



*Empowered lives.
Resilient nations.*

Promoting Inclusive Access to Justice in Yemen (PIAJ)

Inception Report

September 2021 to April 2022

Prepared For

The Embassy of the Netherlands for Yemen, in Amman

8th June 2022

Contents

1. Executive Summary	5
1.1 Project outcome and outputs	5
1.2 Strategy to deliver the outputs	5
1.3 Achievements against the planned deliverables for the inception period	5
1.5 Any changes which need to be made, or new risks/challenges identified?	7
2. Project background	7
3. Assessment of project relevance	8
3.1 Evaluation of project ToC and approach	8
3.2 Changes/Alterations Required.....	8
Progress Update	9
Executive Summary	9
4.1 Progress against Phase 1 milestones	10
4.2 Overview of progress against project outputs	10
5. Detailed Achievements/progress overview in the extended reporting period from Inception into Phase 1.....	12
6. Any changes which need to be made, or new risks/challenges identified during the extended Inception Period into Phase 1?	15
7. Project Activities and Overall Progress During the Extended Inception and Phase 1 Period	18
8. Cross Cutting Issues:	21
8.1 Gender	21
8.1.1 Do project staff have the capacity to address gender issues strategically and comprehensively in implementation? How?	22
8.2 Partnerships.....	23
8.3 Environmental Considerations	23
9. Risk Analysis – Additional Requires Requested by the Netherlands Embassy	24
9.1 UNDP “do no harm” approach related to the programme:	24
9.2 Clarification how UNDP will ensure that it is not strengthening repressive actors within the rule of law sector:	25
9.3 Assurance that none of the community security actors or police that UNDP engages with are violators of human rights:	27
9.4 How will the Human Rights Due Diligence Policy be applied in practice?	28

9.5 What is the balance in the programme between urban and rural?	29
9.6 How will the programme ensure it is contributing to strengthening the justice sector rather than further fragmenting it?	30
9.7 How will this intervention lead to sustainable changes in the sector rather than improvement of the circumstances of the beneficiaries?	30
9.8 How will UNDP interact with armed actors, including the STC?	31
10. Other	32
11. Changes/Alterations Required	32
11.1 Have changes in government offices or with other implementing/key partners taken place? How are these being addressed?	33
11.2 Do any of these changes affect the scope, timeframe or budget, and do they need to be formally communicated to the project board/government partner/donor for approval? If so, how?	33
12. Annexes:.....	34

Acronyms

CBOs	Community-Based Organizations
CO	Country Office
CPD	Country Programme Document
CSOs	Civil Society Organizations
DIM	Direct Implementation Modality
HRBA	Human Rights and Rights-Based Approach
HRDDP	Human Rights Due Diligence Policy
IDPs	Internally Displaced Persons
IRG	Internationally Recognised Government of Yemen
JPO	Junior Professional Officer
M&E	Monitoring and Evaluation
MoJ	Ministry of Justice
MoI	Ministry of Interior
MOPIC	Ministry of Planning and International Cooperation
NGOs	Non-governmental Organisations
OSESGY	Office of the Special Envoy of the Secretary-General for Yemen
PIAJ	Promoting Inclusive Access to Justice
PWP	Public Works Project
ROL	Rule of Law
SCMCHA	Supreme Council for the Administration and Coordination of Humanitarian Assistance
SDG	Sustainable Development Goal
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women

1. Executive Summary

Yemen has experienced protracted conflict since 2015 and is considered the worst humanitarian and development crisis in world. Public institutions including Rule of Law (RoL) related institutions are dysfunctional, lacking infrastructure, equipment and human resource capacities. Lack of inclusiveness in decision making at all levels, spread of corruption, injustice, and insecurity collectively undermine the ability of the Yemeni population to live in safety and security and to have access to effective justice.

1.1 Project outcome and outputs

The Promoting Inclusive Access to Justice in Yemen (PIAJ) Project addresses the above challenges through delivering the following four integrated outputs, contributing to a country programme outcome; “Yemenis contribute to and benefit from inclusive, accountable and gender responsible governance, at local and central levels”.

- Output 1: Community security enhanced through inclusive local governance process;
- Output 2: Access to Justice: Increased awareness of rights and use of fair and effective formal and informal justice systems
- Output 3: Gender justice capacity strengthened through gender-inclusive institutions; and
- Output 4: Protection of detainees strengthened and reintegration into community supported.

1.2 Strategy to deliver the outputs

The project follows a UNDP’s “people-centred approach”, and the “local turn” in governance programming, aimed at bridging the relationship between the community (as rights holders) and authorities (as the duty bearers). Intermediaries between the state and people are given greater attention, and the RoL sector needs to be viewed as a “spectrum” consisting of multiple layers of formal and informal institutions such as civil society, customary leaders and communities. UNDP understands that “form follows function” in the provision of the RoL as a “service” to resolve disputes and administer justice in everyday life (systems thinking). In the absence of unified state authority, the design of bottom-up interventions is a decision and practicable approach of necessity. At the same time, UNDP is making efforts to maintain the vertical linkage between local-level peacebuilding and state-level peace-making by partnering with OSESGY and UNMHA. Partnership with UNICEF and UN Women are also aimed at reinforcing the horizontal linkage between thematic humanitarian protection (Justice for Children, Justice for Women) and comprehensive developmental transformation (Justice for All; “leave no one behind”).

1.3 Achievements against the planned deliverables for the inception period

The Inception Phase (0-4 months) was planned around the following activities, which achieved the following results:

- Project recruitment: Out of the eight project personnel, three are on board. Five positions were under recruitment. The GRoL Team Leader took over the direction and guidance of the project whilst awaiting the recruitment process for the Project Manager.

