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UNITED NATIONS YEMEN SUSTAINABLE DEVELOPMENT COOPERATION FRAMEWORK 2022 – 2024

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JOINT STATEMENT AND SIGNATURE PAGE

The United Nations Country Team (UNCT) in Yemen presents the UNITED NATIONS SUSTAINABLE DEVELOPMENT COOPERATION FRAMEWORK (UNSDCF) 2022 – 2024. The UNSDCF is the United Nation’s central cooperation framework for planning and implementation of development activities at the country level. It articulates the UN’s collective framework of support to Yemen towards achieving key Sustainable Development Goals (SDGs) and advancing the humanitarian - development - peace nexus.

The UNSDCF is a compact between UN entities to work together and in partnership with broader society and other development partners, towards building resilience in Yemen in a context of war and ongoing conflict where the wellbeing of all people, particularly those who are most disadvantaged can enjoy equal rights and opportunities under an inclusive green economy and people-centered governance systems. At the core is a commitment to build resilience, leave no one behind and to respond to the needs of the most vulnerable in Yemen society.

By signing herewith, the United Nations Country Team members endorse the UNSDCF 2022-2024 and reinforce their joint commitment to the UNSDCF strategic priorities and outcomes, underscoring the joint commitment to its priorities and cooperation results.

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LIST OF ACRONYMS

BOS	Business Operations Strategy
CCA	Common Country Analysis
COVID-19	novel 19 coronavirus
CPD	Country Programme Document
DCO	Development Cooperation Office
DHS	Demographic Health Survey
FAO	Food and Agriculture Organization
FSO	Floating Storage Offloading Unit (FSO SAFER Tanker)
GBV	Gender Based Violence
GEWE	Gender Equality and Women's Empowerment
HACT	Harmonized Approach to Cash Transfers
IDP	Internally Displaced Persons
ILO	International Labour Organization
IOM	International Organization for Migration
IRG	Internationally Recognized Government
JWP	Joint Work Plan
MEL	Monitoring Evaluation and Learning
OHCHR	Office of the High Commissioner for Human Rights
OMT	Operations Management Team
PMT	Programme Management Team
PWD	Persons with Disabilities
SDG	Sustainable Development Goals
SOP	Standard Operating Procedure
UN	United Nations
UNCT	United Nations Country Team
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UN-Habitat	United Nations Human Settlements Programme
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Science and Cultural Organisation
UNFPA	United Nations Population Fund
UNHCT	United Nations Humanitarian Country Team
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNOPS	United Nations Office for Project Services
UNSDCF	United Nations Sustainable Development Cooperation Framework
WASH	Water Sanitation Hygiene
WFP	World Food Programme
WHO	World Health Organization

EXECUTIVE SUMMARY

UN global reform has elevated the United Nations Sustainable Development Cooperation Framework (UNSDCF) to be “the most important instrument for planning and implementing UN development activities” in the country. It outlines the UN development system’s contributions to reach the Sustainable Development Goals (SDGs) in an integrated way, with a commitment to leave no one behind, uphold human rights, Gender Equality and Women’s Empowerment (GEWE), and other international standards and obligations. The UNSDCF seeks to address the humanitarian, development and peace challenges in Yemen in an environment where key public institutions are fragmented, no national strategy exists, and where there has been no national budget since 2014. The Yemen UNSDCF outlines the UN’s collective priorities and development objectives to be reached jointly in the next three years 2022-2024 as part of an ongoing and longer- term vision for resilience building and forging of a pathway to peace.

Yemen is a country in conflict. The priorities of this UNSDCF are derived from the analysis of the impacts of this ongoing crisis on the people of Yemen, and the needs and opportunities as outlined in the UN’s Common Country Analysis (CCA) conducted in 2021.

The UN has prioritized four pillars that resonate with the SDG priorities of people, peace, planet and prosperity that aim, as a matter of urgency, to improve people’s lives in Yemen and build resilience that is equitable, inclusive, people-centred, gender responsive and human rights based, through outcomes that:

1. Increase food security, improving livelihood options, and job creation
2. Preserve inclusive, effective and efficient national and local development systems strengthening
3. Drive inclusive economic structural transformation
4. Build social services, social protection, and inclusion for all

The theory of change is driven by an expectation that by 2024 the impact for all people of all ages in Yemen affected by conflict, forced displacement and living in poverty in all its dimensions will experience change in the quality of their lives. This will be possible through increased food security and nutrition, livelihood options and job creation; preserved national and local development and systems strengthening; inclusive economic structural transformation and the building of social services, social protection and inclusion for all. Food security and nutrition, and sustainable and resilient livelihoods and environmental stability will be realized through effective food production and diversified food and nutrition security; and through sustainable climate sensitive environmental management. Rights-based good governance and inclusive gender sensitive improved public services and rule of law will be possible as a result of accountable, inclusive and transparent institutions and systems, as well as the building of trusted justice systems. Increased income security and decent work for women, youth and vulnerable populations will be realised through micro and macro-economic development and job creation. Strengthened social protection and basic social support service delivery focused on support to marginalized groups, and strengthening women and youth leadership in decision making processes will be supported through the preservation of social protection and expanded and effective social assistance and basic services.

The UNSDCF prioritises the population groups in Yemen that have the highest risk of being left behind due to the impact of conflict; economic, social, geographic or political exclusion; and marginalisation. Enacting the central transformative principle of the 2030 Agenda and the SDGs, whilst challenging in the Yemen context, does provide the lens through which the UNSDCF targets the most vulnerable and prioritise Leaving No One Behind.

On the basis that some groups in Yemen bear the brunt of the conflict due to forced displacement, livelihood disruption, food insecurity, limited social safety nets, increased levels of poverty and poor-

quality housing, the CCA 2021 identifies the following population groups at the greatest risk of being left behind:

- Women and girls - 73 percent of those displaced in Yemen are women and girls, especially women of reproductive age and adolescent girls
- Children – 60 percent of those killed directly by conflict are children under five
- Youth and adolescents – an estimated 2 million school-age girls and boys are out of school as poverty, conflict, and lack of opportunities disrupt their education
- Internally displaced persons – more than 4 million IDPs with 172,000 newly displaced in 2020 and almost 160,000 in 2021
- Refugees, asylum seekers and migrants – Yemen hosts approximately 138,000 migrants and 140,000 refugees and asylum seekers
- Persons with disabilities – 4.5 million Yemenis have at least one disability
- Ethnic and religious minorities – It is estimated that Muhamasheen represent 10 percent of the population living in marginalised conditions

The UNSDCF is comprised of four chapters. Chapter One: explores Yemen’s progress towards the 2030 Agenda through a detailed analysis of the country context drawing on the 2021 CCA. Chapter Two: presents the theory of change generally and per outcome area. Chapter Three: outlines the UNSDCF’s implementation plan focused on the management structure, resources, links to country programming instruments and Yemen’s Business Operations Strategy. Chapter Four: highlights the process for CCA updates, Monitoring and Evaluation and Learning. The Results Framework presents the outcomes and key performance indicators for monitoring agreed targets utilizing verifiable data sets. Two annexes capture the legal basis for all UN entities engaged in the UNSDCF and the mandatory commitments to Harmonised Approaches to Cash Transfers (HACT)¹.

The UNSDCF represents the UN’s understanding that continued engagement in Yemen requires an operational architecture under-pinned by the Business Operations Strategy (BOS) and an integrated set of achievable programming priorities. These two strategic approaches of the UN system strengthen and make more inclusive the country’s national and local governance structures, and mainstream the required responses to the economic and health consequences of COVID-19. They tackle food insecurity and nutrition as a matter of priority and integrate the promotion and advancement of gender equality and women’s and girl’s empowerment.

¹ HACT is relevant to ExCom agencies – UNDP, UNFPA, UNICEF, WFP

CHAPTER 1 COUNTRY PROGRESS TOWARDS THE 2030 AGENDA

National Context

Yemen has been in a civil conflict since 2015 with peace hindered by continued violence. The conflict continues to impact humanitarian priorities and shape development needs and there are significant challenges facing the internationally recognized Government of Yemen (IRG).

The Ansar Allah movement (herein referred to as the de-facto authorities) established a self-proclaimed government based in Sana'a, and has developed its own strategic vision for the country. A significant proportion of the population live in the areas controlled by the de-facto authorities, where social development has regressed and the liberties and movement of the people have been restricted.

The ongoing conflict has also exacerbated poverty and inequality, which has fueled significant wealth disparities². This operating environment – with split and warring parties, separate governance structures, and no single agenda for building the resilience of the people of Yemen, or setting a people-focused agenda for recovery, poses significant challenges to the UN operation in the country and to the overall conflict sensitivity of any intervention.

As the conflict in Yemen continues, political and economic inequities have deepened. The current conflict, now in its seventh year has had a devastating impact on civilian life, public institutions, and infrastructure. Food insecurity in Yemen remains extremely high with a staggering 16.2 million people likely to experience high acute food insecurity, and acute malnutrition. Low food access is due to a combination of high household dependence on food imports, high food prices and significantly reduced household income.

Yemen is the second biggest Arab nation in the Arabian Peninsula, bordered by Saudi Arabia, Oman, the Red Sea, the Gulf of Aden, and the Arabian Sea, covering an area of 527,948 square kilometres and has a coastline of 1,906 kilometres. Yemen is of strategic importance with the Bab-Al-Mandab Strait acting as a strategic link between the Indian Ocean and the Mediterranean Sea via the Red Sea and the Suez Canal. Two thirds of the country is classified as hyper-arid with less than 50 millimetres (mm) of rainfall per year. The remaining land is classified as arid with less than 200mm rainfall per year. Most of the population live in the western mountainous regions, which receives annual rainfall above 250 mm with some areas receiving 800mm.

Yemen has a population of approximately 30.5 million³, a number expected to double by 2035. Life expectancy at birth is 65 for men and 68 for women⁴. The population is currently growing at a rate of 2.3 percent per year, has a median age of 20.2 years (with 63 percent of the population under 24 years) and a high fertility rate of 3.84 births per woman. The under-five mortality rate is 58 per 1,000 live births and the maternal mortality rate is 164 per 100,000 live births⁵.

Poverty in Yemen is worsening. Approximately 63 percent of Yemenis live in rural areas. Before the crisis poverty affected almost half Yemen's total population⁶. It now affects an estimated 71-78 percent of Yemenis. Women and girls are more severely affected than men and boys⁷. Women headed

² <https://podcasts.apple.com/us/podcast/peace-out-from-bad-to-worse-in-yemen/id151230264?i=1000524218595>

³ Yemen Humanitarian Needs Overview (HNO), 2021. Consolidated by OCHA (on behalf of the humanitarian country team and partners).

⁴ World Bank 2019

⁵ World Bank data. <https://data.worldbank.org/indicator/SH.STA.MMRT?locations=YE>

⁶ <https://www.worldbank.org/en/country/yemen/overview>

⁷ <https://www.worldbank.org/en/country/yemen/overview>

households and girls are at higher risk of food insecurity, many to most having no steady source of income, exposing these families to risks of exploitation, harassment and abuse⁸.

The Integrated Food Security Phase Classification (IPC) 2021 reported that an estimated 13.5 million people, 45 percent of Yemen's population were acutely food insecure with the numbers projected to increase to 16.2 million. Of those 16.2 million people, 11 million people will have reached 'crisis' levels of food insecurity, classified as Phase 3 in the Integrated Food Security Phase Classification (IPC); another 5 million people will have reached 'emergency' levels or IPC Phase 4; and 47,000 people will have reached 'catastrophe' or famine-like levels (IPC Phase 5) through mid-2021⁹.

In Yemen, state-owned land accounts for about 90 percent of all land and the remaining 10 percent includes agricultural and cultivated land (five to nine percent) and urban lands covered by human settlements (cities and villages; one to two percent). 90 percent of land ownership is informal or lacks legally recognized tenure, with tribal systems often governing tenure and transactions. In practice, through land and real estate law generally governs urban land rights, however, residents refer to customary rights relating to land in rural areas.

Housing, land, and property (HLP) rights violations and discrimination are widespread in Yemen¹⁰. Most ownership rights are not well documented, which has led to disputes and conflict in the community due to the application of customary rights aimed at finding alternative ways of settling grievances. There is no system in place to document land titles and related documents, whether the land is formal or customary. Women are particularly marginalised and negatively affected by these circumstances facing many barriers to equally accessing their HLP rights. The situation is exacerbated by the lack of a clear policy on how to manage and register housing, land or property rights. The national cadastre is weak and not applicable in all areas.

Yemen has historically been a country at the crossroads between Africa and the Middle East, and more recently a country of transit for populations coming from the East and Horn of Africa heading towards the Gulf countries in search of better economic opportunities. Yemen is the only country in the Gulf Region to have signed the 1951 Convention on Refugees and has for many years hosted people fleeing conflict and persecution in neighboring countries. However, the current dire humanitarian situation in Yemen has caused growing intolerance and shrinking asylum space for people fleeing violence and persecution in other countries.

Whilst Yemen's development partners including the UN system have initiated innovative programmes demonstrating that humanitarian, development, and peace actors can find new ways of collaborating, the country continues to face one of the worst humanitarian and development challenges in Yemen's history.

Since 2020 Yemen has experienced an economic downturn worsened by COVID-19, climate change and extreme climatic events such as heavy rains, floods, and desert locust infestation – which have exacerbated needs and perpetuated cycles of violence and forced displacement, leaving the population mentally and physically distressed. The devaluation of the Yemeni Riyal, the interruption or ceasing of salaries for public sector employees continues to cause financial distress. The financial strain on families has led many Yemeni women to seek work outside of the household. At the same time, the collapse and/or overburdening of services have had detrimental effects on women and girls who must take on the additional burden of care at home¹¹.

⁸ Office for the Coordination of Humanitarian Affairs Yemen. 2021. Humanitarian Needs Overview. February, p.81.

⁹ FSIN and Global Network Against Food Crises. Global Report on Food Crises 2021. Joint Analysis for Better Decision. Global Report on Food Crises.

¹⁰ HRP 2021

¹¹ Fawziah Al-Ammar, Hannah Patchett and Shams Shamsan. (2019) *A Gendered Crisis: Understanding the Experiences of Yemen's War*. Sana'a Center for Strategic Study. <https://sanaacenter.org/publications/main-publications/8480>

Human-made crises continue to impact the people of Yemen including the ongoing conflict, political dispute over the use of fuel import revenues, and a crippled economy, which hinders the delivery of assistance and negatively impacts development¹².

Ever growing humanitarian needs are now exacerbated by the impact of COVID-19 and a persistent non permissive operating environment¹³. Different areas of Yemen are experiencing the conflict in different ways, and as a result have varying development trajectories¹⁴. As a result, there is the need for a path forward that complements humanitarian assistance with development and peacebuilding interventions where an end to conflict is anticipated.

