

2010 RC ANNUAL REPORT: YEMEN

CONTEXT

2010 was a successively challenging year for Yemen on all fronts. The country was faced by grave humanitarian situation in the North with 320,000 IDPs as a result of the conflict in Sa'ada, continued secessionist protests in the South, influx of refugees and the Al-Qaeda threat and terrorist attacks which not only compelled the UN system to continue operating in new SLS 4 but led to a Ministerial meeting convened by the Prime Minister of UK, Gordon Brown in January 2010 resulting in the establishment of Friends of Yemen mechanism. Even though a cease fire in Sa'ada was agreed between the Government of Yemen (GoY) and rebel *Al-Houthies* (AH) in February 2010, it could not be implemented despite Qatari mediation and even after the ceasefire only 30% of IDPs returned back. By March 2011, Sa'ada governorate came under the control of AH who displaced the Central Government appointed Local Governor and installed a de facto local governor who is listed by the Security Council committee on Somalia for arms dealing. The country's socio-economic challenges in 2010 further aggravated development deficits and increased humanitarian concerns. The country faced nearly \$ 2.3 billion budget deficit, population growth outpaced the economic growth; nearly 44 % were unemployed among 15-24 yrs old; lack of rainfall exacerbated food insecurity; lack of access to basic services often led to public grievances and high rate of child malnutrition and gender disparities continued. The second national MDG report released in March 2010, while indicating progress on child health and education enrolment, summed up that Yemen may not achieve any MDGs by 2015. Yemen received 125 recommendations on its UPR report from the Human Rights Council at its twelfth session in May 2009. The continuing political differences between the ruling party (JPC) and opposition coalition (JMP), which started in 2006 intensified in 2010. An agreement on political reforms was reached in 2009 resulting in postponement of the national elections for two years to April 2011 to allow time for reforms. However, despite some efforts from both sides and call for national dialogue by the President, no progress on reforms was made and in December 2010 the President unilaterally announced the elections. In addition to the above mentioned factors and inspired by the "Arab uprising", since early 2011, Yemen has been gripped by demonstrations, youth protests and political deadlock.

All of the above had a significant impact on the work and workload of the UNCT, which kept expanding with new development, humanitarian and security challenges, while the serving capacity of the Resident Coordinator's Office (RCO) remained low in relation to the challenges. There was no full time coordination officer for the first half of the year in the RC Office. The full time UN Coordination Specialist joined in June 2010 and left in February 2011 and the replacement joined only in mid-April 2011. Despite the above multifaceted challenges and limited RCO capacity, the UNCT achieved several results on development, humanitarian and staff security fronts through coordination and collaboration in UNCT, HCT and SMT. A UNCT Code of Conduct was agreed upon in June 2010, which includes mutual respect, transparency, internal diversity and external unity, leadership of RC/HC, teamwork and a participatory approach.

Progress on UN reform: The UNCT and the GoY took some important steps towards UN reform in 2010. Most importantly the UNCT launched the CCA/UNDAF formulation process for 2012 to 2015.

Up until now the UNDAF was not aligned to the national development planning cycle, however in agreement with the government, the duration of the new UNDAF has been reduced to four years to ensure alignment to the 4th Development Plan for Poverty Reduction (DPPR). The UNCT was supported by the UNDAF core group chaired by UNDP in finalizing the UNDAF mid-term review initiated in its third year to assess results, ensure continued relevance especially to the emerging needs such as conflict prevention/resolution and climate change. The MTR acknowledged the contributions of the UN System in: i) strengthening capacities of government institutions; ii) supporting review and passing of laws and policies; iii) supporting establishment of community based service delivery; iv) successful partnership with media and private sector. The MTR recommendations were fully taken into account when developing the new CCA/ UNDAF.

Against the backdrop of a deepening humanitarian and development fragility, the UNCT undertook a holistic CCA supported by a multi-disciplinary team of experts and examined social, economic, political, development and humanitarian situation with a particular focus on the interface between humanitarian and development as well as conflict and development and their impact on MDGs.