- Contracting responsible parties: the project team undertook meetings with prospective responsible parties (RPs). This was undertaken alongside initial planning activities with the establishment of the Technical Committees in Aden and Sana'a (and also continued beyond December 2021). The project determined to work with Public Works Project (PWP) for infrastructural rehabilitation activities. At this early stage, the project also negotiated potential partnerships with Penal Reform International (PRI), UN agencies, OSESGY and ICRC, especially on its work in Yemen's prisons.
- Human Rights Due Diligence Policy (HRDDP) and political economy assessments: The project undertook a brief Human Rights Due Diligence Policy assessment and political economy assessments at the time of the drafting of the Prodoc; and upon signing the project Agreement reassessed the manner in which to engage with Yemen's RoL and Security Institutions based upon the previous project period HRDDP (particularly around our work with the Police and Police Academies, alongside some of the support requests we received during the Inception Period), the type of work the "model" approach would involve and potential issues in Sana'a and Aden. These assessments were discussed within the projects and the models adapted in a manner to ensure that risk is being mitigated. It was determined that because the project is undertaking a "rights-based approach" throughout the project (such as provision of training to police personnel and prison guards), the project is in conformity and compliance with the HRDDP (please refer to the "Risk Assessment" in the "Progress Report" as the second section to the "Inception Report").
- Community selection and detailed consultations:
 - Community selection: Crater and Mansoura Districts in Aden, with a possible third option of Tawahi.
 - Consultations: The project undertook at least 15 inception planning and consultation meetings with individual stakeholder institutions over a period of two weeks and the Aden Technical Committee Inception Meeting during December 2021 – during which time community selection was discussed and finalised, notifying the Technical Committee that the project would be working in Crater and Mansoura, with a possible third option of Tawahi. The inception meeting in Aden had followed a two-week period of detailed consultation meetings to institutions, including Bier Ahmed Prison (as a requested new site for the project), with governing authorities, institutions, ministries and MOPIC. The project team undertook detailed assessments, including speaking with prisoners, judges, prison guards, the head of Security for Aden, the Women's Police Academy, Social Welfare and the Coast Guard, amongst others. The project also undertook the first technical committee meeting in Sana'a (November 2021), to announce the project and discuss the role and Terms of Reference (ToR), methodology of the technical committee, as well as the plans for the annual consultation (refer to the second part of the Report for a full breakdown of meetings and consultations over the extended inception and Phase 1 periods).
- Small scale transitional activities from former project: All the activities and plans drew upon the previous project results, looking at how to upscale and develop them within the new project phase.

- Safeguarding mechanisms instituted: The initiation of safeguarding mechanisms within this project included during the Inception period have involved the consultative approaches, detailed Inception processes, site visits as a part of district and institutional selection, analysis and project team discussions, alongside the application of the HRDDP. Careful consideration of the manner in which to implement social and environmental standards, alongside conflict analysis was added to the RoL Strategy upon signing of the Project Agreement.

1.5 Any changes which need to be made, or new risks/challenges identified?

No project design changes were highlighted as being required during the Inception period beyond the fact that Sana'a Inception would need to be pushed out into the first quarter of 2022. There were no further or additional risks associated with the project or its activities during this time. However, changes made in the final stages of signing the Project Agreement, including the Multi-Year Workplan, were present but their implications did not become apparent until Sana'a Inception was completed during the extended period (where the process of thinking through rehabilitation and model processes across both locations resulted in assessment of full costs for both locations).

With the onset of Omicron, social distancing measures put back into place, along with the Christmas holiday period, Sana'a Inception was delayed and unable to be undertaken fully during the period, albeit after the signing of the Agreement with the Netherlands, the project undertook the first Technical Committee Meeting in Sana'a (November 2021, refer to the Table of Meetings in the second part of this report, Progress Report) as a consultative approach as a part of project design during the initial Inception period. In addition, not yet having visas for the project staff in Aden to travel up to Sana'a, meant that limitations were placed upon time and resources. The project team additionally had some ill team members during the Inception period, which also impacted the ability to roll-out both Sana'a and Aden Inception within the four-month period.

2. Project background

PIAJ is the second phase of programming of the RoL project. As such, the project aims to pick-up and build-upon the gaps between each of the four Outputs (observed from the previous project period) – this new period developing and building linkages between the Outputs. For instance, in Aden the project will connect the Legal Aid and Vocational activities for women in places of detention that are due for release, with the only women's shelter in Yemen (located in Crater district), ensuring that support for these women includes connecting them to services upon their release. The project also ensure a Training-of-Trainers approach for the detention training centres, in the north and south, ensuring that prison vocational training is sustainable beyond the RoL project activity engagement, implementing Prison staff capacity-building to enculturate such approaches within the facilities, working alongside other partners and additionally through the Annual Consultation Steering Group to ensure a strategic approach across RoL actors in both the north and south. Another linkage will be in further connecting our work with Community Mediators from the previous period, to our planned activities around A2J, including intended initiatives for restorative justice with UNICEF, UNFPA and UN Women – talks ongoing at present. Through such linkages, UNDP's four Outputs will interconnect where justice gaps emerge and will connect to planned interventions with HiIL-type methodology.

UNDP's RoL approaches are practically orientated to work in the most efficient manner possible across a complex of two governing structures (north and south). Any robust legal system provides opportunities

to peacefully resolve conflicts, rein in power structures and promote respect for human rights. By strengthening the RoL, Yemen will be better enabled to ensure its citizens can obtain their rights through formal and informal structures that are effective, independent, impartial and accountable. Thereby reducing inequality and contributing to a sense of justice, which will serve to strengthen the social contract between individuals and the governance structures. In this regard, UNDP works across a number of levels in its RoL programming, believing that both customary and formal justice mechanisms and institutions can connect in a meaningful way, particularly in tribalised societies. And the means of doing so is by connecting UNDP's four Outputs that are based largely upon formal state institutions, with ongoing programming in which there are clear synergies and entry points established, whilst supporting community and customary roles to alleviate gaps in Yemen's current access to justice.

Within this context, the crisis in Yemen will come to an end and parties to the conflict will be required to enter to a comprehensive recovery and reconstruction of new Yemen. While the conflict is ongoing, it is important to preserve the existing institutional capacities, and to encourage a focus on the delivery of inclusive services to communities, especially women and the most vulnerable groups. Working at a sub-national level presents greater opportunities to ensure that communities can benefit most, particularly if they are engaged in the identification of issues, prioritisation and oversight of activities.

3. Assessment of project relevance

3.1 Evaluation of project ToC and approach

The project ToC and approach remain relevant and well-received by the different stakeholders and beneficiaries. The project team have been granted full access to all sites and even requested to include additional sites during the Inception Period.

3.2 Changes/Alterations Required

No changes or alterations were required during the Inception period (0-4 months) to the project design, approach or its ToC, beyond extending Inception into the Phase 1 period.