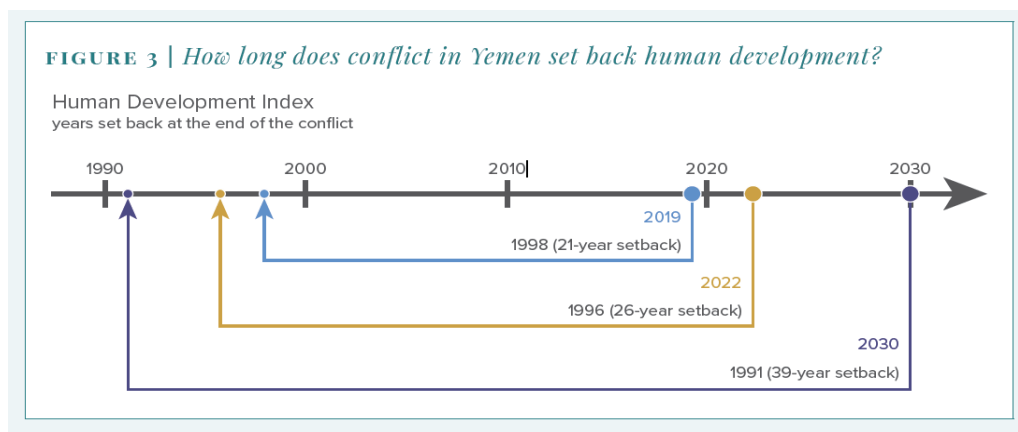


Figure 1. End of conflict in 2019, 2022 and 2030 and impact on the Human Development Index (Source: UNDP & PARDEE (Denver University) Impact of War Report 2020)

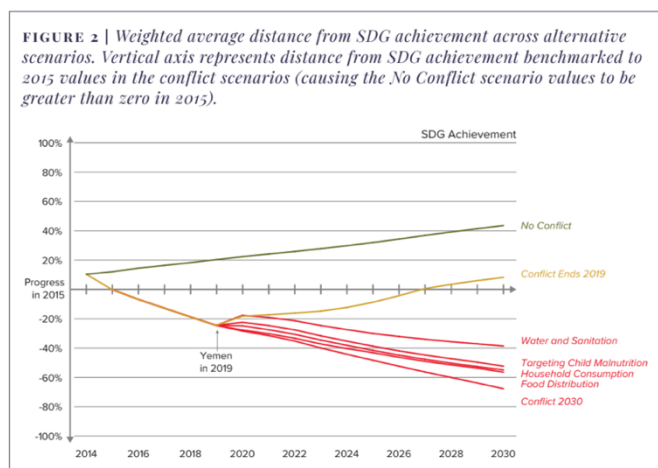


Figure 2. The impact of war on the SDGs. (Source: UNDP & PARDEE - Impact Of War Report 2020)

If the conflict in Yemen persists through to 2030 it has been assessed that development will be set back by nearly four decades¹⁵. The population will be overwhelmingly malnourished, with many of those who survive facing lifelong stunting, thereby impacting their health, development, education, and productivity. All these elements have multiple dimensions that exacerbate the slowdown of SDG attainment, for example education is already affected with more than two million students out of school, affected by infrastructure damage and malnutrition, which can significantly impact an

¹² UNCT report 2020

¹³ UNHCR IDP Protection Strategy 2020-2021

¹⁴ UNDP CSN

¹⁵ UNDP Impact of War on Development 2019

individual's ability to learn. Yemen has been given acute malnutrition status by IPC and over 2.25 million cases of children aged 0 to 59 months, and more than a million cases of pregnant and lactating women, are projected to suffer from acute malnutrition¹⁶.

In a context in which any efforts to attain the SDGs will be further slowed or reversed, the economy will be fundamentally altered, with GDP per capita ranking among the worst globally. Multidimensional poverty in children based on data from Yemen's 2013 Demographic Health Survey (DHS) indicates that 76.4 percent of children experience moderate poverty and 48.8 percent experience acute poverty, indicating a lack of access to essential basic services. If conflict continues through 2030 any efforts to meet the SDGs will continue to face substantial setbacks, and those most at risk of being left behind will become increasingly vulnerable.

Groups at risk of being left behind

Leaving No One Behind (LNOB) is the central, transformative principle of the 2030 Agenda and the SDGs. The CCA utilised the LNOB framework to analyse how different population groups in the country are lagging behind or are at risk of being left furthest behind, because they are economically, socially, geographically and or politically excluded, marginalised or impacted by conflict.

Vulnerable and marginalised groups have borne the brunt of the impacts of conflict in Yemen due to forced displacement, disrupted livelihoods and the further weakening of social safety nets, increased levels of poverty and poor-quality housing, decreased job opportunities, a lack of investment in health infrastructure, weak educational outcomes, and poor governance. This deepening of vulnerability and disadvantage is interlinked and multi-faceted and drives disparities that have been further impacted by severe climatic events and most recently COVID-19. The groups most at risk of being left behind in Yemen include:

Women and girls - An estimated 73 percent of the over four million people displaced in Yemen are women and children. Diverse religious, cultural, social and political traditions shape gender relations across Yemen's regions between rural and urban areas, and between different tribes and generations. Prevailing cultural attitudes and patriarchal structures lead to systematic discrimination against and marginalisation of women and girls – affording them a low status in the family and the community and limiting their participation in public life and decision-making structures. In a calendar year over one million pregnant and breastfeeding women are at some point projected to suffer acute malnutrition.

Yemeni women bear the burden of food insecurity and caring for malnourished children while facing increasing malnutrition themselves. An estimated five million women and girls have limited or no access to reproductive health services. During the pandemic the number of unattended deliveries of babies increased worsening statistics that show only 35 percent of women in rural areas with access to skilled maternal health professionals during delivery. Child marriage, while it represents an issue that predates the conflict, is escalating with two thirds of girls in Yemen married before age 18 and many before 15. Around 36 percent of girls do not attend school a situation driven by gender norms that prioritise the education of boys over girls and give girls the burden of household chores and caring for younger siblings, in addition to increased numbers of female headed households.

Women in Yemen continue to face challenges and limited access to enjoy their housing, land and property (HLP) rights due to widespread discriminations. They have difficulties accessing Courts of law or the legal system to document the violations of HLP rights. Women often face barriers to prove ownership and document their rights over their housing, land and property, including due to the lack

¹⁶ Integrated Food Security Phase Classification IPC <http://www.ipcinfo.org/ipc-country-analysis/details-map/en/c/1153006/?iso3=YEM>

of civil status documentation. Further, discriminatory practices are applied against women due to social, traditional and cultural norms and customary law which binds them to current land practices and also puts major constraints on women's access to HLP rights. Female-headed households and widows are particularly negatively affected when it comes to inheritance rights as often their rights are violated by male dominated family where they are pressured to give up their inheritance in favour of male family members. This leaves them without protection of their HLP rights and uncertain future.

Children - Half of Yemen's population are children. Just over two million school-age girls and boys are now out of school as poverty, conflict and lack of opportunities disrupt their education. Nearly 2.3 million children under the age of five are projected to suffer from acute malnutrition in 2021. As a result of COVID-19 maternal and child health nutrition services have reduced or ceased, exacerbating cases of reduced access to healthcare; increased malnutrition; reduced access to water sanitation and hygiene (WASH), decreased access to education and reducing access to specialised child protection services by up to 98 percent. Pre-crisis birth registration rates in Yemen is 30.7 percent and children having access to birth registration could be lower, limiting children's access to essential services such as education and triggering the risk of statelessness.

By 2030, Yemen will face a 20 percent increase in school age population (aged 5-17 years) resulting in the need for approximately 2 million additional students to be accommodated in the education system. Without adequately addressing this additional influx of children and adolescents in the education system in an adequate manner, an additional 0.7 million children aged 5-17 years, reflecting a 22 percent increase, may be out of school. Children are vulnerable to being exploited through child labour, including the worst form of child labour such as being recruited by parties to conflict due to the economic pressure to provide for their families.

Youth and adolescents – There are 6.3 million adolescents in Yemen (10-19 years) representing more than 21.55 percent of the total population¹⁷. This population is expected to continue to grow over the next 30 years to almost double by 2050¹⁸. By 2030 Yemen will face a six percent increase in the labour force (aged 15-64 years) with 89,000 new entrants into the labour markets. Without taking advantage of this additional influx of youth into the labour market an additional 13,000 youth (14-24 years) reflecting a three percent increase may be unemployed. In these circumstances, negative coping strategies such as recruitment into armed groups may prevail.

Internally displaced persons - There are more than 4 million IDPs in Yemen with 172,000 people newly displaced in 2020 and almost 160,000 newly displaced in 2021, particularly in Marib, Houdeida, Hajia and Taizz Governorates. More than 70 percent of these IDPs are estimated to be women and children. Approximately 15 percent of displaced households are female headed compared to 9 percent before the conflict escalated in 2015. Almost 1.6 million IDPs are estimated to live in almost 2,000 makeshift sites, of which less than 25 percent are served by humanitarian actors. Some 50 percent of IDPs hosting sites are within 5 kms from active frontlines, exposing IDPs disproportionately to the effects of armed conflict.

The legal rights of IDPs are impacted by a weak judicial and administrative system. Traditional social and cultural norms govern a considerable number of legal issues and disregard basic human rights principles, including those stemming from international obligations undertaken by Yemen. Persons with specific needs, and economic vulnerability, including IDPs or marginalised groups such as the *Muhamasheen* do not possess the resources needed to obtain civil status documentation necessary to access public services and assistance.

¹⁷ Yemen Civil Statistics Organization Population Report 2018

¹⁸ GEN 2030 Yemen Fact Sheet

Refugees, asylum seekers and migrants - As of November 2021 Yemen hosted approximately 138,000 migrants and 142,000 refugees and asylum seekers, predominantly in urban and semi-urban areas. Over 90 percent of migrants are estimated to be of Ethiopian origin, and to be in transit through Yemen directed to the Gulf countries to seek livelihood opportunities. Whilst COVID-19 slowed the arrivals from the East and Horn of Africa migration by 73 percent compared to pre-pandemic trends, migrants, refugees, and asylum seekers suffered disproportionately from the economic downturn and the COVID-19 crisis, experiencing increasing levels of intolerance and marginalisation, and losing traditional livelihood opportunities in the informal economy that has been severely affected by the pandemic.

Refugees and asylum seekers are socio-economically and legally highly vulnerable, particularly in the north of Yemen, where registration has been intermittent since 2016 and by the end of 2020, 95 percent held expired documentation¹⁹. Yemen is the only country in the gulf region to have ratified the 1951 Convention on Refugees. Other Regional and Global Frameworks in place in Yemen include the Global Compact for Safe, Orderly, and Regular Migration (GCM) and the Global Compact on Refugees (GCR), which were supported by IRG in December 2018 in New York in the UN General Assembly. The GCM builds on ten guiding principles and is rooted in SDG Target 10.7 that promotes safe, orderly, regular, and responsible migration. The GCR complements ongoing United Nations endeavours in the areas of prevention, peace, security, sustainable development, migration and peacebuilding. The core elements of both the GCM and GCR are in line with and complement the 2030 Agenda and the SDGs.

Persons with disabilities - WHO estimates that 4.5 million Yemenis (15 percent of the population) have at least one disability, with the actual figure likely to be much higher. While there is no reliable disaggregated data by gender, it is estimated that 70 percent of the total number of Yemenis with disabilities are male. Children with disabilities remain one of the most vulnerable and socially excluded groups. Persons with disabilities face specific challenges including higher levels of poverty, greater dependence on government services and financial support, unequal access to quality health services, education and employment opportunities, humanitarian aid, sanitation facilities, adequate living conditions, difficulties while fleeing violence and challenges related to poor housing conditions, particularly in IDP hosting sites²⁰. When persons with disabilities are also heading households and are breadwinners, the challenges of sustainable livelihood for the entire family increase disproportionately. The number of persons with disabilities has increased due to the conflict. At the same time the economic impact of war leading to a severe cut in support for persons with disabilities, otherwise supported by legislation.

Ethnic and religious minorities - *Muhamasheen* are an ethnic minority in Yemen. It is estimated that they represent 10 percent of the overall population but are treated as second-class citizens, including due to their non-tribal affiliation. Reports of violence targeting the *Muhamasheen*, including gender-based violence are common. *Muhamasheen*, many of whom live in IDP camps, have suffered discrimination, exploitation and poverty for centuries in Yemen, with nearly 40 percent of *Muhamasheen* women never having attended school²¹. *Muhamasheen* face restrictions on access to aid and services and investment in interventions that take their needs into consideration.

LGBTQ+ - Homosexuality is condemned under the country's strong Islamic beliefs and is considered illegal in accordance with Shari'a law. Yemen remains one of the seven states in the world where the

¹⁹ UNHCR End of Year Report 2020 and UNHCR Fact Sheet September 2021
<https://data2.unhcr.org/en/documents/details/88952>

²⁰ "Excluded: Living with Disabilities in Yemen's Armed Conflict." 2019. Amnesty International. <https://www.amnesty.org/download/Documents/MDE3113832019ENGLISH.PDF>

²¹ Global Humanitarian Overview 2020

death penalty could be applied in accordance with its Penal Code²². In terms of human rights in Yemen, freedom of speech, the press, and religion are all restricted.

Many people in Yemen face more than one form of deprivation, disadvantage or discrimination and when the risk of being left behind is layered and interlinked, it is those people who face multiple risks. They are most likely to fall the furthest behind, thereby justifying the need for strategies that seek to reach the furthest first. As such, ensuring no one is left behind in Yemen's complex country context requires a delicate integrated mix of inclusive humanitarian response, development programming and peace building in partnership with a range of actors.

²² Yemen Penal Code 1994, Article 264

CHAPTER 2 UN DEVELOPMENT SYSTEM SUPPORT TO 2030

2.1 FROM CCA TO COOPERATION FRAMEWORK PRIORITIES

The UNSDCF takes account of the CCA conclusion that the best opportunity for the UN in Yemen to continue its engagement in the country and respond to the needs of the Yemeni people is through an integrated set of gender responsive programming priorities that take forward the humanitarian – development – peace nexus, and embed a conflict sensitive approach that aims to address the needs of the most vulnerable and marginalised, and remain committed to leaving no one behind. The UNSDCF seeks to impact Yemen’s human development status by ensuring all people in Yemen of all ages affected by the conflict and living in poverty in all its dimensions experience transformative change in the quality of their lives.

This UNSDCF reflects the key development challenges and priorities within Yemen’s national context as explored in detail in the CCA, and simultaneously the areas where there are opportunities for potential transformative shifts in strategy, where the UN has traction and comparative advantage and where, in a complex and divided country at war, results can be realised. The UNSDCF seeks to interlink with the Yemen Economic Framework but does not duplicate the Yemen Humanitarian Response Plan.

The dire nature of the situation in Yemen cannot be overstated. The fragility of the political structure and conflict, the collapsing economy, increased food and fuel prices, import blockades, protracted internal displacement, extreme climatic events, and COVID-19 and other health emergencies have had a devastating impact on human development in Yemen. An urgent integrated approach to development assistance is therefore required. Phased efforts are needed to bring Yemen back on a path towards the 2030 Agenda with this UNSDCF focusing on the period 2022-2024.

The vision of the UN in Yemen for this UNSDCF reflects the importance given to being in a position to move forward should there be any future peace agreement, but not stalled by the fact there is not yet one, and the possibility of devising the UNSDCF outcomes and outputs to not only reflect durable solutions to displacement but to build joint programming priorities around resilience, peace, reconciliation and integrated recovery²³ so as to reinvigorate progress towards the SDGs. The foundation of the UNSDCF’s vision encompasses human rights-based approaches, conflict sensitivity, gender equality and women’s empowerment; and the principles of leave no one behind, sustainability, resilience and accountability. The focus of this UNSDCF is to operationalize the humanitarian-development-peace nexus to enable human development in a complex crisis country environment where emergency/humanitarian responses are still needed and where hopes for a peace process and peace agreement are still possible, but not yet assured.

Based on the comparative advantages of the UN in Yemen and drawing on the UN’s global strengths the UNCT, in implementing the UNSDCF, resolves to:

- establish a tailored, strategic, gender and age-responsive human development trajectory to programming that incentivizes peace, mindful that any agreed peace process will give further validity to the vision, in a volatile programming environment where nimbleness and adaptive management are needed
- develop localised integrated and inclusive approaches (no national strategies or approaches) across the components of the vision in targeted areas where there is potential to deliver at the sub-national level
- understand and work closely with relevant national and international peace actors and key development partners²⁴

²³ Yemen UNSDCF Roadmap 2021

²⁴ Partnerships at the time of signing included Kingdom of Saudi Arabia; United Arab Emirates; United States of America; World Bank and the European Union (United Kingdom, Germany, European Commission, The Netherlands, and Sweden.

- implement inclusive humanitarian-development-peace nexus approaches
- adopt ‘Leave No One Behind’ principles and respond to the most marginalized and vulnerable segments of the population as a matter of priority
- develop “Do No Harm” programme tools that enhance understanding of how humanitarian and development assistance activities affect the conflict and help to define the direction of the support mechanisms to civilian structures rather than fueling or supporting military activities

Challenges to sustainable development and the opportunities borne out of those challenges have helped define the root causes, bottlenecks and desired changes that would contribute to a proposed pathway to change.

