at country-level.

The organisation's programme and operations policies and procedures and internal control framework describe the accountabilities of managers at the country, regional and headquarters levels.



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