-----END OF INCEPTION REPORT-----

Progress Update

For the

Promoting Inclusive Access to Justice in Yemen (PIAJ) Project

Submitted to

The Government of the Netherlands

January to April 2022

. Executive Summary

The second part of this report provides a concise overview of the accomplishments, challenges and mitigation measures from January to April 2022 (Phase 1), including:

- Progress against Phase 1 milestones;
- Overview of progress against project outputs;
- Overall Achievements/progress in the extended reporting period from Inception into Phase 1;
- Changes which need to be made, or new risks/challenges identified during the extended Inception Period into Phase 1;
- Cross-Cutting Issues;
- Risk Analysis – Additional Requires Requested by the Netherlands Embassy; and
- Changes/Alterations Required.

While the PIAJ Project works in both the north and south of Yemen, the current *status quo* of fragmented institutions has necessitated a *two-track approach* to separately cover the two regions. The two-track approach has implications for the planning, design, implementation, and management of project activities. However, the same standards and project design are being applied to both locations, with each of the district models being customised to the context within them – for example, in Sana’a one district has a different context to the other, likewise in Aden). The extended Inception Phase (0-4 months) into Phase 1 included the following activities, achieved a number of results.

4.1 Progress against Phase 1 milestones

Phase 1 milestones	Progress	Remarks
Implementation of project activities in initial sites - Aden and Sana'a).	Site locations selections for Aden and Sana'a completed, including the two districts, the courts, police stations, the prison and a way in which to support a new shelter for YWU in Sana'a	Aden Districts: Crater and Mansoura, with possible third option of Tawahi Sana'a Districts: Thoura and Maaeen, with possible third option of Hadda/Sabeen
Adaptive management to adjust approaches as required.	Model processes being developed in consultation with stakeholders and beneficiaries, whilst also innovating to overcome obstacles	Example: Rainwater harvesting in Sana'a Central Prison to both deal with seasonal flooding whilst storing H2O in a water scarce environment for productive gardening model pilot
Consultations and planning for additional site(s).	- Two technical committee consultations conducted in Aden and Sana'a. - Individual stakeholder consultations, institutions, ministries YWU – ToRs being developed for RPs - Ongoing dialogue on model approaches as they develop	Planning for additional sites or locations is contingent upon additional funding.

4.2 Overview of progress against project outputs

Output	Progress	Remarks
<u>Output 1: Community security enhanced through inclusive local governance process</u>	The Mine Action sites selected, Responsible Parties (RPs) selected, Letter of Agreement (LoA) being signed to begin activities. Community Safety and engagement meetings with one community committee in Aden and the community committee Training Centre in Tawahi during December 2021 Discussions in Sana'a with Mol on the engagement processes planned between Community Committees and the district Police Stations – approval gained Exploration of districts in Sana'a and mapping of Community Committees there	n/a
<u>Output 2: Access to Justice: Increased awareness of rights and use of fair and effective formal and informal justice systems</u>	Consulted judges and judiciary council in Aden and courts, in Sana'a to explore needs and capacities. Held consultations with lawyers, mediators and organisations that provide diversion and legal assistance, to explore options for addressing the criminal justice backlog and overcrowding.	ToRs under development. The AC was delayed due to a number of factors, including the heightened airstrikes in Sana'a and latterly due to the Truce, as it has been a politically sensitive time to bring both the north and south together

	Engaged women lawyers from the Aden University on reducing the case backlog at the Criminal Investigation Department (CID) – reducing case backlogs as a result of the judges strike in Aden Plans for the 5th Annual Consultation on GROL are at advanced stages and whilst having had to be postponed a number of times due to the political context and the truce situation is currently being planned for July 2022	– current plans are to undertake the AC in July 2022
<u>Output 3: Gender justice capacity strengthened through gender-inclusive institutions</u>	One gender and law workshop completed in Aden with a report due for publication. A similar workshop is planned for Sana’a. Discussing agreement with Aden University to contract young women lawyers from the Women’s Institute to work with UNDP to clear the case backlog at the CID – to cover both male and female cases and in doing so break a glass ceiling for women lawyers, whilst building their capacity through their engagement with the project Discussions with PRI on joint collaboration at the Women’s Police College in Aden – discussing collaborating on a review of the curriculum, grounds development and engagement in teaching modules as undertaken during the previous project phase Discussions with PRI on working collaboratively to bring women police officers into the two district police stations in Aden and one of the Police stations in Sana’a, along with training already deployed male police officers to enculturate and environment open to women officers Discussions with the Police Academy in Sana’a on placing newly trained female police recruits into police stations in Sana’a and supporting current and ongoing female recruits through their training and deployment, along with the provision of uniforms for women officers	1x Report to be published from the Aden meeting before Sana’a meeting can take place ToR being finalised ToR under development Discussions need to be picked up from initial agreement during the roll-out of the model processes ToR under development
<u>Output 4: Protection of detainees strengthened and reintegration into community supported.</u>	Discussions with the Prison Authority (RRA), CID, Bier Ahmed and Mansoura in Aden – including rehabilitation assessment completed by PWP, with BoQs supplied to UNDP to provide drinking water solutions, solarisation, painting etc. Discussions with Sana’a Central Prison – including rehabilitation assessment completed by PWP, with BoQs supplied to UNDP. And initial model in draft form for the Women’s section of the prison to include – vocational training, family space for the women and their children, prison gardening pilot	Further discussions required as ToR being developed ToR developed and LoA to be signed shortly – model approach requires some additional discussions with PWP, Mysarah and the Prison Authority

Other updates

- Recruitment: ongoing and at the final stages for the five roles, currently under interview. UNDP as a global entity currently is onboarding and rolling out a new recruitment process, which is slightly slower than hoped. Until the system is fully operational, the project has had to wait for some extended periods in order for recruitment processes to be initiated and finalised.
- Partnerships: Additional RP selection ongoing from Sana'a Inception period, Mysarah being a new selection in Sana'a and ongoing consultations around the mapping of Community Committees in the two districts of Sana'a in discussion with SFD, YWU and the Yemen Vision Strategy Advisory Group.
- Emerging risks and mitigation measures: emerging risks are those tied to the roll-out of models, ensuring that partnership approaches are understood, consultations and ongoing dialogues take place as mitigation measures. Quality control of rehabilitations and model approaches is going to be very important within the project and represents a potential reputational risk if not addressed. Taking slightly longer to check quality and effectiveness of the models and their approaches is being embedded into the practical discussion of ideas with stakeholders and RPs, in doing so this builds trust, ensures access to locations and project progress.
- Cross cutting issues: HR, gender equality and women empowerment etc. - the project is focused upon empowering women and is taking steps to ensure women are consulted, wherever possible project roles can be filled by qualified women, and that processes are empowering to all of those who participate in them, be it women or men, boys or girls. In this respect, the project has been in discussion with the OSESGY Gender Advisor about empowering women in decision-making, awareness-raising of the peace process and sharing ideas, experiences and priorities from women in the RoL and governance sectors with whom the project (and the larger Portfolio works) with Track Two women participants. The project is also carefully planning collaborations with partners, such as PRI, YWU and women lawyers from Aden and Sana'a University, along with UNICEF, UNFPA, UNWomen and ICRC, to ensure mandates and activities align to support one another for greater impact.