Economic structural transformation challenges and opportunities relate to desired changes that would contribute to the creation of greater long-term sustainability through the generation of decent jobs and employment, especially for youth and women, that would enable increased income levels, access to food and commodities and service necessities. There are opportunities to invest in livestock, crop, forestry and fisheries sector to increase productivity, including high value cash crops (e.g. coffee) to support food production and productivity, thereby promoting diversification and enhancement of incomes such as proper storage facilities, processing, packaging, distribution and marketing of foods. Research and extension services at local levels will be essential to increasing agriculture productivity and production, including introduction of drought and pesticide varieties of crops. The adoption of social protection and family support mechanisms (including but not limited to childcare services) will contribute to promote a more equal access to income generation and employment opportunities.

Strengthened monetary policy in the IRG controlled areas, and greater macro-economic stability would increase opportunities for export and reduce the costs of doing business in Yemen and contribute toward the stabilization of household income whilst also boosting local demand. Opportunities to address economic challenges include reduced double taxation, systems for fuel imports and the use of related revenues. Transparency reforms would address illegal checkpoints, ports and roads, anti-corruption and banking sector regulation, and allow for an eventual reconnection with international banking systems thereby creating safer and more efficient pathways for remittance transfers.

Environmental challenges and opportunities particularly those related to climate change require coordination between communities across larger affected geographic areas. Demands for clean water for public health and domestic consumption have increased during COVID-19 and need to be prioritised and balanced with the demands of water for agriculture. There are challenges around improving environmental resilience and water management/water infrastructure/improved irrigation facilities including water harvesting, technology for reuse of treated water as well as the need for disaster risk reduction strategies, sustainable agriculture and water use including strategies to relieve pressure on groundwater resources as well as navigating the tensions and conflicts these issues raise from community up to national levels.

Climate change disproportionately impacts IDPs and remains a driving factor behind increased urbanization, including secondary movements of IDPs, increased pressure on basic services and housing and increased the potential for inter-communal conflict. There are important opportunities to invest in local peacebuilding efforts involving climate change affected IDPs and local community relations to encourage efficient resource management and usage that could contribute to longer-term sustainability and social cohesion. Adaptation measures and improved natural resource management practices – including through the active engagement of women and youth in natural resource management and decision-making mechanisms - are an opportunity borne out of the challenges of the future challenges that will involve more frequent and severe climatic disasters, increased water insecurity, heightened fragility in food production, and continued land degradation. The Floating Storage Offloading Unit SAFER Tanker, presents a challenge given the potential catastrophic risk to the environment and relies on the continued work of the UNHC/RC to find a solution. A high

proportion (60 percent) of the population relies on the natural resource base for their livelihoods and IDPs who primarily originate from rural areas require the mainstreaming of conflict sensitive climate risks into development responses to ensure resilient recovery.

Social and institutional challenges and opportunities are especially focused on those interventions that save lives by meeting immediate priority needs. All parties to the conflict need engagement including, in particular, the de-facto authorities, to increase access to those most in need. This is especially critical as a means of keeping Leave No One Behind priority groups at the forefront of development priorities and for the delivery of critical services where access is currently limited or non-existent. Women in Yemen continue to face challenges and limited access to enjoying their Housing Land and Property (HLP) rights due to violations, widespread discrimination and the lack of civil status documentation. Women have difficulty accessing Courts and legal services to document and redress the violations of the HLP rights. Often women face barriers to prove ownership and document their rights.

Immediate emergency food is needed to save lives, with unconditional cash programming support to households needed to meet basic needs with dignity and to stimulate the local economy. Greater sustainability in the humanitarian response is required to ensure that aid strengthens the foundations for recovery. To meet the acute needs of the most vulnerable Yemenis - women, children, IDPs, persons with disabilities and marginalized groups - must be prioritized. Human rights and conflict sensitivity must be paramount and gender analysis and the promotion of gender equality needs to be mainstreamed in all programmes. The active participation of Yemeni women and youth along with education are crucial to influencing the peace and security processes and promote women's leadership, including in the COVID-19 response and recovery as they remain seriously underrepresented in senior decision-making and leadership positions²⁵.

There are challenges in documenting and verifying reported instances of rights violations, and the support of civil society through assistance and awareness is needed. Similarly civil society in partnerships with local and international organisations can empower communities and transform the economy so as to support peace and stability. The inclusion of local authorities and the preservation of existing basic services such as health and education facilities will be critical to facilitating recovery but remains a challenge, yet the potential for expanding and extending capacities to deliver lifesaving basic services is essential and an opportunity.

Nutrition will contribute to change: Poor diet diversity and inadequate feeding practices are the result of a lack of knowledge, low levels of education and understanding of the value of foods and of the importance of proper cooking methods in maintaining the nutritional value and ensuring food safety and hygiene. In addition, poor diet diversity is the result of growing food costs, low income and socio-economic challenges faced by households in the context of the humanitarian and displacement crisis in Yemen. Improper foods are often introduced too early or too late and fail to meet children's nutritional needs (over diluted soups, infrequent feeding, poor diversity, quality and safety). There is a need to provide knowledge for women and caregivers about eating a well-balanced diet and teaching them to grow, store and prepare food. Knowledge about good, hygienic practices in households and the provision of clean water will boost human health, as healthy bodies absorb and use nutrients more effectively.

Nutrition education will provide the nutrition knowledge, proper infant and young child (6-23 months) feeding and caring practices, appropriate diets for children under the age of five, nutritional needs of school age kids, adolescent girls, pregnant and lactating mothers, and dietary diversity and quality for other age groups with special attention to intra-household distribution. It will also include proper

²⁵ This situation persists despite the 2014 National Dialogue Convention (NDC) outcome that a minimum 30 percent quota for women be applied to remedy historical underrepresentation in public institutions.

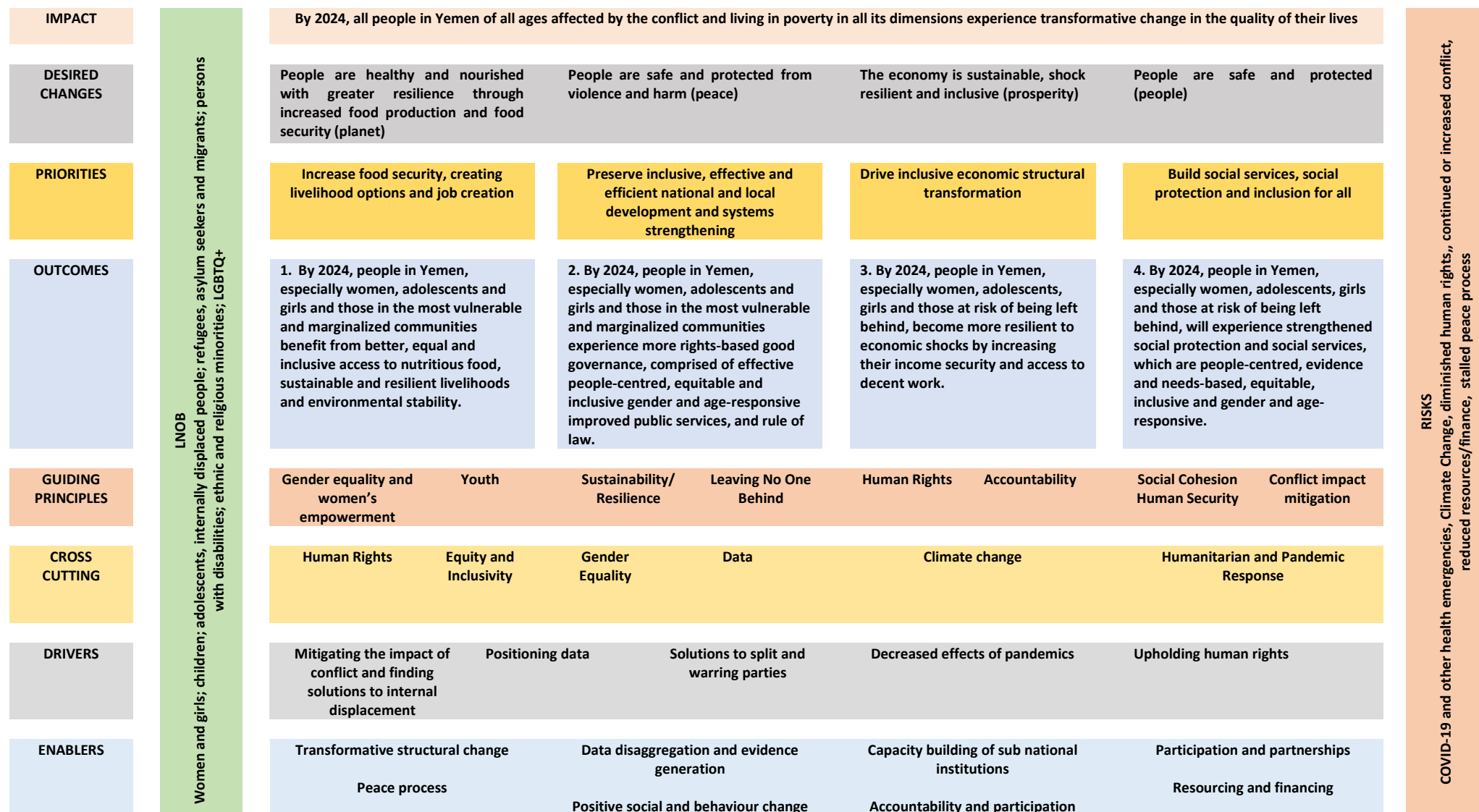
cooking techniques (eg. cooking time, combination of foods) adequate and safe food preparation with improved food recipes using locally produced and or available foods and are appropriate for different age groups.

The CCA concludes that the best opportunity for the UN to continue its engagement in Yemen is through an integrated set of programming priorities that strengthen and make more inclusive the country's national and local development and humanitarian systems and embed a conflict sensitive approach that aims to leave no one behind while addressing the needs of the most marginalised. The CCA provides an evidence base from which UNSDCF priorities have been established that take account of different local and regional impacts and will be multi-dimensional and phased. Tackling food security and nutrition as well as a better access to basic services, including health, is considered to be an urgent priority, while longer term recovery assistance and peace building that takes account of the high levels of internal displacement, and for which durable solutions are needed, will allow for greater resilience. Considering the large rural population, broad based agricultural development holds the potential for rapid reduction in poverty, building and sustainability.

Reconstruction and recovery efforts, with attention towards durable solutions to internal displacement (return or local integration) are also considered immediate priorities and should be intentionally designed and developed to integrate, promote and advance community participation as well as gender equality and women's empowerment to improve the poor living conditions, social assistance, participation of marginalized groups in leadership positions, and to create opportunities for the most vulnerable, including women, youth/adolescents and girls in Yemen. A medium to long-term strategy to deal with the socio-economic consequences of COVID-19 and other health emergencies in Yemen will also take the form of integrated approaches in all programming areas to ensure sustainable continuity of services.

2.2 THEORY OF CHANGE FOR THE COOPERATION FRAMEWORK PRIORITIES

UNSDCF Yemen – Strategic Overview



UNSDCF Yemen – Theory of Change

Impact: By 2024, all people in Yemen of all ages affected by the conflict and living in poverty in all its dimensions experience transformative change in the quality of their lives.

Outcome 1		Outcome 2		Outcome 3		Outcome 4	
1. By 2024, people in Yemen, especially women, adolescents and girls and those in the most vulnerable and marginalized communities benefit from better, equal and inclusive access to nutritious food, sustainable and resilient livelihoods and environmental stability.		2. By 2024, people in Yemen, especially women, adolescents and girls and those in the most vulnerable and marginalized communities experience more rights-based good governance, comprised of effective people-centred, equitable and inclusive gender and age-responsive improved public services, and rule of law.		3. By 2024, people in Yemen, especially women, adolescents, girls and those at risk of being left behind, become more resilient to economic shocks by increasing their income security and access to decent work.		4. By 2024, people in Yemen, especially women, adolescents, girls and those at risk of being left behind, will experience strengthened social protection and social services, which are people-centred, evidence and needs-based, equitable, inclusive and gender and age-responsive.	
National and sub-national institutions and systems are able to promote effective gender-responsive food production and diversified food and nutrition security for sustainable livelihoods responding to the needs and priorities of children, women and the most vulnerable population groups.	National institutions and civil society develop and implement evidence based, gender-responsive, inclusive mechanisms, policies and legislation for sustainable climate-sensitive environmental management.	Accountable and transparent sub national institutions and systems effectively respond to the needs of women, youth and vulnerable and marginalized population groups.	Trusted formal and informal justice systems and rule of law deliver equitable and effective justice for all.	Improved people-centred economic policies and legislation contribute to inclusive gender sensitive and diversified economic growth, with focus on increasing income security and decent work for women, youth, vulnerable populations and groups at risk of exclusion.	National and sub-national public institutions, private sector actors and civil society foster inclusive and gender-responsive micro economic development and job creation.	Institutions and civil society promote and develop evidence-based policies, regulation and mechanisms ensuring access to inclusive, high quality gender-sensitive social protection and protection services.	Service delivery systems at national and local levels progressively deliver universal services in more responsive, equitable, inclusive, accountable and transparent manner.
<ul style="list-style-type: none"> -Promoting public/private sector development and transformation of key food related industries -Supporting prevention and control of transboundary disease for vulnerable households -Supporting agribusiness, food production and development of ag value chains diversification with concerted investments that target women and youth-led organisations. -Promoting household food security and nutrition bearing in mind the different needs of women, girls, boys and men to ensure that their needs and priorities are met. - Promoting skill building inclusion and participation of women and youth in value 	<ul style="list-style-type: none"> -Facilitating the development of a water information system --Supporting a sustainable solution to the FSO SAFER Tanker -Strengthening climate change mitigation through disaster risk reduction -Safeguarding the natural resources and reduced local conflicts - Facilitating the nomination and establishment of UNESCO Man and Biosphere reserve or geopark - Strengthening women and youth participation and leadership in climate- 	<ul style="list-style-type: none"> -Promoting a decentralized model of local governance -Promoting strengthened civil documentation support -Strengthening women’s and youth’s participation, representation and leadership in multi-track peacebuilding processes, within ministries, cabinet and other branches and offices of government - Creating an enabling environment for women and youth to effectively 	<ul style="list-style-type: none"> -Facilitating justice systems that are rights-based -Strengthening institutions responsible for civil status documentation (birth certificates, ID cards) - maintaining and effective identification and refugees/asylum seekers registration and documentation - Promoting access to justice and strengthening legal aid services that effectively respond to the protection needs of women, girls, vulnerable and marginalized populations— - Strengthening pro-bono legal assistance on civil and criminal matters 	<ul style="list-style-type: none"> -Promoting policy development to support industrial developments, markets functionality, manufacturing, trade and economic transformation, economic stabilisation, develop the food supply chain stabilisation -Promoting new investment potentials in the areas of strengthened urbanization, mass transport and renewable energy -Facilitating strengthened infrastructure services including transportation (roads and ports) -Supporting strengthened relations 	<ul style="list-style-type: none"> -Facilitating strengthened livelihood options, sustainable job creation and entrepreneurship for adolescents, youth and women -Promoting the preservation of cultural heritage and the development of cultural industries -Promoting manufacturing to employment, export potential and the diversification of the economy (including cultural artifacts) -Facilitating greater use of relevant technologies - Facilitating the strengthening and growth of the private sector, community base collaboration and MSMEs 	<ul style="list-style-type: none"> -Facilitating socio economic and vulnerability needs assessments and strengthened data sharing -Developing national schemes that address public safety nets and social benefits - Facilitating mental health and psychosocial support -Investing in social protection system preservation and capacity building including referral and case management for persons with specific needs -Linking national social protection with humanitarian interventions -Defining non-contributory assistance and improving contributory arrangements -Strengthening informal social protection support mechanisms for workers within the informal economy 	<ul style="list-style-type: none"> -Supporting livelihood opportunities -Supporting sustainable and inclusive education systems national and subnational emergency response and early recovery aligned with transitional education programme -Supporting sustainable access and utilization of integrated health and nutrition facilities/services, including decentralised and outreach services -Supporting health system strengthening through health sector good governance and capacity development - Increasing access to WASH services - Supporting specialized protection services