The Strategic Prioritisation Retreat (SPR) was held in October 2010 and was attended by more than 70 representatives from resident and non-resident UN Agencies, Government, development partners and NGOs. The participants identified the overarching strategic thrust for the new UNDAF as building resiliency to internal and external shocks such as financial, climate change, conflict and natural disaster which could halt or reverse MDG gains. The new UNDAF (2012-2015) targets the vulnerable population and is geared to support acceleration of MDG progress using Human Rights Based Approach, mainstreaming conflict prevention and promoting interface between humanitarian and development. To ensure the latter, a Task Force was established facilitated by UNHCR to identify ways to ensure the link. During the SPR, participants identified four UNDAF priority areas: (1) Inclusive & Diversified Economic Growth with a Social Dividend; (2) Sustainable/Equitable Access to quality BSS to Accelerate progress on MDGs; (3) Women & Youth Empowerment, and (4) Good Governance & Social Cohesion.

The UNCT decided to remain at Priority Areas disaggregated to outcome level in the UNDAF Results Matrix to allow for flexibility in order to be able to respond swiftly to change in the context. It is worthwhile to note the significant engagement of the non-resident agencies in the entire process of CCA/UNDAF formulation. The new UNDAF includes the UNCT commitment to formulate a UN joint programme to achieve MDGs using area based approach to reach out to marginalised areas as well as another Joint Program on Food Security and Nutrition. The UNDAF was signed on 23rd January 2011 in a signing ceremony witnessed by the Prime Minister and the UNDG Chair.

After a gap of six years, GoY produced **Second National Millennium Development Goals (MDGs) Report** in March 2010 with support from the UN system and was presented in the MDG Summit in New York in September 2010. The MDG report formed the basis for preparing the **4th National Development Plan for Poverty Reduction (DPPR)** which also used the MDG acceleration framework to identify priorities up to 2015. The UN System continued its efforts to institutionalise DevInfo and its use by Central Statistical Organization and Line Ministries to monitor results of 3rd DPPR, the data available through this process significantly contributed in the preparation of the MDGR as well as the 4th DPPR. Similarly, Development Aid Database (DAD) was installed in the Ministry of Planning and International Cooperation (MOPIC) for aid coordination and national capacity was built to

operationalise the system. Support to the preparation of the 4th DPPR became UNCT focus for technical and advisory assistance to MOPIC and the line Ministries, UNCT advocacy and joint comments on the drafts, facilitated through the regular Donor Forum co-chaired by the UNRC/HC and World Bank Country Manager, was instrumental in a MDG focused 4th DPPR using MDG acceleration framework. The 4th DPPR was endorsed by the Cabinet and both houses of the Parliament in February 2011.

Human Rights and Gender Mainstreaming: A GenCap Adviser was deployed to the RC/HC office to support in gender mainstreaming in the UNDAF and CAP. The UN Gender Outcome Group facilitated by UNFPA provided technical support to mainstream gender in the 4th DPPR and, in addition, along with the NGOs, supported a stand-alone chapter devoted to women's issues. In February 2011 session, the CEDAW committee considered the 17th and 18th periodic reports of Yemen and commented on various concerns, the UN system will support the NGOs and GoY to follow up on these concerns. A Human Rights Forum was established in August 2010 as a result of consultative workshops with NGOs, GoY and UN Agencies. The Forum will provide a platform to address and respond to human rights priorities in Yemen, more specifically to collectively follow-up on the implementation of the UPR recommendations and to formulate a strategy/action plan. A mapping of support to UPR follow up has been prepared which includes all bi-lateral, multi-lateral and NGO partners. UNICEF Representative and RC supported the preparation of the SG's report on Children in Armed Conflict to be presented to the Security Council in April 2011, for the first time Yemen parties are listed in the report. Sustained efforts will be required to support the stakeholders to prepare an action plan and assist in capacity development to address the issues.

Coordinated Humanitarian Response: In 2010, a fully functional humanitarian coordination architecture including a Humanitarian Country team; 8 clusters and 2 sub-clusters comprised of UN agencies and international and national NGOs was established and contributed to coordinated planning, monitoring and decision making. In addition, weekly coordination meetings were held with ICRC as well as with the GOY to review progress and concerns over access, security and protection issues. Field coordination mechanism was also established in mid 2010 in Haradh, where most IDPs are located. As a result of the mission of the Special Representative of SG for IDPs, GoY agreed to formulate a national IDP strategy which was prepared with UN assistance. The draft strategy has received positive response but final endorsement by the GoY is pending.