5. Detailed Achievements/progress overview in the extended reporting period from Inception into Phase 1

Due to the aforementioned delays in the Inception period, beyond the control of the project team, the Inception Phase was extended into Phase 1 of the project period, the two phases being defined in the following manner (refer to the Netherlands Prodoc):

- Inception (0-4 months):
 - Project recruitment; Contracting responsible parties; Human Rights Due Diligence Policy (HRDDP) and political economy assessments; Community selection and detailed consultations; Small scale transitional activities from former project; Safeguarding mechanisms instituted.

- Phase 1 (5-18 months):
 - Implementation of project activities in initial sites - Aden and Sana'a; Adaptive management to adjust approaches as required; Consultations and planning for additional site(s).

The stated objectives of the Inception Phase as connected to Phase 1 cumulatively resulted in the following:

1. Establishing project infrastructure (administrative setup, team recruitment, interface with government counterparts, identification of responsible parties, etc.);
2. Validating the initial choice of targeted Districts, and conducting a rapid needs assessment; and
3. Fine-tuning the Project's approach, method, activities and tools on the basis of a more granular context analysis.

Practically this can be understood via the roll-out of a number of directly implemented activities from project initiation during September 2021 (and before, Aden Technical Committee established in August 2021: refer to the Table of Inception Meetings) until March/April 2022, during which the project team undertook four consultations (2 in Aden; 2 in Sana'a) and site visits in both locations, district selection in both locations (2x Aden districts and 2x Sana'a districts), initiated ToRs for rehabilitation of infrastructure in the districts in Sana'a and Aden, initiated drafting of training ToRs for both locations, selected Implementing Partners, and undertook all political-level discussions and negotiations to ensure the project may be undertaken in a full and comprehensive manner in line with the Prodoc and principles behind the project design (including rights-based approaches, promoting self-determination of local stakeholders (involving "local solutions for local problem" approaches) and reestablishing the social contract between "duty-bearers" and "rights-holders" within the project districts, central sub-national governance, and UNDP.¹

The two-track approach utilised required the project team undertaking two Inceptions in Aden and Sana'a, including:

1. In Aden – (Planning Notes attached in the Annex)
 - The Aden Prison Authority;
 - Ber Ahmed Prison – including access to the entire prison, entering into all of the six cells and engaging in discussion with inmates (including alleged terrorism suspects, alleged Ansar Allah detainees, alleged drug smuggler detainees);
 - The Yemen Coast Guard;
 - The Higher Judicial Council;
 - The Ministry of Justice;

¹ Given that model approaches and rehabilitations align, along with the fact the Yemen stakeholders and the project team need to ensure both innovation, quality control and a combination through the pilots of training, rehabilitation, infrastructure adaptations, capacity-building, vocational trainings (esp in prisons) and intersecting activities, ToR design and development is an ongoing feature for discussion. However, since Inception activities only concluded during the middle of March, ToR discussions could only be initiated fully at this point. Access to institutions, particularly security institutions, such as prisons, resulted in some delays for assessments and BoQs, which the project team has not resolved by accompanying all contractors and grantees to the sites henceforth.

- The Head of the CID – including a site visit into the CID holding cells (male and female) and engaging with prison staff and detainees;
- The Women’s Police Academy;
- Aden University Women’s Institute – to discuss their engagement with the project, particularly around assisting in reducing the case backlog (resulting in prison overcrowding);
- Yemen Women’s Union; and
- Community Committee organisers within Aden; which
- Culminated in the Aden RoL Technical Committee Meeting during December 2021 – that set out the project in its entirety and discussed the role of the Technical Committee (Minutes attached).

2. In Sana’a – (Planning Notes attached in the Annex)

- Ministry of Interior;
- Head of Sana’a Internal Security;
- The Attorney General;
- The Minister of Justice;
- 5x district Police Stations;
- 2x district courts;
- The Court of Appeal;
- The Prosecutor Courts;
- Sana’a Central Prison – including access to the entire prison and engagement and discussion with inmates;
- The Family Protection Unit;
- The Sana’a Police College and Police Academy;
- Civil Defence;
- The Yemen Women’s Union (YWU);
- The YWU’s Shelter;
- The University of Sana’a Law Institute – to discuss their engagement with the project;
- Penal Reform International (PRI) Liaison Office; and
- Discussions with multiple IPs; which
- Culminated in the Sana’a RoL Technical Committee Meeting during March 2022 – that set out the project in its entirety and discussed the role of the Technical Committee (Minutes attached).

Table of Inception Meetings – Inception Period and Extension into Phase 1

Meeting	1 st Meeting Aden	2 nd Meeting Aden	1 st Meeting Sana’a	2 nd Meeting Sana’a
	Pre-Inception	Inception Period	Inception Period	Extended Inception into Phase 1 Period
Location	Coral Hotel	Coral Hotel	SCMCHA Hall	SCMCHA Hall
Date	26 Aug 2021	09 Dec 2021	21 Nov 2021	16 Mar 2022

No. of Institutions participating [Govt/Private Sector/Civil Society/UN/Academia]	Gov: 10 ² Private Sector: 0 Civil Society: 6 ³ UN: 1 ⁴ Academia: 0 TOTAL: 17	Gov: 9 ⁵ Private Sector: 0 Civil Society: 8 ⁶ UN: 6 ⁷ Academia: 1 ⁸ TOTAL: 25	Gov 12 ⁹ Private Sector: 0 Civil Society 4 ¹⁰ UN 1 ¹¹ Academia: 0 TOTAL: 17	Gov 11 ¹² Private Sector: 0 Civil Society 5 ¹³ UN 2 ¹⁴ Academia: 1 ¹⁵ TOTAL: 19
No of women (%)	8 (approx 35%)	10 (approx 30%)	8 (approx 21%)	12 (approx 32%)
No of Men (%)	15 (approx 65%)	21 (approx 70%)	30 (approx 79%)	26 (approx 68%)

Aside from the direct implementation activities related above, many of which were undertaken to ensure long-term project success and access to the various locations (many of which come under Yemen's security-related infrastructure), the Portfolio also began undertaking project staff recruitment and in-house planning sessions around model approaches across the extended period for each of the institutions involved.