<p>chains and income generation opportunities for sustainable livelihoods.</p>	<p>change management and decision-making structures and in disaster risk reduction.</p>	<p>participate in political and peacebuilding processes in Yemen. - Strengthening women and youth participation and leadership in governance and decision-making structures at national and sub-national level - Enhancing the political participation and representation of forcibly displaced women and girls in crises and conflict contexts. - Strengthening the capacity of Yemeni women and youth-led organisations to promote stability and peaceful co-existence at community level - Preserving asylum space and address effectively the management of migration</p>	<p>- Strengthening data collection and management on access to justice, with a focus on women, girls, vulnerable and marginalised groups</p>	<p>with donors and national institutions -Promoting diversified economy through export production capabilities and value chains -Promoting consistency in the payment of civil services salaries - Consolidating gender-sensitive, non-discriminatory and inclusive legislations and policies related to work environment in public and private sectors, including procurement policies. - Advocating and raising community awareness on the importance of engaging women and other marginalized groups such as refugees and muhamasheen in economic development processes - Adopting gender sensitive financial budgets, actively engaging and building the capacities of decision makers, and motivating performance and investment. - Developing statistical databases on private sector companies and unregulated inclusion of women and obstacles faced across business sectors</p>	<p>-Promoting economic opportunities and positive coping mechanisms for conflict-affected and marginalized groups, including refugees as well as women and girls affected by protracted and slow onset crises, through cash for work, development of capacities and skills, vocational training and increased access to assets and partnerships. - Supporting business incubators in Yemen and establishing networks of female entrepreneurs, expanding the scope of incentives and applying lessons learned and good practices. - Consolidating vocational training curricula and TOT to promote women’s access to economic and entrepreneurship opportunities. - Enhancing women’s financial inclusion and economic empowerment through financing from public/private sectors, using clear and structured methods for periodic monitoring, reporting and analysis. - Introducing national childcare strategies to support women’s economic empowerment</p>	<p>-Developing institutional and technical support, including capacity assessments and capacity building -Facilitating community engagement and feedback mechanisms and platforms -Strengthening the professional media ecology as catalyst for inclusive participation in social services - Facilitating specialised social services for unaccompanied and separated children - Facilitating psycho-social support services, including to victims of domestic violence, child neglect, abuse and exploitation and child marriage, older persons and persons with disabilities, and victims of other protection and human rights violations. - Strengthening data collection and management on access to/use of social protection services, with a focus on women, youth, vulnerable and marginalized groups.</p>	<p>- Supporting legal services to promote realization of rights and redress (including HLP rights) - promoting security of tenure, resilience, adequate and affordable housing through house repair/rehabilitation and long-term housing schemes -Enhancing social case work service provision - Strengthening data collection and management on access to/use of basic services, with a focus on women, youth, vulnerable and marginalised groups.</p>
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During preparation of the UNSDCF, the UNCT in Yemen utilized the CCA process to reflect on the priority changes to be realized in Yemen by 2024, in a national context in which SDG attainment has slowed all together and, in some circumstances, regressed. Mindful of the expectations of the SDGs yet focused on the very urgent national context involving ongoing conflict and rapidly declining human development markers, the UNCT has determined four priority outcome areas, focused on the urgent need to

1. Increase food security, creating livelihood options and job creation
2. Preserve inclusive, gender and age-responsive effective and efficient national, sub-national and local development systems
3. Drive inclusive economic structural transformation
4. Strengthen basic social services, social protection and inclusion for all

This theory of change supports a vision set in an incredibly fragile and restricted national crisis context where establishment of a humanitarian-development-peace nexus is vital. It is expected that, at the end of the programming cycle, the UN will have contributed to greater resilience and the development of tools, systems, and institutional strengths conducive to any agreed peace process, underpinned by international human rights norms and standards, inclusive of priorities for gender equality and women's empowerment, and renewed steps towards its 2030 Agenda.

Reconstruction and recovery priorities directly support this vision and will be intentionally designed for the benefit of the people, most particularly those most at risk of being left behind, thereby moving beyond restoration of the status quo to making a series of transformational shifts to address the food insecurity crisis, chronic health emergency and the internal displacement crisis, while strengthening the national and local peace processes and taking steps towards economic transformation. Yemenis and local institutions will be involved in that planning to ensure legitimacy and local ownership and accountability, creating the greatest opportunity for reconstruction and recovery.

The theory of change addresses the root causes of the worsening vulnerabilities among Yemenis, that have been fueled by conflict and forced displacement. The ongoing COVID-19 pandemic, and the impact of climate change have further aggravated the situation. This is exacerbated by underlying development and governance deficits. It takes account of the different local and regional impacts of the conflict. Tailored interventions with a subnational focus seek to forge a pathway of change that tackles food security, protection, resilience and recovery as a matter of urgency. The Theory of Change establishes key programmatic responses that promote resilience, stabilization and structural transformation; and integrates non-discrimination and gender responsiveness as a means to reduce decades-long gender inequality.

The theory of change is driven by an expectation that by 2024 the impact for all people of all ages in Yemen affected by conflict and living in poverty in all its dimensions will experience transformative change in the quality of their lives. This will be possible through increased food security and nutrition, livelihood options and job creation; preserved national and local development and strengthened systems; inclusive economic structural transformation and the building of social services, social protection and inclusion for all. Such results will be achieved bearing in mind the different needs of women, girls, boys and men to ensure that their needs and priorities are met, and through concerted investments that target women and youth-led organisations, and gender and age-responsive services, especially for the most vulnerable populations, including the internally displaced. Food security and nutrition, sustainable and resilient livelihoods and environmental stability will be realised through effective food production and diversified food and nutrition security; and through sustainable and inclusive climate sensitive environmental management. Rights based good governance and inclusive gender sensitive improved public services and rule of law will be possible as a result of accountable, inclusive and transparent institutions and systems, as well as trusted justice systems respecting

human rights principles and standards and with the active participation of women and youth in leadership and decision-making structures. Increased income security and decent work for women, adolescents, youth and vulnerable populations will be realized through micro and macro-economic development and job creation. Enhanced social protection and basic social support service delivery focused on strengthening women and youth participation and leadership will be supported through the preservation of social protection and expanded and effective social assistance and basic services, with particular attention towards groups at risk of exclusion.

Yemen's priorities for economic stabilization and recovery are embedded within the theory of change and represent the greatest opportunity for building a sustainable and resilient Yemen. Development and peace are embedded within this strategy with the humanitarian-development-peace nexus at its centre. On this basis the theory of change captures the need to integrate the work on the peace process, working with regional actors, bilateral and multilateral donors and in close collaboration with the OSESGY as well as with civil society, women and youth leaders, human rights defenders and women and youth-led organisations, movements, groups and networks. This provides the UN an opportunity to contribute to a process that, through inclusive participation and dialogue, would be more likely to result in an enduring cease fire and final settlement provisions that take account of the need to address protection, food security and livelihood concerns.

Strengthening local and community governance, strengthening social accountability processes, embedding an approach that aims to leave no one behind and addressing the needs of the most marginalized constitutes an integrated approach to national human development.

The key priorities to be addressed that cut across the theory of change are:

- mitigation of the ongoing impact of conflict both direct (death toll) and indirect (internal displacement, limited or compromised access to food, access to basic services, import restrictions, damage to infrastructure – water and sanitation, telecommunications and transportation (roads and ports))
- finding solutions to the situation of separate governance structures
- mitigating the effect of disease outbreaks, ongoing COVID-19 pandemic and other health emergencies that could negatively impact the already fractured health systems and exacerbate the already compromised health status of the Yemeni people; untreated chronic health conditions and communicable diseases; poor healthcare infrastructure and the damages to health, nutrition and water facilities as a result of violation of international humanitarian law
- upholding human rights within the current negative situation, where there are few commitments made towards meeting minimum human rights obligations in the execution of state and supranational state functions
- positioning data as a priority crosscutting demand – whereby there is currently a lack of systematic whole-of-country data gathering protection and analysis, a need for disaggregated data, greater quantitative data sources, and more gender and age-sensitive impact assessments (inclusive of needs and vulnerabilities assessments) of programmes and targeted interventions
- finding solutions to internal displacement, starting with reinforcing multisectoral collective interventions in areas where stability has been attained

As the foundation of Leave No One Behind principles, and as a means to reinforce efforts to reach the poorest of the poor and to combat discrimination and rising inequalities within Yemen and their root causes the guiding principles of human rights, equity, gender equality and women's empowerment; sustainability and resilience, and accountability are adopted, as reflected in the 2030 Agenda and grounded in the UN Charter and international norms and treaties, particularly those ratified by Yemen.

Partnerships

The theory of change relies on a range of stakeholders and partnerships to support efforts to ensure no one is left behind and to reach the furthest first, as well as implement tailored technical responses to Yemen's priority needs and mobilise the necessary financial resources.

The stakeholder and partnership landscape in Yemen consists of UN agencies, donors, International Financial Institutions (IFIs), International NGOs, and local civil society organisations (CSO) – including women and youth-led CSOs – involved in the humanitarian, recovery and resilience response as well as in peacebuilding efforts and in the provision of protection services. There is limited diplomatic presence in Yemen due to the prolonged conflict and complex political operating environment. The UNCT will continue to work to diversify its resource and partnership base to advance Yemen's SDG goals using the following structures and mechanisms to support a diversified programmatic response:

- Integrating development programmes in Yemen's heavily humanitarian context, requiring a coordination platform that builds on the humanitarian architecture, that can support dialogue on collective outcomes, finds practical modalities for operational coherence and creates an integrated reporting and monitoring system.
- Establishing multi-stakeholder working groups involving local and national authorities, humanitarian and development actors, civil society, women and youth leaders, human rights defenders, community and traditional leaders, women and youth-led organisations, movements and networks, and the private sector. Promoting coherent area-based approaches that analyse challenges and opportunities, starting from areas where the situation may be conducive to promote resilience, creating prospects and examples for future interventions elsewhere
- Joint work plans that include a mapping effort at sector level that would support enhanced delivery, coordination, capacity building, and joint efforts to scale up for results.
- More in-depth dialogue on collective outcomes, for humanitarian, development and peace actors, practical modalities for operational coherence, and integrated reporting and monitoring systems.
- Concerted strategy to guide and address the multiple challenges facing gender equality promotion and the advancement of the rights of women and girls in Yemen, given that Yemen has remained at the bottom of the Global Gender Gap for over a decade. Strategies that address the challenges faced by marginalized groups at risk of exclusion.

Gender Equality and Women and Girls' Empowerment partnerships – the UN will engage key platforms and mechanisms to strengthen coordination, and leverage Yemeni women's voice. Most notably the UN will work with:

- *The Group of 9 + 1 coalition*: a platform established in 2019 comprising seven women-led groups and three youth-led groups raising awareness of the importance of UN Security Council Resolution (SCR) 1325 and women's and youth's leadership in multi-track peace processes. Comprised of more than 1,000 women and men including youth, members of women and youth-led organisations and networks²⁶.
- *Yemeni Women's Pact for Peace and Security (Tawafuq²⁷)*: an inclusive platform of Yemeni women who leverage their collective voices to call for women's continued engagement in the public decision-making and the Yemeni peacebuilding process.

²⁶ Women's PACT for Peace and Security - Tawafuq, The Yemeni Women's Summit, Women's Peace Voices, the Coalition of Peace Partners, Southern Women for Peace, Wa3i Youth Platform, Women for Yemen Network, Youth Advisory Council, Peace Makers and since recently the Youth Pact for Peace and Security) and 9 political parties from all governorates of Yemen and the diaspora. The establishment of the Group of Nine +1 Coalition resulted in better linkages and coordination between peace actors for the inclusion of women and youth in the multi-track peacebuilding process.

²⁷ Tawafuq consists of 60 female leaders and young women activists with different backgrounds and from different geographical areas in Yemen. It currently has its own by-laws, including the mission, objectives, structure, rules and regulations, leading to more timely and systematic decision-making processes, and more efficient and effective information sharing. It also has a Coordination Committee, that rotates on annual basis, which has the key function to

- *International Gender Coordination Group*²⁸ (IGCG): a sustainable international coordination mechanism for gender equality in Yemen established in 2020 with Ambassador-level attendance.
- *Gender Development and Studies Centre at Sana'a University (GDRSC)*: an academic research centre specialised in development, gender and peace in Yemen, which leads on academic research and applied programs in gender and sustainable development at the national and regional levels.

Private sector and public private collaboration – the UN recognises that the Yemeni private sector has the potential to make a major contribution to job creation and investment and to reach vulnerable communities in ways that donors may not and that requires specific strategies to support its rebuilding.

The UNSDCF will build on successful partnerships with civil society including the local media, NGOs, civil society, think tanks, women and youth-led organisations, movements and networks, and the private sector that have encouraged the participation of youth and women, providing further opportunity to build positive public-private partnerships that support investment in gender-sensitive and age-responsive infrastructure development and local service delivery.

Donors - Partnerships with the donor community, including IFIs, will support engagement with civil society, bringing together women networks and groups, think tanks, women's rights activities and academics, in addition to a UN Donor focus on improved regulatory and business practices, including the tax environment and monetary policy. Priority will be given to strengthened partnerships between the international donor community, business membership organisations, the key private institutions such as the Chambers of Commerce and Trade at the subnational level, Federation of Yemeni Chambers of Commerce and Industry (FYCCI); the Yemen Business Club (YBC), the Federation of Yemeni Private Hospitals (FYPH), the Yemen Supreme Board of Drugs and Medical appliances in Yemen and the Yemen Association of Drugs Manufacturers.

National institutions – working with select national institutions and implementing through national institutions such as the Social Fund for Development (SFD), Road Maintenance Fund (RMF) the Public Works Project (PWP), and Small and Micro Enterprise Promotion Services (SMEPS) has produced rapid and cost-effective results where capacity has been scaled up and access has been possible. Their community-based targeting is highly responsive to local needs and is accountable to beneficiaries. These partners mainstream conflict-sensitive approaches, seen as contributing to local peacebuilding efforts.

Local authorities – Local authorities are considered important partners for the sustainability of interventions and service delivery at the local level.

Communities – partnerships with communities allow for inclusive and gender-sensitive community consultation and engagement that include the involvement and participation of vulnerable population groups - particularly women, youth, adolescents and persons with disabilities - have proven to be

refine the process for nominating members for training and to participate in the conferences, focusing on transparency and fairness in distributing such opportunities amongst members.

²⁸ ICGC - It is a powerful platform to keep advocating for the importance of women's inclusion in the Yemen peace process and develop a more systematic approach between international partners, donors and multiple stakeholders. As such, it represents a gender hub for high profile representatives of the international community and it is currently co-chaired by UN Women and the European Union Delegation to Yemen.

successful and scalable. These partnerships take into account the culture of society and acquire effective knowledge and appropriate methodologies and interventions. They also allow for local ownership and bottom-up planning for an integrated and resilient, conflict resolution focused and humanitarian response to the needs of vulnerable people, fostering the enhanced access of women and youth to different resources and opportunities, and strengthening their capacity to effectively participate in decision-making mechanisms.

2.3 COOPERATION FRAMEWORK OUTCOMES AND PARTNERSHIPS

The sustainable pathway for Yemen, as captured in the Theory of Change, lies in addressing the fundamental human development needs of the Yemeni people, particularly women and girls and those most marginalized including displaced population as well as refugees, asylum seekers and migrants, who remain significantly impacted by conflict. Yemen's future will be shaped by the ability to increase resilience (including mitigating the impacts of climate change), to strengthen governance institutions and systems, to stabilize the economy, to find solutions to the massive phenomenon of conflict-induced internal displacement and ensure strengthened social protection through accessible social support services and mechanisms.