Regular donor briefings were held in the country and the 2010 CAP received over 63% of total requirement of \$180 Million, including \$15 Million from CERF and \$238,210 from ERF for 3 projects. During 2010, with support from OCHA, the HCT conducted mid-term review of CAP and cluster assessments which formed the basis for preparing the second CAP for 2011, which has so far received 40% of the total appeal of \$225 Million. To support NGOs with quick funding to respond to unforeseen crisis, an Emergency Response Fund has been established and mobilised \$7 million, so far 11 projects have been approved.

Humanitarian access has been an important obstacle to the delivery of aid, consistent efforts have been made to advocate for greater access. For effective humanitarian dialogue, a monthly access report is being produced which identifies obstacles and responsibilities of actors and are disseminated to key decision makers (government, international community and armed groups). Although access has improved since January 2011, the level of denial of requests to travel by road as well as by Humanitarian flights coordinated by WFP to Sa'ada remains at 30%, which is unacceptably

high. A Humanitarian Declaration based on international principles was elaborated by the HCT stating the responsibility of the GoY and the rebels in granting access and security to the humanitarian workers and after intense lobbying by the HC/HCT, the AH signed the Declaration and the GoY sent a letter to RC/HC endorsing the content of it. Intense efforts have been made for regular humanitarian negotiations with the insurgents in North who took control of Sa'ada in March 2011. A channel of regular communication has been established with the AH for continued humanitarian dialogue. A joint Response Plan for the North was elaborated by the HCT and presented to the AH in mid-April 2011 in order to facilitate implementation and improved access. It would be important to continue our channel of communication with all stakeholders regardless of the setbacks and disagreements. Humanitarian dialogue on humanitarian principles will remain an essential and ongoing priority of the HCT.

Joint Initiative for Sa'ada: Based on the GoY request, the UN and WB jointly initiated an assessment of the recovery and reconstruction needs of Sa'ada in September 2010. DOCO deployed a dedicated technical advisor to support the RC and UNCT to undertake the initiative, starting with assessment of 4 components: Infrastructure, Recovery, Local Governance and Macro-economy. The recovery and local governance components were led by the UN and various UN Agencies pooled in international and national technical resources and the assessment was carried out in three districts of Sa'ada where access was possible. JIS is envisaged to provide peace incentives and confidence building activities using ongoing humanitarian and early recovery interventions. The assessment report is under review by UN and INGOs and the next steps will be decided after consultations and review of the situation.

Thematic coordination also focused on HIV/AIDS, food and nutrition, maternal and child health and migration. **Nutrition and Food Security Group** was facilitated by UNICEF, while MOPIC finalised the structure and mandate for National food security coordination. The informal group served as an important forum for information sharing and discussion on overwhelming challenge of malnutrition and food insecurity in Yemen and contributed in creating collective sense of urgency. The meetings were attended by key donors, NGOs, UN Agencies and key Ministries and participation was open to all interested stakeholders. The informal group was successful in sharing information and analysis which helped in reaffirmation of humanitarian and development interface of food security and malnutrition issues and in getting malnutrition on top of the political agenda resulting in its recognition as a key priority for the health sector strategic plan and food security as the top priority for the 4th DPPR. The high level advocacy also included a technical meeting in Chatham House in London attended by the Health Minister and other senior officials, researchers, NGOs, and UN agencies and set the scene for developing an urgent and effective response.

WHO/UNFPA/UNICEF worked jointly in collaboration with the World Bank in promoting and supporting MDGs 4 and 5 and **SG's global plan of action for maternal and child health** leading to the preparation of a national plan of action to accelerate progress in this area.

Through the **UN Joint Team on HIV/AIDS (UNJTA)** facilitated by UNAIDS, the UN system continued its efforts to support the national strategic framework on HIV/AIDS prevention and control; effective participation of PLWH association in scaling up of universal access to treatment, and in strengthening the management and coordination mechanisms at all levels. In particular, the national counterparts were assisted through the provision of technical assistance and capacity building initiatives. The UNJTA, through the initiative of "UN Cares", promoted HIV/AIDS awareness among the UN staff and

conducted awareness raising sessions benefitting 197 UN Staff. A **Mixed Migration Task Force** co-chaired by UNHCR and IOM continued in 2010 to jointly enhance protection of new arrivals, refugees and asylum seekers arriving in Yemen.