6. Any changes which need to be made, or new risks/challenges identified during the extended Inception Period into Phase 1?

During the extended Inception Phase and Phase 1/period, it became apparent that infrastructure rehabilitation is one of the foremost concerns of institutions for their viability. The previous RoL project period had brought an awareness of this issue due to the fact infrastructure assessments undertaken within the previous Netherlands-funded activities clearly documented the state of the institutions.¹⁶ However, as a part of the extended Inception Period activities undertaken in Sana'a, the project team were clearly able to see the state of infrastructure themselves, speak directly to the stakeholders within their institutions about their needs (site visits across a five-week intensive period during mid-February to mid-March 2022), the impact of the previous project and the ongoing gaps, including but not limited to the need for strong project oversight of quality control and assurance on infrastructure rehabilitation and model process design and implementation. In Sana'a, the Ministry of

2 Ministry of Justice, Ministry of Legal Affairs, Supreme Judicial Council, Ministry of Social Affairs & Labor, Ministry of Planning & International Cooperation, Ministry of Interior, Rehabilitation & Prison Reform, Prison Authority, Women's Centre - Aden University, Lawyer's Association Bar

3 National Prison Foundation (NPF), Civic Democratic Initiative Support Foundation (CDF), Yemen Women Union, Penal Reform International (PRI), Tagdid Organization for Development & Democracy, Afaq Shababia Foundation

4 UNDP

5 Ministry of Justice, Ministry of Legal Affairs, Ministry of Local Administration, Appeal Court, Ministry of Planning & International Cooperation, Ministry of Interior, Prison Authority, Women Center – Aden University, Lawyer's Bar Association

6 National Prison Foundation (NPF), Yemen Women Union, Penal Reform International (PRI), Tagdid for Development & Democracy, Afaq Shababia Foundation, Search for Common Ground (SFCG), Yemen Center for Human Rights Studies, Responsiveness for Relief and Development (RRDF)

7 UNDP

8 University of Aden.

9 SCMCHA, Ministry of Justice, Ministry of Interior, Rehabilitation and Reform Authority, Civil Defence Authority, Disabled Fund, Ministry of Social Affairs and Labor, Ministry of Human Rights, Lawyers Bar Association, National Information Centre, Gender Studies, Sana'a University, Illiteracy Eradication and Adult Education

10 Penal Reform International (PRI), Maysarah, Yemen Women Union, National Prisoner Foundation (NPF)

11 UNDP

12 SCMCHA, Ministry of Interior, Civil Defence Authority, Rehabilitation and Reform Authority, Family Protection Directorate, Ministry of Justice, Attorney General, Ministry of Social Affairs & Labour, Ministry of Human Rights, Women Centre-Sana'a University, Public Works Project (PWP)

13 National Prisoner Foundation (NPF), Yemen Women Union, Maysarah, Penal Reform International (PRI), Civic Democratic Initiative Support Foundation (CDF)

14 UNDP, UNICEF

15 Police Academy

16 UNDP commissioned a detailed infrastructure assessment (war impact damage assessment report) on RoL facilities during the Phase 1 RoL project period. The same findings were also highlighted in all the capacity assessment research conducted by UNDP / Percent / KAS / YPC.

Justice courthouse infrastructure, including the Prosecutor Court, and in Aden, the absence of a Police Academy (for men) resulting upon the reliance upon temporary rented premises, has had a drastic impact upon the capacity of these institutions to undertake their role. This is a clear and obvious challenge as the project currently has limited funds for infrastructure rehabilitation and the needs are enormous even where the project currently largely only focuses upon two districts in each of the two governorates. The RoL Project (as one part of a larger programme of activities) currently has 50% of its overall budget (US\$9 million of an 18-million desirable budget allocation).¹⁷ Due to the concerns about raising or mobilising the additional \$9 million funds for the Project Programming, the GRoL TL has communicated such concerns with the Netherlands Embassy for Yemen in Amman, to explore what other avenues might be available.

In addition, raising RoL funding before the onset of a stable peace agreement remains difficult, the dilemma in Yemen continues to be the poor status of institutions, alongside the requirement for RoL and order to ensure strong foundations for any prospective peace settlement.

In terms of Community Safety and the C-IED activities within it, the project was designed to deliver three specific activities in Hodeidah and Al-Jawf governorates, working closely with the authorities and an implementing partner. The activities within the scope of the project involved:

1. Establishing community networks to promote community safety-awareness, including IED risk-education, in a gender and age-sensitive and vulnerability-inclusive manner;
2. Supporting and empowering civil society actors, including local media and women leaders, to actively engage with local authorities in addressing community safety needs; and
3. Training first responders to improve their capacity to render safe IEDs, to undertake community engagement, and ensure interagency coordination under the local governance structure.

Substantively, unfortunately, three factors led to an inability to progress the project as intended within the DFA. Firstly, SCMCHA imposed last minute changes (January 2022) to the governorates that would receive the support, insisting that Hodeida be replaced with Al-Bayda'. No rationale was provided, despite the growing civilian casualties in Hodeida compared to Al-Bayda'. Secondly, relations between the YEMAC (Sana'a) and UNDP MA deteriorated since October 2021 (the result of a decrease in donor funding of 50%), leading to the cancellation of visas for all mine action staff, thereby preventing any undertaking of Quality Management. Thirdly, renewed sanctions against the Ansar Allah regime during February 2022 precluded the delivery of any form of C-IED capacity development in the DFA. As such, the Resident Representative made the strategic decision with the Resident Coordinator to re-focus much-needed C-IED efforts in the IRG districts of Hodeidah (specifically Hays and Al-Khawkhah) and Marib. Whilst there has been no significant change to delivery against Activities 1 - 3, the ToR's were re-issued to facilitate fairness amongst those potential implementing partners who had shown interest. A formal implementing partner