OUTCOME 1

By 2024, people in Yemen, especially women, adolescents and girls and those in the most vulnerable and marginalized communities benefit from better, equal and inclusive access to nutritious food, sustainable and resilient livelihoods and environmental stability.

Yemen has significant food insecurity as a result of multiple and interconnected root causes. Malnutrition rates are at a record high and the 2020 IPC analysis of acute food insecurity projects that 16.2 million people, mostly in rural areas, will face acute food insecurity throughout 2021, driven by factors including conflict and conflict-related displacement uprooting families, environmental shocks, and weak social, economic and governance systems. A caseload of nearly 2.3 million children under the age of five and more than a million pregnant and lactating women, and girls with acute malnutrition is also projected in 2021²⁹. Yemeni women, particularly when heading households as a consequence of the conflict, bear the burden of food insecurity and caring for malnourished children while facing malnutrition themselves. Land degradation limited or no access to water, poor agricultural productivity borne out of the environmental impacts of climate change, extreme climatic events and poor infrastructure lead to high levels of food insecurity. Water stress caused by climate change is affecting food production and food security.

Whilst livestock production contributes significantly to the livelihoods of rural Yemenis, low capacity in livestock management compounded by the threat of animal diseases and the lack of feed and veterinary services, agriculture, horticulture and fisheries has meant low productivity, low quality products, declining stocks, and limited private sector development. Substantial damage to cultivated land and infrastructure caused by the ongoing conflict affects agriculture and horticulture, destroying farms and water infrastructure and contaminated arable land with explosive devices. In addition, the cost of agricultural inputs are high, and the recent loss of seasonal crops owing to the desert locust infestation were valued at USD 222 million contributing significantly to the ongoing food security crisis. Escalating conflict along the coast of Yemen has contributed to the disruption of fisheries threatening livelihoods of over 83,000 people.

²⁹ HRP 2020

Investments in livestock, agriculture and fisheries would support development of local food production and productivity, contribute to enhanced income-generating opportunities and reduce food insecurity and malnutrition. Coordination between communities across geographic areas supports the mitigation of the impacts of climate change. Water infrastructure development supports the development of the water sector in Yemen, including governance structure and regulatory frameworks, key implementing actors and stakeholders, key interventions in response to humanitarian needs and rehabilitation projects. The assessment will support the documentation related to the water sector in order to develop a Water Information System. Environmental resilience and water management/water infrastructure through risk reduction strategies contributes to sustainable agriculture and water use including strategies to relieve pressure on groundwater resources.

Climate change mitigation and adaptation, disaster risk reduction, and a commitment to resilient recovery reduces the disproportionate impact of extreme climatic events on the whole population, particularly IDPs who primarily originate from rural areas, which in turn slows down involuntary urbanization by maintaining viable rural livelihoods. Adaptation measures also stand to improve natural resource management practices and effectively safeguard the natural resource base, reduce fragility in food production and slow down or halt negative land degradation trends. Efficient resource management and usage improve local community relations and are an investment in local peacebuilding efforts. The FSO SAFER tanker represents a major environmental risk for Yemen with increasing concern as to the structural integrity of the tanker. The environmental ramifications of a leak or explosion would be catastrophic. A resolution to the FSO SAFER tanker would remove a current potential catastrophic risk to the environment.

As a means to ensure greater resilience through increased food production and food security the UN will promote agriculture, livestock and fisheries sector development and transformation in key food related industries. The UN will also assess the feasibility of intervention in the field of aquaculture. To elevate priorities for food security the UN will continue to support affected households with agricultural inputs with which to continue domestic food production, increasing opportunities for households to survive shocks to household food security and nutrition.

Sustainable environmental management will be addressed by the UN through increased water security and accessibility and the safeguarding of the natural resource base as a means of slowing down urbanization, reducing social dislocation and contributing to peacebuilding. The UN will support the promotion of fisheries sector development and improved fisheries interventions among small scale fishers. The use of livestock production for livelihood support to rural Yemeni where animals and animal products are used for food and nutrition as well as household income will be promoted. The UN will support the prevention and control measures for transboundary animal diseases with vulnerable households able to access sufficient animal feed for the survival of stock and increased production.

In order to increase sustainability of investments and results, all interventions will be achieved bearing in mind the different needs of women, girls, boys and men. They would be supported through extensive evidence-based, gender and age-sensitive research and data, and through concerted investments that target women and youth-led organisations. This will ensure that their needs and priorities are met.

Partnerships instrumental to this outcome include those with the Ministry of Labor and Social Development; Ministry of Water and Environment; Ministry of Agriculture; Local Water User Associations; and Local Councils. With these partnerships guided by supportive frameworks including

the Regional Migrant Response Plan 2022, and The Global Compact for Safe, Orderly, and Regular Migration.

Impact	Outcome	Output areas	Main Intervention strategies
People are healthy and nourished with greater resilience through increased food production and food security	By 2024, people in Yemen, especially women, adolescents and girls and those in the most vulnerable and marginalized communities benefit from better, equal and inclusive access to nutritious food, sustainable and resilient livelihoods and environmental stability.	National and sub-national institutions and systems are able to promote effective gender-responsive food production and diversified food and nutrition security for sustainable livelihoods responding to the needs and priorities of children, women and the most vulnerable population groups	Promoting public/private sector development and transformation of key food related industries
			Supporting prevention and control of transboundary diseases for vulnerable households
			Supporting agribusiness, food production and development of ag value chains diversification with concerted investments that target women and youth-led organisations.
			Promoting household food security and nutrition bearing in mind the different needs of women, girls, boys and men to ensure that their needs and priorities are met.
			Promoting skill building inclusion and participation of women and youth in value chains and income generation opportunities for sustainable livelihoods.
			Facilitating the development of a water information system
			Promoting the mitigation of water insecurity and increasing accessibility, bearing in mind the different needs of women, girls, boys and men to ensure that their needs and priorities are met.
		National institutions and civil society develop and implement evidence based, gender-responsive, inclusive mechanisms, policies and legislation for sustainable climate-sensitive environmental management.	Supporting a sustainable solution to the FSO SAFER Tanker
			Strengthening climate change mitigation through disaster risk reduction
			Safeguarding the natural resources and reduced local conflicts
			Facilitating the nomination and establishment of UNESCO Man and Biosphere reserve or geopark
			Strengthening women and youth participation and leadership in climate-change management and decision-making structures and in disaster risk reduction.

OUTCOME 2

By 2024, people in Yemen, especially women, adolescents and girls and those in the most vulnerable and marginalized communities, experience more rights-based good governance, comprised of effective people-centred, equitable and inclusive gender and age-responsive improved public services, and rule of law.

Despite the important role Yemeni women and youth play in peacebuilding their contributions continue to be undervalued and unrecognized, and their participation in multi-track peace processes is limited. Since the start of the conflict in 2015, Yemeni women and youth have not performed an active role in peace-making processes with a few exceptions. Furthermore, restrictions to movement imposed by COVID-19 and the subsequent recent shift to online discourse, coupled with the limited e-capacity of Yemeni women-led organizations and networks, further challenged the participation of Yemeni women in decision-making processes, directly affecting their capacity to benefit from

mentoring and skill building support as well as to participate in advocacy initiatives and to monitor ongoing peacekeeping rotations, mediation processes and diplomatic efforts in support of women and girls' rights. The needs and priorities of women and youth need to be met and addressed in political and peacebuilding processes and full collaboration and participation of civil society is realized to further WPS and YPS commitments in conflict resolution. Yemeni women have actively sought a greater role in public life and greater representation in public office in an effort to have their rights fully respected and actualized through inclusive legislation, reflecting the international obligations of Yemen public policies, programmes and services, including those related to the enhancement of women's representation and the role of youth and women in public spheres.

Judicial independence faces challenges with widespread judicial corruption. The judiciary is highly susceptible to political interference, and the right to fair trial and due process is often at stake. Pro-bono legal assistance, necessary to support the most destitute segments of the population, including forcibly displaced, refugees and asylum seekers, is lacking. The lack of resources to support public institutions, has severely impact the administration of justice, curbing the effectiveness of prosecutorial structures. Anti-corruption legislation has major loopholes and is not enforced.

In much of rural Yemen, customary tribal law is applied and has consequences for human rights and women's rights. While traditional or tribal transitional justice systems may seek to address some of the issues, and may represent an alternative modality for dispute resolution, they do so often in disregard of the human rights of the most vulnerable and are notably gender exclusive.

There is a pressing need to mitigate the impact of internal displacement on the loss of personal documentation in conflict affected areas, through effective support to relevant institutions in charge for issuing of civil status documentation, notably birth certificates and identification cards. High-level advocacy needs to be in place to ensure that the current centralised process does not create bottlenecks affecting specific parts of the country. There is a need to support institutions that are currently understaffed and under-resources, and avoid that they resort to increasing fees or to corrupt behaviours for service provision.

To strengthen governance and national institutions and systems the UN will promote a decentralized model of local governance and enhance the political participation and representation of forcibly displaced women and girls in crises and conflict contexts. The UN will also strengthen the participation and leadership of women in multi-track peace building processes, creating an enabling environment for women and youth to effectively participate in political and peacebuilding processes in Yemen. Specifically, the UN will enhance coordination and capacities amongst women and youth CSOs, groups and networks to effectively participate in political transition processes and peacebuilding efforts and advance Women Peace and Security (WPS) and Youth Peace and Security (YPS) agendas, strengthening the capacity of Yemeni women and youth-led organisations to promote stability and peaceful co-existence at community level.

The UN will support strengthened rule of law and judiciary through the facilitation of justice systems that build respect for human rights, including by promoting access to justice and strengthening legal aid services that effectively respond to the protection needs of women, girls, vulnerable and marginalised population groups, and by enhancing data collection and management on access to justice.

The main overall assumption for achievement of this outcome is that decentralized systems of governance will remain, will be rights based and that women and youth will have the opportunity to exercise their rights and will have greater opportunities for participation and leadership.

Partnerships instrumental to this outcome include those forged with Local Conflict Resolution Committees and Local Councils.

Impact	Outcome	Output areas	Main Intervention strategies
People are safe and protected	By 2024, people in Yemen, especially women, adolescents and girls and those in the most vulnerable and marginalized communities experience more rights based good governance, comprised of effective people-centred, equitable and inclusive gender and age-responsive improved public services, and rule of law.	Accountable and transparent sub national institutions and systems effectively respond to and delivery on the needs of women, youth and vulnerable and marginalized population groups.	Promoting a decentralized model of local governance.
			Promoting strengthened civil documentation support.
			Strengthening women’s and youth’s participation, representation and leadership in multi-track peacebuilding processes, within ministries, cabinet and other branches and offices of government.
			Creating an enabling environment for women and youth to effectively participate in political and peacebuilding processes in Yemen.
			Strengthening women and youth participation and leadership in governance and decision-making structures at national and sub-national level.
			Enhancing the political participation and representation of forcibly displaced women and girls in crises and conflict contexts.
			Strengthening the capacity of Yemeni women and youth-led organisations to promote stability and peaceful co-existence at community level.
			Preserving asylum space and address effectively the management of migration
		Trusted formal and informal justice systems and rule of law deliver equitable and effective justice for all	Facilitating justice systems that are rights-based
			Strengthening institutions responsible for civil status documentation (birth certificates, ID cards)
			Maintaining effective identification and refugee/asylum seekers registration and documentation
			Promoting access to justice and strengthening legal aid services that effectively respond to the protection needs of women, girls, vulnerable and marginalized populations.
			Strengthening pro-bono legal assistance on civil and criminal matters.
			Strengthening data collection and management on access to justice, with a focus on women, girls, vulnerable and marginalised groups.

OUTCOME 3

By 2024, people in Yemen, especially women, adolescents, girls, and those at risk of being left behind, become more resilient to economic shocks by increasing their income security and access to decent work.

A shock resilient economy requires both micro and macro-economic reform that seeks to mitigate further deepening of the crisis in Yemen. There is the risk of households being unable to cope with higher food prices and state authorities unable to deliver basic services linked to the need to remunerate civil servants. Risks of malnutrition highlighted under the need for greater food security, is linked to the need for foreign exchange. Poor fiscal policy leads to deficit monetisation and devaluation of the currency, with low inflows of foreign exchange leading to increased poverty and more pressure limited budgets.

The Yemeni female labour force has one of the lowest rates of female labour force participation in the world.³⁰ Yemen’s traditional social norms are a key factor contributor as there is a strong belief that women’s roles are primarily domestic and entail extensive household and caretaking responsibilities. There is also a negative stigma around women who work outside the home, including refugee women or *muhamasheen*. Already before the beginning of the conflict Yemeni women were extensively

³⁰ <https://sanaacenter.org/publications/main-publications/7721>

responsible for unpaid care work, such as taking care of children, the sick and elderly. The conflict-driven economic collapse has hit working women harder, whereby women lost their jobs and were pushed even further into poorly paid or informal labour like domestic work. According to evidence on the impact of COVID-19, women's economic situation has been affected by the pandemic in a different way to men. Specifically, the pandemic crisis has increased the burden of unpaid care work on women and girls. This, together with the existing gender pay gap, women's marginalization from the labour market and women's overrepresentation in the informal and care sector, has disproportionately hindered women's labour participation and engagement in income generating activities.

Refugees and asylum seekers face increasing difficulties in accessing the labour market, due to legal barriers as well as increasing intolerance and xenophobic attitudes. As a result, they are often resorting to informal and ill-remunerated jobs, with negative effects on their resilience, their ability to become less dependent on humanitarian assistance, and their possibility to achieve durable solutions, including self-supporting their voluntary repatriation to countries of origin.

MSME employment creation is a critical element of livelihood support to an overall dwindling labour force (36 percent) – female labour force participation is a mere 6 percent³¹. Studies reveal that support can be most effective in sectors that have both productive potential and that serve the needs of the poor – including food, meat and poultry, fisheries, beekeeping and/or honey, solar energy, handloom and/or textile, and pottery. In programmes such as Enhanced Rural Resilience in Yemen (ERRY), support for business has been provided in the form of seed funding and access to micro-finance and skills – conditioned upon job creation and gender inclusion in the labour force. There will be a deliberate focus placed on job creation and female inclusion in MSMEs. MSME, including those led by Yemeni women, can also support access to labour market for refugees, some of whom have proven entrepreneurial skills. Micro-financing activity is limited with 12 micro-finance institutions and 163 country-wide branches – some public, with the majority private and donor-funded. The ability of several of these to operate and/or operate optimally has been severely affected by the conflict and their reach, especially in rural areas, is limited. It is suggested that, combined, they have less than 100,000 customers combined. Yet, impressive inroads have been made.

Yemen's long-term economic recovery will be resilient if development and peace building priorities are embedded in economic transformation, including the consolidation of a ceasefire. Economic stability and growth will lead to a diversified economy with a changed composition and will promote inclusion and sustainable development. Macro-economic improvements will also support improved delivery of basic services, investment, stable exchange rates and will reduce the risk of currency devaluation of the currency and inflation.

Micro-financing and other forms of funding will support MSME establishment, survival, and development in the COVID-19 response and recovery phases in particular, including for marginalized groups. Greater resilience will be consolidated through the creation of skills, jobs and decent employment, linked to income generation for food and basic necessities and economic diversification such as that experience through the Cash for Work initiative. This in turn will lead to stabilisation of household incomes whilst also boosting local demand for goods and services. The reduction of double taxation by the de-facto authorities and the IRG will also support systems for fuel imports, the use of system generated revenues, and payment of salaries and pensions. In addition, removal of double taxation will improve private sector activity, decrease food commodities and increase food affordability for the Yemen people. Anti-corruption and banking sector regulation that continues to build public trust will support reconnection with the international banking systems and help build safer and more efficient pathways for remittance transfers.