UN Joint Communications and Advocacy: The UN Communications Group (UNCG) facilitated by UNDP and UNIC assisted the UNCT in joint commemoration and advocacy on Human Rights Day, World Water Day and World Humanitarian Day and International Women's Day. It also supported the CSOs Alliance in organising the Stand Up Against Poverty Campaign. The UNCG also developed a common UN website template which will help in launching a UN Information Platform in 2011 and produced nine UN Monthly Newsletters publicising the work of UN in Yemen and positions on key issues.

The **Operations Management Team (OMT)** supported the UNCT in managing on-going common services and helped in harmonisation of incentive payments for local security guards and rates and tariffs and advised the UNCT on saving costs, for example negotiating relocation of the UN Dispensary in a well-established hospital which would also help compliment the UN Dispensary services.

Aid Effectiveness and harmonization: A monthly Donor Forum meeting co-chaired by the UN Resident & Humanitarian Coordinator and the World Bank Country Manager continued throughout 2010 and contributed in joint comments on national development plan and information sharing. In March 2011 a new in-country Donor Working Group on Elections has been established by the RC with the US Embassy, USAID, DFID, EU, GIZ, UNDP, IOM, NDI as members and chaired by the UN RC/RR and has been meeting on a weekly basis.

UN Engagement in Friends of Yemen (FoY) Process: In the London meeting on Yemen convened by the PM Gordon Brown in January 2010, "Friends of Yemen" was established along with two working groups (governance and economy and the rule of law and access to justice). The two working group meetings dominated the 2010, UNDP participated in the Governance Group and led the access to justice theme and other UN Agencies provided comments on the recommendations of the two working groups. The in country partners were kept informed on the FoY process through the monthly Donor Forum, co-chaired by the UN RC/HC and the WB/CM. DPA represented the UN System in the ministerial FoY meeting and the UN RC/HC was part of the UN Delegation at the meetings in London and New York (September 2010). The New York meeting highlighted the need for local involvement, the UNCT discussed ways of increasing its engagement with the FoY process locally. However, the second FoY meeting scheduled to take place in Riyadh in March 2011 did not take place due to the civic unrest in Yemen.

Staff Security and Safety: Yemen is a complex security environment, with multiple sources of conflict running in parallel. In order to match the vision of enabling security that allows the UN to stay and deliver, all UN Agencies carried out comprehensive programme criticality analysis and in parallel DSS helped in conducting SRA to map the residual risks. The two parallel initiatives together provided a clear picture of the importance of every UN programme and the risk faced in delivering that programme. The analysis provided the ability to decide at all levels whether the risk faced by staff in delivering their programmes was commensurate with the criticality of the programme gave confidence to staff, programme managers and Agency Representatives that everything necessary had been done to ensure the safety and security of staff. The analysis also informed the Agency decisions on essential and non-essential staff at the time of evacuation when the security risks associated with

the protests increased. Throughout 2010, the SMT met weekly and on ‘emergency basis’ when required to take decision and advice staff as per MOSS and MORSS, in 2010 a representative of the INGOs was also included in the SMT as an observer. The DSS supported the DO/SMT in preparing two country SRAs, three SRAs for Sa’ada, one each for the Northern, Southern, Central regions where UN agencies have field presence. All UN agencies are actively implementing programme enabling risk mitigation measures in accordance with the SRAs. The Country Security Plan was updated twice in June and December 2010 due to the changing security situation in the country. UNDSS has completed 191 new arrival and security orientation briefings in 2010 and trained 110 UN staff in hostage incident management and mine awareness training. There were no security incidents involving UN staff in 2010.

The key aspects of the proposed 2011 work plan will include among others:

- Rolling out the new UNDAF and preparation of two Joint Programmes as committed by the UNCT;
- Coordinated humanitarian response and advocacy of international principles and unimpeded access;
- Support to the transition process, if and when it happens, particularly promoting participation of youth and women’s groups;
- Support to preparations for the Climate Change Summit in South Africa and 4th High Level Forum on Aid Effectiveness in Korea at the end of 2011;
- Support to follow-up of UPR Recommendations and advocacy for social protection;
- Enhanced security for all UN staff and premises with further security training and practical drills.

Recommendations, if any, for changes in policies, rules and regulations: The UN Resident and Humanitarian Coordinator, on behalf of the UN country Team in Yemen, recommends that the UN RC Office capacity should be continuously supported by DOCO with adequate and predictable financial resources provided in one tranche. In addition, it is recommended that UNCT performance is assessed based on country typology and taking into account the level of RCO capacity in relation to the complexity of issues being dealt by the UNCT.