¹⁷ During the Inception, UNDP was also advised that KOICA, to whom a \$3 million fund application for 2022 had not been approved as the Government of South Korea had determined not to include Yemen within its aid budget for 2022. This has reduced expected fund-raising/mobilisation for 2022 and raises concerns about the ability to achieve the full project/Programme Budget. In the meantime, communication with INL has been initiated for a sum of \$4 million but will involve a competitive process, so is not determinative of a pipeline status at this stage. In addition, The Government of the Republic of Germany, via the German Embassy in Amman (for Yemen) has requested more details on the project, but once again nothing definitive.

was selected in May 2022, and the activities will proceed as stipulated within the PRODOC in the final locations. The C-IED connection between RoL and MA will also, as initially planned, feed into the Community Safety issues in Aden and Sana'a within the Community Committees and the Police Stations, along with the Courts and members of the Judiciary – largely focused upon trainings and awareness-raising of issues surrounding IEDs and unexploded ordinances.

In terms of budgetary amendments, the project will be presenting a proposed refinement concerning the evidence gathering, dialogue and pilot solutions processes. The original project document budget allocated \$2-million to dialogue and model solutions processes, to be managed by UNDP and implemented by HiiL. This budget was allocated across the three outputs that HiiL would support through the Multi-Year Workplan. The UNDP and Netherlands approved annual workplans preserving this allocation, noting that the activities were to be implemented by “HiiL or a similar organization”.

Prior to the initial inception period, UNDP was unfortunately not able to reach commercial terms with HiiL. As we have discussed with the Netherlands, we are now proposing to separate the budget for evidence gathering, dialogues and model solutions previously allocated to “HiiL or a similar organization” into its constituent components as follows:

- Evidence gathering – the existing research provisions with Aden and Sana'a Universities will be maintained. A decision to allocate additional funds will be made based upon competing priorities identified during the dialogue processes.
- Dialogue processes – In place of “HiiL or a similar organization”, the project proposes that dialogues will now be led by local NGOs in Aden and Sana'a, with the support of an experienced international facilitator. The project proposes that the collective “HiiL” budget allocation be reduced from \$2 million to \$1 million, with potential for further reductions once contracting of the dialogue partners and international consultant is completed and costs are accurately known.
- Model Pilot solutions – the project proposes that \$1m of the “HiiL” budget allocation be reprogrammed to support some of the infrastructure priorities identified during the inception consultations. These locations will be the model sites where additional PIAJ project initiatives are delivered, so functional infrastructure is a pre-requisite that will enable the future model solutions to be implemented. Non-infrastructure pilot solutions (including SOPs, training, community initiatives etc) remain essential and can be funded under the existing model solutions budget, along with an anticipated further reduction in the dialogue processes budget allocation.

The formal budget revision for these proposed amendments will be sent shortly after the Submission of this Report as an Additional Annex to it.

The project will provide a full presentation of the Inception activities during the Project Board, currently being planned for June or July in discussion with the Netherlands Embassy for Yemen in Amman.¹⁸

7. Project Activities and Overall Progress During the Extended Inception and Phase 1 Period

The stated objectives of the Inception Period and initiation of Phase 1, as mentioned above, has been the following:

1. Establishing project infrastructure (administrative setup, team recruitment, interface with government counterpart, identification of responsible parties, etc.);
2. Validating the initial choice of targeted Districts, and to conduct a rapid needs assessment; and
3. Finetuning the Project's approach, method, activities and tools on the basis of a more granular context analysis.

The result of each objective is further described below.

Establishing project infrastructure (administrative setup, team recruitment, interface with government counterpart, identification of responsible parties (RPs), etc.):

- The project and office developed more detailed ToRs for both national and international posts and advertised those that were new posts for the project, with current recruitment processes ongoing. The members of the previous project phase have all been retained and many of them, due to the more complex and substantive nature of the project, have expanded their duties to cover the broader berth of activities and processes around them.
- The project initiated Technical Committees in Aden and in Sana'a through two meetings in each location and a draft Technical Committee ToR – these processes took place in parallel with individual meetings with Ministries, institutions and authorities and engagement with and the approval of MOPIC in Aden and SCMCHA in Sana'a (refer to the site visit and Inception Planning Meetings contained within the Annex).
- The project also met with RPs and selected initial organisations for training and capacity-building as well as the Community Dialogue processes and activities. PWP has been selected to undertake the infrastructure rehabilitation in both locations and a detailed process was undertaken to follow-up on quality assurance issues from the previous project period, as well as the internal contracting of a Yemeni Engineering Consultant to follow-up all such developments. This phase of the RoL Programming will undertake a new approach to rehabilitation than interlinks with vocational training. Through a number of initiatives, for example prison rehabilitations in Mansoura Prison (Aden) and Sana'a Central Prison (Sanaa), the project will utilise "Community

¹⁸ UNDP as a global entity is currently in the process of revising the ToRs for the role and function of the Project Boards for UNDP projects; this will be shared in due course upon it being finalised. In the meantime, the description in the Prodoc Annex can be referred to.

Contracting”¹⁹ (also known as “community partnering”)²⁰ with detainees who wish to participate in various schemes, such as hydroponic garden system development in the women’s sections and in basic rehabilitation, and prison farming and rain-water harvesting. This approach will be applied so as to gently bring a shift from punishment-focused penal institutions to rehabilitative ones, with each of the detainees receiving a certificate on the training and practical implementation of the activities at its conclusion; it also will promote detainee agency and likely ensure sustainability of such gardening and farming outputs. In turn, it provides a different way in which UNDP can work with our RPs, ensuring a “partnership” approach, greater influence over quality control and more in-house project contact with the institutions and the beneficiaries – thus building trust, greater in-house understanding and ensuring future project success.