³¹ ILO 2016

As a means to support micro and macro-economic development that leads to economic structural transformation and recovery the UN will promote new investment potentials and facilitate strengthened infrastructure services including transportation. The UN will support strengthened relations with donors and national institutions as well as a diversified economy through export production capabilities and value chains. The UN will also promote consistency in the payment of civil services salaries. The UN will support micro economic development and inclusive society and jobs through the strengthening of livelihood options, sustainable job creation and entrepreneurship. Manufacturing for employment and export potential will be promoted by the UN along with facilitating greater use of relevant technologies, strengthening and growth of the private sector, community-based collaboration and MSMEs.

The UN will apply a structured, holistic approach to foster women's successful integration in the economy, including a comprehensive set of measures that entail: consolidating gender-sensitive legislations and policies related to work environment in public and private sectors; advocating and raising community awareness on the importance of engaging women in economy development processes; adopting gender-sensitive financial budgets, actively engaging and building the capacities of decision-makers, and monitoring performance and investment; developing statistical databases on private sector companies and unregulated sectors to measure inclusion of women and obstacles faced across business sectors; supporting business incubators in Yemen and establishing networks of female entrepreneurs, expanding the scope of incentives and applying lessons learned and good practices; consolidating vocational training curricula and to promote women's access to economic and entrepreneurship opportunities; enhancing women's financial inclusion and economic empowerment through financing from public/private sectors, using clear and structured methods for periodical monitoring, reporting and analysis; introducing national childcare strategies to support women's economic empowerment.

Furthermore, economic opportunities and positive coping mechanisms will be promoted for marginalized groups including women and girls affected by protracted and slow onset crises through cash for work, development of capacities and skills, and increased access to assets and partnerships. Advocacy will be also undertaken to facilitate the access of marginalized groups such as refugees to microcredit and labour market, building on their existing skills and entrepreneurial, with positive effects on their resilience, reduction of dependence on humanitarian assistance and improvement for their resilience, including with a view towards the realization of durable solutions.

Partnerships instrumental to this outcome include the Social Fund for Development (SFD); the Road Maintenance Fund (RMF) the Public Works Project (PWP), the Ministry for Technical Vocational Education and Training and Small and Micro Enterprise Promotion Services (SMEPS).

Impact	Outcome	Output areas	Main Intervention strategies
The economy is sustainable, shock-resilient and inclusive	People in Yemen, especially women, adolescents, girls and those at risk of being left behind, become more resilient to economic shocks by increasing their income security and access to decent work.	Improved people-centred economic policies and legislation contribute to inclusive gender sensitive and diversified economic growth, with focus on increasing income security and decent work for women, youth and vulnerable populations and groups at risk of exclusion.	Promoting policy development to support industrial developments, markets functionality, manufacturing, trade and economic transformation, economic stabilisation, develop the food supply chain stabilization.
			Promoting new investment potentials in the areas of strengthened urbanization, mass transport and renewable energy.
			Facilitating strengthened infrastructure services including transportation (roads and ports).
			Supporting strengthened relations with donors and national institutions.
			Promoting diversified economy through export production capabilities and value chains.
			Promoting consistency in the payment of civil services salaries.
			Consolidating gender-sensitive, non-discriminatory and inclusive legislations and policies related to work environment in public and private sectors, including procurement policies.
			Advocating and raising community awareness on the importance of engaging women and other marginalized groups such as refugees and muhamasheen in economic development processes.
			Adopting gender sensitive financial budgets, actively engaging and building the capacities of decision makers, and motivating performance and investment.
			Developing statistical databases on private sector companies and unregulated inclusion of women and obstacles faced across business sectors.
		National and sub-national public institutions, private sector actors and civil society foster inclusive and gender-responsive micro economic development and job creation	Facilitating strengthened livelihood options, sustainable job creation and entrepreneurship for adolescents, youth and women.
			Promoting the preservation of cultural heritage and the development of cultural industries.
			Promoting manufacturing to employment, export potential and the diversification of the economy (including cultural artifacts).
			Facilitating greater use of relevant technologies.
			Facilitating the strengthening and growth of the private sector, community base collaboration and MSMEs.
			Promoting economic opportunities and positive coping mechanisms for conflict affected and marginalized groups including refugees as well as women and girls affected by protracted and slow onset crises through cash for work, development of capacities and skills, vocational training, and increased access to assets and partnerships.
			Promoting regulatory policies and strategies to increase the partnership between public/private health sector, including supporting private health professional associations that contribute to availability and access to regulated health services
			Supporting business incubators in Yemen and establishing networks of female entrepreneurs, expanding the scope of incentives and applying lessons learned and good practices.
			Consolidating vocational training curricula and TOT to promote women's access to economic and entrepreneurship opportunities.
			Enhancing women's financial inclusion and economic empowerment through financing from public/private sectors, using clear and structured methods for periodic monitoring, reporting and analysis.
Introducing national childcare strategies to support women's economic empowerment			

OUTCOME 4

By 2024, people in Yemen, especially women, adolescents, girls and those at risk of being left behind, will experience strengthened social protection and social services, which are people-centred evidence and needs-based, equitable, inclusive and gender and age-responsive.

Ongoing armed conflict and large-scale displacement continues to affect civilians, particularly women, children, persons with disabilities, *Muhamasheen*, IDPs, refugees, asylum-seekers, migrants, and other at-risk groups. The health status of Yemenis points to deteriorating health conditions amidst the ongoing conflict. These include high levels of malnutrition, low immunization rates and outbreaks of communicable diseases. UNICEF's latest estimates for Yemen categorise mothers and babies as highly vulnerable, with on mother and six newborns dying every two hours because of complications during pregnancy or birth. Additionally, the conflict has also taken a direct toll on the health of the population and is now estimated to be the third main cause of death in Yemen, following ischemic heart disease and neonatal disorders. 59 percent of woman surveyed in two studies in 2013 cited distance to health facilities as a barrier to accessing reproductive health care, a situation that has increased over the last eight years due to the devastation and dislocation caused by the conflict. Only 45 percent of pregnant women have access to skilled birth attendance. The conflict has also resulted in significant outbreaks of communicable diseases such as cholera, diphtheria, dengue, and measles placing those displaced at risk³².

The CCA also highlights the challenge of accurately contextualizing the illness and death of household members amidst the COVID-19 pandemic in Yemen. COVID-19 is negatively affecting high levels of undiagnosed or untreated chronic health conditions and communicable diseases including cholera, measles and dengue, compounded by poor health conditions infrastructure and systems due to the damage caused by ongoing conflict where schools and health, nutrition and water facilities have been hit during the fighting. Alongside armed violence, climate and natural hazards influence current shelter needs for security in Yemen, which has been an issue of concern for many of Yemen's most vulnerable segment of society. Hence, there is an urgent need to exit from constant and recurrent emergencies through the promotion of house repair and rehabilitation and basic activities to support affordable and adequate long-term and sustainable housing solutions.

Socio-cultural norms, limited social safety nets further disrupted by the displacement, lack of access to quality education, damage to water systems increased levels of poverty and poor-quality housing increase vulnerabilities and amplify negative coping strategies triggering protection risks such as domestic and family-based violence, lack of access to HLP rights, child labour (including in its worst forms), recruitment of children in conflict, child marriage and teenage pregnancy. While children are increasingly exposed to the effects of conflict, the capacity of the Ministry for Social Affairs to provide specialised services for children, such as case management, caregiving arrangements, psychosocial support needs to be drastically strengthened, especially at governorate level.

Education of girls and boys has been severely disrupted by the conflict, which includes the destruction or occupation of school buildings and the killing of students. Widespread poverty continues to cause families to decide to remove children from school to contribute to the household income. Uneven distribution of education providers, the dilapidated state of public education system and the lack of resources to remunerate civil servants such as teachers is impacting the quality of education, causing

³² Displaced people living in crowded informal sites or dense peri-urban neighbourhoods are particularly at risk of infectious disease outbreaks and other health challenges. Currently about 3.6 million people remain displaced across Yemen, including more than 700,000 people who live in more than 1,700 informal sites scattered across the country with little or no services.

gaps in participation in education, training, and employment across regions. Displaced populations, including internally displaced, refugee and asylum-seeking children are often excluded from access to education, either due to lack of documentation (birth certificates, valid residence), unaffordable material, or overcrowding of education facilities. The conflict has exacerbated the access of Yemeni youth to education and training leading to a lack of requisite skills to seek employment and increasing vulnerabilities. Low attainment rates continue to lower productivity inside Yemen leading to poor labour market opportunities.

Refugees and asylum seekers often face barriers to access to the labour market, due to restrictive legal provision or negative attitudes. They are often relegated to unqualified and unwanted jobs in the informal economy, which have been severely affected by the effects of the pandemic. Women are the target of multiple forms of discrimination and mistreatment, gender-based violence and female genital mutilation, discrimination on HLP rights are prevalent. Gender inequality in Yemen is amongst the worst in the world.

The position of women and girls in Yemeni society was extremely weak before the war as they already had limited access to education, livelihoods and health services. Within the current context, women and girls increasingly experience multiple forms of Gender Based Violence (GBV) and remain extremely vulnerable to violence and abuse lacking effective protection mechanisms. The situation has worsened significantly since the beginning of the conflict due to displacement, disrupted livelihoods and lack of access to public services, as well as – at times – the changing role of women within the family when they become the breadwinners, thus threatening established conservative societal structures. Reportedly, GBV prevalence in Yemen, including sexual assault and rape, domestic violence and child marriage has increased by 63 percent in the past few years.³³ The pandemic and the subsequent limitations to movement put in place as a prevention measure, has forced women and girls to be in continuous and close contact with their abusers. Moreover, access to support services for GBV survivors (such as health and psycho-social support, legal aid and security services) has been significantly limited by the COVID-19 outbreak and most of the protection facilities in place, including shelters and safe houses for survivors of violence managed by civil society organizations (CSOs), have been forced to temporarily suspend the provision of services.

Through this priority outcome, LNOB priority groups will be positioned by the UN at the forefront of development priorities to address the most acute needs. Social protection priorities will address the multi-dimensional poverty of the most vulnerable to help them cope with the deteriorating socio-economic situation. This will be attained by providing social assistance with a focus on extreme marginalised groups such as women-headed households, older persons and persons with disabilities, Muhamasheen, children 0-3 at risk of malnutrition, internally displaced persons and by favoring the inclusion of refugees and migrants in public services such as health and education. The humanitarian social assistance schemes will be linked to the national public safety nets schemes (SWF and Disability Fund), training opportunities, the labour market, health services and education in order to provide for the increasing need for assistance with dignity, and mitigate people falling deeper into poverty. A socio-economic assessment will be undertaken to inform the targeting of the social assistance schemes across the development and humanitarian nexus. Social protection priorities will also address the need to mitigate the impacts of climate change through informed social protection responses to support survival and inclusion of internally displaced persons, and host communities affected by the influx of climate-induced IDPs and migrants.

³³ UNFPA : <https://www.unfpa.org/resources/yemen-factsheet-gender-based-violence>

The UN will ensure that media contributes to social cohesion playing a catalytic role in giving space to women and youth to build a peace narrative, highlighting commonalities and unity and enhancing the oversight power of rights holders. Efforts will also be undertaken to counter increasing intolerance towards diversity and xenophobic attitudes towards refugees and migrants, which counter the traditional and generous hospitality of the Yemeni society. Furthermore, the UN will strengthen data collection and management on access to/use of protection, social assistance and basic services, with a focus on women, girls, vulnerable and marginalised groups, with a view of improving quality of service delivery.

The main overall assumptions for this outcome are that the current political and security situation will remain the same; relevant authorities and partners will continue to work with UN agencies; communities will continue to be open and receptive to UN agencies' interventions; programs will receive attention from donors; and humanitarian coordination will be sustained.

The risks specific to this outcome are that any deterioration of the conflict and political instability with increased safety and security concerns; sharp depreciation of the currency could trigger high inflation affecting cost local procurement and number of beneficiaries reached; the possibility for institutions to collect revenue and better support the public sector, including with the payment of salaries in critical ministries such as health, education, social services and labour; a worsened COVID-19 pandemic could disrupt service delivery and affect resources available to child focused services; an increasing intolerant stance by authorities and by the public against foreigners in general, including refugees and migrants; donor fatigue could lead to drastic cuts in financial assistance for programme interventions; and natural disasters or rampant climate change could have devastating effects on programme prioritization and implementation.

Partnerships instrumental to this outcome include those with the media, civil society organisations, women-led associations, specialised agencies in gender, protection and empowerment and community-based groups. Partnerships will also include line ministries and their governorate and district offices responsible for public service delivery, including the Ministry of Water and Sanitation; the Ministry of Health, the Ministry of Education, the Ministry for Social Affairs and Labour; asylum and migration authorities.

Impact	Outcome	Output areas	Main Intervention strategies
<p>Poor and marginalized persons are safe and protected</p>	<p>By 2024, people in Yemen, especially women, adolescents, girls and those at risk of being left behind, will experience strengthened social protection and social services , which are people-centred, evidence and needs-based, equitable, inclusive and gender and age-responsive.</p>	<p>Institutions and civil society promote and develop evidence-based policies, regulation and mechanisms ensuring access to inclusive quality gender-sensitive social protection and protection services.</p>	<p>Facilitating socio economic needs and vulnerability assessments and strengthened data sharing.</p> <p>Developing national schemes that address public safety nets and social benefits.</p> <p>Facilitating mental health and psychosocial support.</p> <p>Investing in social protection system preservation and capacity building including referral and case management for persons with specific needs.</p> <p>Linking national social protection with humanitarian interventions.</p> <p>Defining non-contributory assistance and improving contributory arrangements.</p> <p>Strengthening informal social protection support mechanisms for workers within the informal economy.</p> <p>Developing institutional and technical support, including capacity assessments and capacity building.</p> <p>Facilitating community engagement and feedback mechanisms and platforms.</p> <p>Strengthening the professional media ecology as catalyst for inclusive participation in social services.</p> <p>Facilitating specialized social services for unaccompanied and separated children.</p> <p>Facilitating psycho-social support services, including to victims of domestic violence; child neglect, abuse and exploitation and child marriage; older persons and persons with disabilities; and victims of other protection and human rights violations.</p> <p>Strengthening data collection and management on access to/use of social protection services, with a focus on women, youth, vulnerable and marginalized groups.</p>
		<p>Service delivery systems at national and local levels progressively deliver universal services in more responsive, equitable, inclusive , accountable and transparent manner.</p>	<p>Supporting livelihood opportunities.</p> <p>Supporting sustainable and inclusive education system, national and subnational emergency response and early recovery aligned with transitional education programme.</p> <p>Supporting sustainable access and utilization of integrated health and nutrition facilities/services, including decentralised and outreach services.</p> <p>Supporting health system strengthening through health sector capacity development.</p> <p>Increasing access to WASH services.</p> <p>Supporting specialize protection services.</p> <p>Supporting legal services to promote realisation of rights and redress (including HLP rights)</p> <p>Promoting security of tenure, resilience, adequate and affordable housing through house repair/rehabilitation and long-term housing schemes</p> <p>Enhancing social case work service provision.</p> <p>Strengthening data collection and management on access to/use of basic services, with a focus on women, youth, vulnerable and marginalised groups.</p>

CHAPTER 3 COOPERATION FRAMEWORK IMPLEMENTATION PLAN

3.1 COOPERATION FRAMEWORK MANAGEMENT STRUCTURE

The UN Development System in Yemen comprising both resident and non-resident UN entities is focused on the attainment of the results reflected in the UNSDCF outcomes based on their individual and/or combined comparative advantage. The management structures and accountability measures specific to Yemen take into account the UN's focus on management and accountability whilst engaging in current development priorities and future peace processes that may provide opportunities to link with national cooperation management structures in the future.

United Nations Country Team/Humanitarian Country Team

The United Nations Country Team/ Humanitarian Country Team (UNCT/HCT) is led by the UN Resident Coordinator/Humanitarian Coordinator comprised of the heads of all resident and non-resident UN entities that operate in Yemen, with the HCT including non-governmental humanitarian organisations and donor representation. The UNCT is the highest inter-agency coordination and joint decision-making body in the UN system at the country level and oversees the implementation of the UNSDCF. The UNCT oversees the UN Governance and Management Structure of the UNSDCF and promotes UN reform and the key principles of enhanced efficiency and effectiveness across the entire UN system. The UNCT is guided by a Code of Conduct and members are accountable to each other for the responsible use of resources, achievement of results, adherence to the UN guiding principles for UN development assistance, and progress in UN reform. This includes making available the financial, human and other resources needed for the realisation of commitments related to the achievement of the UNSDCF 2022-2024 results. In leading the UNCT the UN Resident Coordinator is assisted in her/his duties by the UN Resident Coordinator's Office (RCO). The RCO provides support to advance UNCT efforts on UN reform and coordination of the management structures of the UNSDCF responsible for implementation, monitoring, review, and evaluation.

UN Programme Management Team

The Programme Management Team (PMT) is comprised of both resident and non-resident UN entity deputies and focal points and is accountable to the UNCT. The PMT provides programme quality assurance for UNSDCF development, coherence in UNSDCF implementation, programmatic advice and responsibility for supporting and coordinating SDG mainstreaming in appropriate Government and legislative instruments and processes, and programmatic oversight and guidance to the Monitoring, Evaluation and Learning Group established under the PMT. The PMT promotes the streamlining, consistency, and interlinkage between the work of the Results Groups, UNSDCF outcomes, implementation of the UN programming and 'Leave No One Behind' principles. The PMT regularly reports to and updates the UNCT on programme coherence, and monitoring of strategic results of the UNSDCF, towards achieving the SDGs.

UN Results Groups

UN Results Groups will be established for each of the four UNSDCF outcomes with a focus on improved UN internal coordination and a coherent UN system-wide approach to analysis, planning, implementation and monitoring of UNSDCF outcomes. UN Results Groups are chaired by a member of the UNCT and comprise experts from all UN entities, both resident and non-resident. UN Results Groups will be aligned with external technical working groups and partnership groups. Once in place, UN Results Groups will promote complementarity and synergies and reduce overlaps and gaps within and across outcome areas. UN Results Groups develop annual UN joint work plans and funding frameworks and are accountable for coordinating, monitoring, reviewing and reporting the implementation of UN interventions and contributions to UNSDCF outcomes and outputs. The UN Results Groups, in coordination with other UN inter-agency groups including UN thematic groups to

be established, and other relevant stakeholders, actively identify opportunities for joint programmes, joint advocacy, and joint resource mobilization.

Protection from Sexual Exploitation and Abuse Group

Protection from Sexual Exploitation and Abuse (PSEA) is a core commitment of the Inter-Agency Standing Committee (IASC). Collective, inter-agency efforts are essential for the IASC to effectively deliver on PSEA at the country level. In support of this, the UNCT has developed a collective strategy for prevention of and response to sexual exploitation and abuse. This strategy outlines the priority results for PSEA and an action plan to achieve these results. It also includes roles and responsibilities of the humanitarian stakeholders, and the reporting mechanism for SEA allegations. Through the established coordination platform (PSEA Network), a range of actors will implement PSEA activities underneath four key priorities.

The first is the prevention and mitigation of the risks of SEA. Each organizations' activities are planned and implemented in line with SEA prevention and risk mitigation. The second encompasses safe and accessible child and gender-sensitive reporting, to encourage victims to come forward by ensuring that safe, trusted and accessible mechanisms for reporting SEA are available in all areas where assistance is delivered. This will also include training humanitarian agencies on PSEA, and ensuring mandatory reporting by humanitarian/development actors in accordance with the respective internal policies of each organization. The third is provision of quality and accessible survivor assistance to ensure high quality, survivor-centered SEA assistance as part of an integrated approach with GBV and child protection services. And the fourth priority includes accountability and investigations. This includes protection of both survivors and witnesses, strengthened vetting, reference-checking, effective internal investigation processes and disciplinary measures, which includes prompt and respectful investigations in line with existing internal accountability, ethical and oversight mechanisms in place in all UN agencies.

These collective results are delivered through the respective field-level operations of inter-agency PSEA Network members. The PSEA Network will provide all technical support across the country and link with hub-level inter-agency coordination mechanisms.

UN Monitoring, Evaluation and Learning Group

The UN Monitoring, Evaluation and Learning (MEL) Group, to be established will reports to the PMT and will provide technical advice and support on all aspects concerning UNSDCF monitoring, review, reporting and evaluation, in close collaboration with all UN entities and any relevant external stakeholders. The MEL Group is responsible for supporting the UNCT in establishing M&E multi-entity mechanisms, tools, processes and procedures, to ensure that the UNCT's contribution to the UNSDCF outcomes and outputs are tracked in a timely and efficient manner, ensuring best use of available and verifiable data, and ensuring that contributions are aligned with the UNSDG guidance and six guiding principles³⁴, via the engagement of all relevant stakeholders.

UN Communication Group

The UN Communication Group prepares and implements a communication strategy for the UNSDCF on behalf of the UNCT/HCT, which highlights and promotes the UN's contribution to the achievement of the SDGs. The UN Communication Group's dissemination strategies include consideration of language used, adoption of available technologies to support dissemination, formats that allow for widespread understanding, access and dissemination with consideration to literacy levels and cultural differences.

³⁴ Leaving no one behind (LNOB), human rights-based approach to development (HRBA), gender equality and women's empowerment, resilience, sustainability and accountability

UN Operations Management Team

The UN Operations and Management Team (OMT), comprised of key operations management personnel across UN entities, reports to the UNCT in Yemen and develops the Business Operations Strategy (BOS) in alignment with the programming priorities of the UNSDCF and to enhance opportunities for increased efficiency and quality in programme delivery. The OMT works with the PMT to align monitoring cycles between the UNSDCF and BOS aimed at ensuring that the programming needs, priorities and challenges that may be pinpointed in annual CF monitoring cycles inform the BOS work planning undertaken by the OMT, and in turn increase operational efficiencies related to programme rollout.

UN Network on Migration

The UN Migration Network for Yemen will serve to coordinate UN agencies and other relevant stakeholders, in supporting the implementation of the Global Compact on safe, orderly and regular migration in Yemen. The Network will prioritise the rights and wellbeing of migrants and host communities, with particular emphasis on those issues where a common UN system approach would add value and contribute towards the achievements of the 2030 Agenda and UNSDCF framework.

3.2 RESOURCING THE COOPERATION FRAMEWORK

UNSDCF implementation relies upon the availability of funding and resources mobilized at the country level and through other regional and global funds and mechanisms.

A UNSDCF funding framework is developed as the planning and management tool for funding UNSDCF implementation. The funding framework determines the cost of results, including operations and communication, for the full programme cycle. Prepared by the results groups in conjunction with the preparation of joint work plans, the funding framework is utilized by the UNCT to guide joint resource mobilization, including that undertaken in collaboration with stakeholders.

In line with UN guidance, the funding framework will capture multi-year funding covering the full duration of the UNSDCF and annualized funding frameworks monitored and updated continually in conjunction with joint work plans. The resource mobilization strategy for the UNSDCF takes account of these two instruments, and informs UN-partner funding discussions with other stakeholders, including opportunities for joint funding, with particular attention given to opportunities to raise funds for joint programmes. The 'Decade of Action' for investing in the SDGs as well as sustainable funding of the UNSDCF will be promoted through these ongoing discussions.

The UNCT will encourage innovative and catalytic funding and will leverage available joint funds that respond to the funding framework and joint work plans, building on successful resource mobilization from the COVID-19 Response and Recovery Fund and the Joint SDG Fund.

3.3 DERIVATION OF UN ENTITY COUNTRY PROGRAMMING INSTRUMENTS FROM THE COOPERATION FRAMEWORK

The programming instruments of UN entities have been developed in line with the strategic approach presented in this UNSDCF and serve to implement the UNSDCF outcomes. The planning process has benefited from consultations with stakeholders and UN entity programmes and aligns with the priorities and strategic interventions designed within this UNSDCF and will correspond with joint work plans. To ensure strong alignment Country Programme Document (CPD) submissions have taken account of the UNSDCF outcomes and all UN entities will derive their agency specific country programming instruments from the UNSDCF planned results.

3.4 JOINT WORK PLANS

In accordance with the UNSDCF guidance, UN system entities and their implementing partners will implement programme activities. The UNSDCF will be operationalised through the development of joint work plans (JWPs)³⁵ and/or agency/entity-specific work plans as necessary. As appropriate, project documents will be prepared using, inter alia, the relevant text from the UNSDCF and joint or agency-specific work plans and/or project documents and these will also describe the specific results to be achieved - and may form an agreement between the UN system entities and each implementing partner on the use of resources.

Joint work plans (JWPs) developed by Results Groups present planned outputs and the resources to be contributed by each UN entity to the UNSDCF outcomes. JWPs are planned and reviewed annually to monitor their contribution to the attainment of results and response to the evolving country context in line with any revisions made to the Yemen CCA. JWPs will be utilized to reduce fragmentation and duplication of efforts, and ensure coherence and synergy of UN entities, both resident and non-resident, as they increasingly work towards joint approaches to programming in Yemen.

JWPs will be prepared online in UN INFO as part of a full migration of collective programming instruments to the UN INFO platform. JWPs are rights-based and ensure the allocation and planning of programme implementation and utilisation of resources with due consideration to the guiding principles of LNOB, gender equality, human rights-based approaches to programming, resilience, sustainability and accountability. In addition, JWPs mainstream priority issues determined by the UNCT as crosscutting.

The UN in Yemen will integrate key emergency response plans, most notably the COVID-19 Socio-Economic Response Plan, into the JWPs and track its progress alongside the monitoring of progress of the UNSDCF through UN INFO.

3.5 FINANCIAL MANAGEMENT

The UN system entities that are progressively implementing Harmonised Approaches to Cash Transfers (namely UNDP, UNFPA, UNICEF, IOM and WFP) will provide support for the development and implementation of activities within the UNSDCF, which may include technical support, cash assistance, supplies, commodities and equipment, procurement services, transport, funds for advocacy, research and studies, consultancies, programme development, monitoring and evaluation, training activities and staff support. Part of the UN system entities' support may be provided to non-governmental organizations as agreed within the framework of individual work plans and project documents.

Cash assistance for travel, stipends, honoraria, and other costs shall be set at rates commensurate with those applied in the country, but not higher than those applicable to the United Nations system (as stated in the ICSC circulars).

Additional global information systems, the network of the UN system agencies' country offices and specialized support may include access to UN agency/entity-managed information systems, including rosters of consultants and providers of development services, and access to support provided by the network of UN entities. The UN system entities will appoint staff and consultants for programme

³⁵ As per the UNDG Standard Operating Procedure (SOPs) for countries adopting the "Delivering as One" approach.

development, programme support, technical assistance, as well as monitoring and evaluation activities.

Subject to annual reviews and progress in the implementation of the UNSDCF and the progressive deployment of HACT, the UN development system agency/entity's funds will be distributed by calendar year and in accordance with the UNSDCF.

3.6 BUSINESS OPERATIONS STRATEGY IN SUPPORT OF THE COOPERATION FRAMEWORK

The Yemen Business Operations Strategy 2.0 (BOS 2.0) 2021-2023 is in place and has been developed in accordance with the current guidance for common business operations by the OMT as a means to eliminate duplication, leverage the common bargaining power of the UN and maximise economies of scale. This BOS compliments and supports the UNSDCF through joint working arrangements in business operations with increased efficiencies, cost effectiveness and innovative quality solutions. The Yemen BOS is currently being implemented through the collaborative efforts of: UNV, ILO, IOM, OHCHR, UN, UNDP, UNESCO, UNFPA, UN-Habitat, UNHCR, UNICEF, UNOCHA, UNOPS, FAO, UN WOMEN, WFP, WHO.

Yemen Business Operations Strategy 2021-2023				
Common ITC Services	Common Administration Services including Common Facilities/Premises	Common Finance Services	Common Human Resources Services	Common Procurement Services

The Yemen BOS, which is accessible through the Development Cooperation Office (DCO) BOS online platform, will be monitored annually by the OMT in January of each year. Monitoring will take stock of the programme priorities of the UNSDCF and new operations requirements identified through dialogue with the PMT as well as steps towards a common back office.

CHAPTER 4 – CCA UPDATE, M&E AND LEARNING PLAN

4.1 UPDATES ON THE UN CCA

The CCA will be updated through annual reviews and in response to any major changes in national circumstances (including escalated conflict, political crises, the changing human rights context, pandemics and natural disasters, attainment of durable solutions). The UNCT, where needed, will initiate ‘horizon scanning’ or trend analysis between annual updates. Where relevant, CCA updates will also be informed by any strategic assessments undertaken. An update of the analysis of the groups of people at risk of being left behind (Leave no One Behind priorities) will be integrated into each of the updates, through review of the latest data sets and available evidence as well as through consultations that are undertaken with implementing partners and concerned groups.

Special attention will be paid to the situation of Persons With Disabilities (PWDs), with every effort made to ensure that the revisions and updates to the CCA include analysis of the situation of PWDs in at least one thematic area, and data and analysis of the situation of PWDs. In addition, gender analysis will be updated within the CCA, including the underlying causes of gender inequality and discrimination. Consistent sex-disaggregated and gender sensitive data will continue to be strengthened in the CCA when available and with a focus on the most vulnerable groups.

Every effort will be made throughout the 2022-2024 period of the UNSDCF to migrate CCA data sets onto the digital platform that is being established by DCO as the online repository of automated country analytics, data sources and data sets. The UN Resident Coordinator’s Office and UN entity focal points guided by the PMT will lead the CCA process ensuring that the CCA periodic update aligns with the UNSDCF monitoring and reporting cycles, with the CCA updated periodically to serve as a relevant and up-to-date source of information on Yemen’s evolving country context.

4.2 MONITORING IMPLEMENTATION OF JOINT WORK PLANS

Monitoring of the UNSDCF focusses on the UNCT’s delivery of the commitments to achieve the results set out in the UNSDCF Results Framework against the defined set of UNSDCF outcome indicators. Outcome indicators have been selected where possible from the SDG Indicator Framework and have been confirmed as valid due to links to available and verifiable data sources. Proxy indicators have been utilized where SDG indicators do not exist or where their use is not relevant. Monitoring is undertaken as set out in the MEL Plan prepared by the MEL group, which identifies the combination of quantitative and qualitative data gathering processes across the three years of the UNSDCF.

Several risks and opportunities have been identified that may impact the UNCT’s commitment to monitor the UNSDCF.

Risks

No advancement in SDGs and no national monitoring of progress is compounded by open conflict, and an overall risk of collapse of the peace process, making it problematic to draw on national statistics, compounded by a lack of national data and statistical management practices. COVID-19 and the ongoing impacts of the pandemic, further civil unrest and conflict will slow down and continue to exert pressure on available systems and will impact opportunities for field-based data collection.

Opportunities

Advancements in technology-based monitoring systems may increase qualitative data collection practices in particular and increase the scope of those engaging in monitoring practices. With the finalization of the UNSDCF with its refreshed results framework may increase opportunities to share

Yemen's development results against a refreshed and relevant set of performance indicators to national, regional and global audiences, providing a refreshed platform for evidence-based programming and for integrated approaches across UN entities, with other development partners and with stakeholders.

HACT Monitoring

With regard to Harmonised Approaches to Cash Transfers (HACT) (also see Annex 3) Implementing Partners agree to cooperate with the UN system agencies for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by UN system agencies. To that effect, Implementing Partners agree to the following:

1. Periodic on-site reviews and spot checks of their financial records by UN system agencies or their representatives, as appropriate, and as described in specific clauses within their engagement documents/ contracts with UN system agencies,
2. Programmatic monitoring of activities following UN system Agency standards and guidance for site visits and field monitoring,
3. Special or scheduled audits. Each UN organization, in collaboration with other UN system entities will establish an audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by UN system agencies, and those whose financial management capacity needs strengthening.