Validating the initial choice of targeted Districts, and to conduct a rapid needs assessment:

- Two Inception phases took place as noted above, in Aden (during December 2021) and in Sana’a (during February-March/April 2022 in the extended period of inception into Phase 1). The two phases included many meetings, Yemeni stakeholder requests and priorities being established, and overall district selection in both locations. The district locations were validated through discussion and consultation during this process and then also at the end of this process whereby the two Technical Committees met individually to discuss the previous project phase, the new phase and the priorities. During the meeting period of the Inceptions (x2), the project team were able to undertake a rapid needs assessment of the various institutions. After the two Technical Committee meetings, the project team undertook mapping of the districts, institutions involved and the basic model outlines – with a more detailed process occurring in Sana’a due to the fact

19 The Consortium Community that enters into an agreement with the Successful Contractor. [[Contracting Community Definition | Law Insider](#)]. In development terminology, Community contracting is a procurement tool empowering communities by ensuring they have an executive role in the identification, planning and implementation of development initiatives. A community contract is an agreement between a funding agency and a community represented by a committee in which the community undertakes to implement an agreed development project according to mutually established processes and funding arrangements. In simple terms the community are the “contractor” and the funding agency the “client”. However, in essence the nature of a community contract under this Programme is more of a partnership that acts as a means not only of delivering project outputs but of building capacity, credibility and confidence, and as a conduit for dialogue among people who may have been riven by the effects of war. It is a tool for rebuilding local governance as it grants a voice to people and a means to participate in initiatives impacting on their own development. This approach represents a major change in the “prevailing development paradigm” where local groups, communities, beneficiaries or other interlocutors may have played a more direct role in the implementation of projects, here the executive role of the community is emphasised. Of major significance is that communities decide their needs, help determine the solutions and undertake works and manage some of the resources with oversight from the authorities and the UNDP team. From a governance perspective the approach supports and builds existing local governance structures. Its participatory nature and consultative processes support dialogue and accountability within communities, between communities and their leadership and the local authorities. At the onset the concept is shared with the community through mobilisation workshops, where the process and procedures are fully explained and discussed. [Refer to: [wcms_asist_8000.pdf \(ilo.org\)](#) for a full description and definition of “community contracting”]

20 Community Partnering involves accessing and building local partnerships to assist in developing and implementing community projects. Such a Partnership model involves an equal relationship of mutual respect and collaboration, where the needs, ideas and capacity of local communities and beneficiaries are engaged within development initiatives to ensure agency, skill development, authorship and sustainability.

many of the project team had not previously interacted much with the institutions in Sana'a. After this process, the two Police Advisors (national and international) also conducted more detailed district assessment in Aden, with a particular focus on the role of Community Committees and current referral pathways between institutions. All of which has assisted in the planning processes, strengthening relationships with institutions and ensuring their partnership moving forward.

Fine-tuning the Project's approach, method, activities and tools on the basis of a more granular context analysis:

- As noted in the paragraph above, a deep process was undertaken to fine-tune the project approach, methodology of engagement, the type of activities that will be conducted in observation of the context in each of the districts and the central ministries and institutions within them. This also included in large part the relationship management with key institutions and ministries, including Prison Authorities, Ministry of Justice, Ministry of Interior (MoI), National Security and Police Academies. It also included RPs and international NGOs, such as Penal Reform International (PRI). In Sana'a particularly, excellent progress was made with the MoI on model approaches to Police Stations, with the agreement to work together in a cooperative manner on developing the models and piloting them. Both SCMCHA and MOPIC now have strong and positive relationships with the project and Portfolio, representing a significant turnaround from the previous project period that witnessed a breakdown in trust and quality control issues as a result of the ongoing dialogue processes, regular visitation to sites (police stations, prisons, courts, going into cells and speaking with detainees – as a practical and also trust-building measure, which has opened up access to all manner of institutions that was previously not possible). It was through this process that the project team became more fully aware, as previously mentioned, that one of the largest and ongoing dilemmas for Yemen's institutions is the state of deteriorating infrastructure, an absence of permanent locations, and in the case of Sana'a destroyed buildings, such as the Police College and the Family and Child Protection Unit. As a result, the model processes began to be seen as very much being located in rehabilitating the spaces in which duty-bearers and rights-holders intersect and in so doing, shifting the culture and approaches of such engagement both through the buildings themselves (re police stations currently have no women's toilet nor many of them have separate rooms for interviewing women). In evolving to this way of looking at the models, the project is beginning to occupy these spaces in the formulation of the models, which has already been deeply consultative, with members of the project team entering police stations, prisons (including engagement with detainees in their cells), courthouses, police colleges etc. This is precisely the type of impact the project intends and needs to make to be successful – moreover, it will deepen the partnership approach, ensure the project's aims at reestablishing a strong and cohesive **“social contract”**²¹ within the districts in which the project is

²¹ The concept of “social contract” needs to be understood as a way of framing UNDP's governance practices in fragile and conflict-affected contexts. It forms part of the follow-up to the UNDP report “Governance for Peace: Securing the Social Contract” (UNDP, 2012) produced by the United Nations Development Programme's

being run will be a success, whilst also being a far more transformative and motivating experience for the project team from which they can learn and plan ahead, ensuring a rights-based approach to human security, not only in the project outputs but also the manner in which the project team works and thinks.

8. Cross Cutting Issues:

8.1 Gender

A gender Gap Analysis was undertaken during the project design phase and also during Inception, noting how the institutions currently function and issues for both staff and beneficiaries. The project has ready established gender indicators and baselines in the Prodoc and this combined with the rapid needs assessment and Inception processes, is influencing the design of the models within the institutions along with the type of RPs the project will work with.

In terms of the overall approach, by promoting partnership and collaboration between women justice actors and civil society leaders at multiple levels to work towards GBV protection and local peacebuilding Gender gaps in human development reflect unequal access for men and women to opportunities. Legal systems in Yemen do not grant women and girls the same rights and access to justice as men and boys. Unequal laws and law enforcement practices contribute to women and girls' social and economic disempowerment and this holds back Yemen's human development and economic growth. In this regard, this project will integrate a broad approach whereby it will support women justice actors to become justice leaders. Where their roles should be valued as equal to male, not merely as specialists on women's issues. International experiences show that it is possible to promote women's participation in decision-making from the start of the emergency.