4.3 ANNUAL PERFORMANCE REVIEW AND COUNTRY RESULTS REPORT

Under the overall leadership of the UN Resident Coordinator, each Results Group will conduct an Annual Performance Review in the last quarter of each year with its stakeholders to discuss achievements, challenges, opportunities, and lessons learned. UN INFO reports will be generated and used for the review. Based on this review and the evolving country context, the Results Groups will propose to the UNCT any amendments to the UNSDCF that they deem necessary, and or the following year's joint work plan, to ensure the continued effectiveness of the UN's support to the country.

UN INFO reports, Annual Performance Reviews and CCA updates will feed into the mandatory annual UN Country Results Report, which will capture progress towards the 2030 Agenda. UN entity annual results will also be taken into account to inform the progress of the UNSDCF in terms of programmatic results.

The annual performance review undertaken by the UNCT, organised in the first quarter of each year discusses the evolving country context in the past year, UNSDCF achievements against planned results (monitoring conclusions), challenges, opportunities, learning, and priorities and agrees on any adjustments needed for implementation and monitoring of the UNSDCF in the year ahead.

4.4 EVALUATION PLAN

The independent evaluation of the UNSDCF will be conducted in 2023-2024 and will play a key role in informing the planning process for the next programming cycle taking into account what has been achieved in the relatively short implementation cycle and the further elaboration of planned future results. The evaluation will focus on the extent to which the UNSDCF outcome results have been achieved against established and agreed targets, presenting lessons learned and recommendations. The Evaluation will be commissioned by the UN Resident Coordinator's Office with the evaluation terms of reference drafted to ensure an independent, impartial, inclusive and participatory evaluation process involving all relevant partners and stakeholders in line with UN Evaluation Group (UNEG)

norms and standards. Multiple data collection methods, including a UNICEF supported 2021 multi indicator cluster survey (MICS), will be implemented to ensure the triangulation of findings, drawing on annual monitoring reports, joint programme and individual project monitoring reports and data gathered through focus group discussions, online surveys, facilitated participatory workshops and in-depth interviews.

ANNEX 1 – RESULTS FRAMEWORK

UNSDCF Impact: By 2024, all people in Yemen of all ages affected by the conflict and living in poverty in all its dimensions experience transformative change in the quality of their lives					
OUTCOME 1					
<p>Impact: People are healthy and nourished with greater resilience through increased food production and food security (planet)</p> <p>UNSDCF priority: Increase food security, creating livelihood options and job creation</p> <p>Regional frameworks: Regional Migrant Response Plan, The Global Compact for Migration, Global Compact on Refugees</p> <p>SDGs and SDG targets: SDG 1: Target 1.1, 1.3, SDG 2: Target 2.1, 2.3 SDG 3: Target 3.1, 3.2, 3.3, 3.4, 3.8, SDG 6: Target 6b.1 SDG13. Target 13.1 SDG15: Target 15.6.1</p>					
Results	National SDG indicators/Performance Indicators (disaggregated)	Baseline (year)	Target 2024	Source/ MoV	Assumption Statement
Outcome 1 – By 2024, people in Yemen, especially women, adolescents and girls and those in the most vulnerable and marginalized communities benefit from better, equal and inclusive access to nutritious food, sustainable and resilient livelihoods and environmental stability.	Prevalence of stunting (height for age <-2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under 5 years of age.(SDG 2.2.1)	46.4% (2018)	45%	UN Yemen and Central Statistical Organisation Sustainable Development Goals Indicator Report for Yemen	
	The proportion of the population experiencing moderate to severe food insecurity (Modified SDG 2.1.2)	16.2 million (54%) (2021)	13 million (43%)	IPC reports	Access to basic services continues to facilitate effective contribution to food security to health, wellbeing and resilience of the population

OUTCOME 2					
<p>Impact: People are safe and protected (peace) UNSDCF priority: Preserve inclusive, effective and efficient national and local development and systems strengthening Regional frameworks: Regional Migrant Response Plan, The Global Compact for Migration, Global Compact on Refugees SDGs and SDG targets: SDG 5: Target 5.1,5.2,5.5, 5.6 SDG 10: Target 10.2, 10.3, 10.7 SDG 16: Target 16.1, 16.2, 16.3, 16.6, 16.7, 16.7.1, 16.7.2, 16.b, 16.10.1</p>					
Results	Performance Indicators	Baseline (year)	Target 2024	Source/ MoV	Assumption Statement
<p>Outcome 2 – By 2024, people in Yemen, especially women, adolescents and girls and those in the most vulnerable and marginalized communities, experience more rights based good governance, comprised of effective, people-centred, equitable and inclusive gender and age responsive public services and rule of law.</p>	Extent to which laws and regulation that guarantee full and equal access to women and men aged 15 years and older to sexual and reproductive health care, information and education (SDG 5.6.2)	63% (2019)	70%	SDG country profile	
	Number of gender responsive District Capacity Development Plans implemented	0 (2019)	40	UN(DP) programme reports	Low turnover of government and local authorities staff (trained). The current liquidity challenges and lack of salary for civil servants remains at a manageable level
	Number of districts with increase of investment budget (actual) per capita	0 (2019)	40	MOE, MOLA Administrative data Investment funds channeled through L2RF	Government data are accessible to local authorities
	Proportion of the population having access to basic services (disaggregated data by sex, age and type of service) (SDG 1.4.1)	40% (2021)	60%	Annual humanitarian needs overview	
	Proportion of children under 5 years of age whose births have been registered with a civil authority (SDG 16.9.1)	30% (2019)	45% (45% for girls, 45% for boys)	National Health Survey/MICS/Partner reporting	
OUTCOME 3					
<p>Impact: The economy is sustainable, shock resilient and inclusive (prosperity) UNSDCF priority: Drive inclusive economic structural transformation Regional frameworks: The Global Compact for Migration, Global Compact on Refugees SDGs and SDG targets: SDG 4: Target 4.1, 4.3, 4.4, 4.4.1, 4.6, SDG 8: Targets 8.2, 8.3, 8.5, 8.6, 8.7, 8.8, SDG 12: Target 12.b.1,</p>					

Results	Performance Indicators	Baseline (year)	Target 2024	Source/ MoV	Assumption Statement
Outcome 3 – By 2024, people in Yemen, especially women, adolescents, girls and those at risk of being left behind become more resilient to economic shocks by increased income security and access to decent work	Unemployment rate, by sex, age and persons with disabilities (SDG 8.5.2)	Overall: 13.4% (2020 Modelled ILO estimates) Male: 11.8%; Female: 25.3%; (2019))	Overall: 10%	World Bank Data, SDG country profiles	Fragmented Recovery, where conflict ends by 2022 but Yemen remains at a high risk for renewed conflict.
	Proportion of the population in humanitarian need	67% (2021)	60%	HNO, HRP	
	Annual growth rate of real GDP per capita (SDG 8.1.1)	-3.6% (2018)	4.8%	SDG country profiles, UNDP impact of war on Yemen series	

OUTCOME 4

Impact: People are safe and protected (people)
UNSDCF priority: Build social services, social protection and inclusion for all
Regional frameworks: Regional Migrant Response Plan, The Global Compact for Migration, Global Compact for Refugees
SDGs and SDG targets:
SDG 1: Target 1.1, 1.3, 1.4
SDG 3: Target 3.1.1, 3.1.2, 3.2, 3.3, 3.4.1, 3b.1
SDG 5: Target 5.1.1, 5.5, 5.6
SDG 6: Targets 6.1
SDG 11: Target 11, 11.1,
SDG 16: Target 16.6.2, 16.10.2,
SDG 17: Target 17.14.1,

Results	Performance Indicators	Baseline (year)	Target 2024	Source/ MoV	Assumption Statement
Outcome 4 – By 2024, people in Yemen, especially women, adolescents, girls and those at risk of being left behind, will experience strengthened social protection and social services which are people centred, evidence and needs based, equitable inclusive and gender and age responsive.	Mortality rate for under 5 years	55% (UNIGME 2017)	53%	MICS, DHS, UNIGME	
	Percentage of children under five who are wasted (SDG 2.2.2)	11.9% (SMART survey 2019)	9%	Nutrition studies (SMART)	
	Proportion of the population using basic water and sanitation services (SDG 6.1.1.)	Water: 63.5% (JMP 2015) Sanitation: 60.7% (JMP 2015)	65% 62%	The WHO/UNICEF Joint Monitoring Programme. Water Supply Sanitation and Hygiene (JMP)	
	Primary Education gross enrolment ratio (boys/girls)	Total 85.2% (2015/2016) Girls 77.9%; boys 92.2%	Total 85.2% Girls 77.9%; boys 92.2%	MOE National Statistics Yearbook	
	Number of people reached by supported integrated social protection programmes (age and gender disaggregated)	93,248 (2020)	300,000	UNICEF Progress reports	
	Proportion of individuals seeking international protection who are able to access asylum procedures.	85%	100%	UNHCR End Year report	

ANNEX 2 – LEGAL ANNEX

Whereas the Government of Yemen (hereinafter referred to as “the Government”) has entered into the following relationships:

- a) With the Food and Agriculture Organization, (FAO), of the United Nations the Host Country Agreement for the opening of the FAO Representation in Yemen on 23 October 1979.
- b) With the International Labour Organization (ILO), the technical assistance to Yemen is governed by the Basic Agreement concerning technical assistance of 26 July 1956 and Exchange of letters of 14 April 1963 amending that agreement.
- c) With the International Organization for Migration (IOM), a Status Agreement on Privileges and Immunities between the Government and the International Organization for Migration concluded between the Government and IOM on 13 November 2013 and its Corrigendum signed on 16 July 2017.
- d) With the Office of the High Commissioner for Human Rights (OHCHR), an Agreement on the establishment of an office was signed on 26 September 2012.
- e) With UN Women, a Standard Basic Assistance Agreement was signed by UNDP and the Government on 8 November 1976. This applies, mutatis mutandis, to UN Women.
- f) With United Nations Human Settlements Programme (UN-Habitat) a Host Country Agreement concerning the establishment of an UN-Habitat office in Yemen was signed with the Government on 29 May 2019.
- g) The United Nations Development Programme (hereinafter referred to as UNDP) entered into a basic agreement to govern UNDP’s assistance to the country (Standard Basic Assistance Agreement (SBAA)) [or other agreement depending on country], which was signed by both parties on 8 November 1976. Based on Article I, paragraph 2 of the SBAA, UNDP’s assistance to the Government shall be made available to the Government and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UNDP organs, and subject to the availability of the necessary funds to the UNDP. In particular, decision 2005/1 of 28 January 2005 of UNDP’s Executive Board approved the new Financial Regulations and Rules and along with them the new definitions of ‘execution’ and ‘implementation’ enabling UNDP to fully implement the new Common Country Programming Procedures resulting from the UNDG simplification and harmonization initiative. In light of this decision this UNDAF together with a work plan (which shall form part of this UNDAF and is incorporated herein by reference) concluded hereunder constitute together a project document as referred to in the SBAA [or other appropriate governing agreement⁸].
- h) With the United Nations Education Science and Culture Organization (UNESCO) the agreement concerning the establishment of a UNESCO office in Yemen was signed with the Government on.
- i) With regard to the United Nations Population Fund (UNFPA), a Standard Basic Assistance Agreement was signed by UNDP and the Government on 8 November 1976. This will apply, mutatis mutandis, to UNFPA.
- j) With the United Nations High Commissioner for Refugees (UNHCR), an “Agreement between the Arab Republic and the Office of the High Commissioner for Refugees concerning the establishment of UNHCR Branch Office in Yemen Arab Republic” was signed in November 1987
- k) With the United Nations Children’s Fund (UNICEF) a Basic Cooperation Agreement (BCA) was concluded between the Government and UNICEF on 12 January 1994.

- l) With the United Nations Industrial Development Organisation (UNIDO), the provisions of the Standard Basic Cooperation Agreement between the Government of the Republic of Yemen and UNIDO, signed and entered into force on 26 February 1993 shall be applied, mutatis mutandis, to UNIDO projects and programmes in Yemen.
- m) With the UN Office for Project Services (UNOPS) concluded an Exchange of Letters with the Government on October 2017, which provides that the terms of the UNDP Standard Basis of Assistance Agreement (SBAA) shall apply mutatis mutandis to UNOPS and its personnel, activities, property and assets.
- n) With the UN Office of the Resident Coordinator (RCO), a Standard Basic Assistance Agreement was signed by UNDP and the Government on 8 November 1976. This applies, mutatis mutandis, to the RCO.
- o) With the World Food Programme (WFP) a Basic Agreement was signed between WFP and the Government in June 2006.
- p) With the World Health Organisation (WHO) a Basic Agreement was concluded between the Government and WHO on 30 December 1960 as extension for the one signed on 20 November 1953, together with biennial work plans, constitute the plan of cooperation referred to in the Basic Agreement.

For all agencies: Assistance shall be made available and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UN system agency's governing structures.

ANNEX 3 – HACT ANNEX

All cash transfers to an Implementing Partner are based on the Work Plans (WPs¹¹) agreed between the Implementing Partner and the UN system agency/entity.

Cash transfers for activities detailed in joint work plans can be made by the UN system agencies using the following modalities:

1. Cash transferred directly to the Implementing Partner:
 - a. Prior to the start of activities (direct cash transfer), or
 - b. After activities have been completed (reimbursement);
2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner;
3. Direct payments to vendors or third parties for obligations incurred by UN system agencies in support of activities agreed with Implementing Partners.

Where cash transfers are made to the [national institution], the [national institution] shall transfer such cash promptly to the Implementing Partner.

Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months with exceptions up to six months consistent with each UN agency/entity's guidelines. Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. The UN system agencies shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts.

Following the completion of any activity, any balance of funds shall be refunded or programmed by mutual agreement between the Implementing Partner and the UN system agencies.

Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN¹² Implementing Partner. A qualified consultant, such as a public accounting firm, selected by the UN system agencies may conduct such an assessment, in which the Implementing Partner shall participate. The Implementing Partner may participate in the selection of the consultant.

Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.

The UN system agencies shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third-party vendor.

Where the UN system agencies and other UN system agency provide cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN system agencies.

A standard Fund Authorization and Certificate of Expenditures (FACE) report, reflecting the activity lines of the work plan (WP), will be used by Implementing Partners to request the release of funds, or to secure the agreement that [UN organization] will reimburse or directly pay for planned expenditure. The Implementing Partners will use the FACE to report on the utilization of cash received. The Implementing Partner shall identify the designated official(s) authorized to provide the account details, request, and certify the use of cash. The FACE will be certified by the designated official(s) of the Implementing Partner.

Cash transferred to Implementing Partners should be spent for the purpose of activities and within the timeframe as agreed in the work plans (WPs) only.

In the case of international NGO/CSO and IGO Implementing Partners cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the work plans (WPs) and ensuring that reports on the full utilization of all received cash are submitted to [UN organization] within six months after receipt of the funds.

To facilitate scheduled and special audits, each Implementing Partner receiving cash from [UN organization] will provide UN system agency or its representative with timely access to:

- all financial records which establish the transactional record of the cash transfers provided by
- all relevant documentation and personnel associated with the functioning of the Implementing Partner's internal control structure through which the cash transfers have passed.

The findings of each audit will be reported to the Implementing Partner and [UN organization]. Each Implementing Partner will furthermore:

- Receive and review the audit report issued by the auditors.
- Provide a timely statement of the acceptance or rejection of any audit recommendation to the [UN organization] that provided cash (and where the SAI has been identified to conduct the audits, add: and to the SAI) so that the auditors include these statements in their final audit report before submitting it to [UN organization].
- Undertake timely actions to address the accepted audit recommendations.

Report on the actions taken to implement accepted recommendations to the UN system agencies (and where the SAI has been identified to conduct the audits, add: and to the SAI), on a quarterly basis (or as locally agreed).