Working towards this long-term goal can also contribute to more immediate peacebuilding and reconciliation, for women are vital and active agents in peace-making and peacebuilding. Building capacity of women police leaders and trainers will lay long-term foundations for gender-sensitive Security Sector Reform. Women justice actors at all levels can become a valuable partner for country-level peacebuilding efforts led by national women and civil society leaders (UNSC 1325). The Yemeni Women's Pact for Peace and Security (Tawafaq) is working to broaden participation at track 2 and 3 levels with support of OSESGY and UN Women. To encourage further actions, it is necessary to support women peacebuilders to expand networks, share ideas and build alliance. Women-led peacebuilding at the national level can also expedite transformative changes of gender norms, contributing to prevention of GBV at the community level. The

Bureau for Crisis Prevention and Recovery (BCPR), both to contribute further to UN policy discussions and to help chart ways forward. . "At the centre of this framework is a commitment to restoring the social contract through the application of effective development support. ... Supporting the social contract provides an overarching objective that brings together governance and peacebuilding priorities to ensure more effective coordination across diverse programmatic areas" (UNDP, 2012: 37). Emerging today is a view of the social contract as a process of sustaining an equilibrium between the expectations and obligations of the institutions in power and those of the rest of society (Lessnoff, 1990). [refer to: https://www.undp.org/content/dam/undp/library/Democratic%20Governance/Social_Contract_in_Situations_of_Conflict_and_Fragility.pdf].

coalition between women police and national women leaders (including but not limited to UNDP-supported Mediators from the previous period) will be a critical catalyst to necessary legal reforms at a later stage.

Women justice actors will also be a crucial part in combatting Conflict-Related Sexual Violence (CRSV). The National Action Plan to Implement United Nations Security Council resolution 1325 on Women, Peace and Security 2020 –2023 issued by the IGY in December 2019 provides a useful political and policy framework, and there is a potential for targeted donor support to strengthen Women Peace and Security capacity through UNDP. Gender Justice may be more realistic approach to bottom-up peacebuilding in Yemen, especially compared to conventional vertical Security Sector Reform (SSR) approaches. In this context, the project will integrate Gender Justice approaches specifically under Output 3 but also more broadly across all four project Outputs in line with the gender inclusive and intersectional approach mentioned here.

8.1.1 Do project staff have the capacity to address gender issues strategically and comprehensively in implementation? How?

The project team do have the capacity to address gender issues strategically and practically, whether that be for men or women, girls or boys, particularly in the model development in the districts. Already, the project is proactively engaging and has already rolled-out the first consultation validation workshop. The team conducted a validation workshop in Aden on the 29 March 2022 with the participation of 14 participants (4 males, 10 female) from the national government, civil society partners, and academics in coordination with country and regional UN agencies. The workshop was implemented through a hybrid platform, mixing offline attendance of Yemeni government and civil society leaders in Aden, together with online participation from Mukalla, Sanaa, Amman, Beirut, for regional participation and beyond.

The collaborative process, entailed reviewing and fact-checking a gender justice and the law report that was developed regionally in partnership between 4 UN Agencies (UN ESCWA, UNDP, UN Women, and UNFPA) to encourage policy and institutional reforms aiming to enhance equal rights for women and address structural barriers to gender equality and women's empowerment. During the workshop consultations, several legal areas were discussed including overarching legal frameworks and public life, violence against women, employment and economic benefits, marriage and family life, sexual and reproductive health, and rights. The workshop has succeeded in identifying practical challenges and local capacities for implementation, as well as entry points and potential partnerships, to inform future Gender Justice programming in Yemen. It has generated momentum for subsequent programmatic interventions to be implemented within the Governance and Rule of Law portfolio. Currently, the project is discussing the potential of holding a similar workshop in Sana'a.

8.2 Partnerships

The implementation of the project is built upon strong partnerships with local and international partners. The project has been designed in close consultation with stakeholders, including rule of law institutions, UN agencies, donor representatives, civil society representatives and academics. This project will be implemented in close consultation with the Office of the Special Envoy of the Secretary-General for Yemen and implementing UN agencies including UNFPA, UNICEF, UNHCR, UNODC, UN Women. These partnerships are key to improving and achieving greater impact from the UN's overall assistance to the rule of law in Yemen. The project is partnering with civil society using several mechanisms, including the provision of direct grants to NGOs, coordination with existing civil society networks, and developing inclusive dialogue and consultation processes at community and sub-national levels to address safety, security and access to justice issues.

Partners are being selected in accordance with UNDP's partnership guidelines. Where partnerships include new collaborations and co-design of activities, the project is ensuring that such collaborative approaches are directly linked to UNDP's project under the Netherlands' funding, in addition to any other donors that may join the larger Project Programme. In addition to the direct beneficiaries of technical assistance, the project will indirectly benefit a broad range of actors with a stake in improving safety and security, better justice delivery and enhanced respect for human rights. Partnership arrangements will detail the delivery of services by local partners, respecting both national priorities defined by local authorities and international standards for strengthening security and rule of law in conflict, post-conflict and fragile states. The project aims to increase the availability and quality of formal and informal justice mechanism to women and vulnerable groups, and to promote safety and security within communities. By working with duty-bearers, rights-holders and promoting linkages between the two, the project aims to progressively restore the foundations of the rule of law in Yemen.

8.3 Environmental Considerations

All of the project activities are designed and are being implemented in accordance with "Social and Environmental Standards of UNDP". The GRoL Portfolio follows a framework approach to the development and implementation of all of its projects, in which creating stable and sustainable development within the country, must involve building synergies between "safe and secure environments, the rule of law, social well-being, stable governance, and sustainable economy." UNDP's RoL project is one aspect of laying the foundation for Yemen's GRoL integrated stabilising framework. The RoL represents one of the most significant tools for development to combat exclusion and contribute towards the fulfilment of human rights, whilst setting ground for shared prosperity, which includes ensuring and promoting environmentally sustainable approaches - Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>). As mentioned earlier, an Engineer has been contracted to specifically follow infrastructure rehabilitations, including their design and costing to ensure both quality assurance and also that UNDP environmental and safeguarding standards are being applied. In addition, UNDP's World Bank project Safeguarding

specialist, Dr Mey Ahmed, has been consulted and will continue to be engaged as and where needed. Finally, PRI will be working in collaboration with UNDP RoL to ensure that institutional models are in keeping with international standards, including but not limited to PRI's intellectual property rights on "prison farming" models. In so doing, UNDP is looking at sustainable solutions to building the capacity of RoL institutions based upon the dilemmas they currently face, such as no budgets for food within penal institutions and health and safety standards.

In response to a request in late March 2021 from the Embassy of the Netherlands, the project team have analysed a number of different project associated risks aligned with the current context within Yemen, as set out below.

9. Risk Analysis – Additional Requires Requested by the Netherlands Embassy

9.1 UNDP "do no harm" approach related to the programme:

UNDP's RoL Project Programme in Yemen is an experiment for the UN system. In Yemen for now, the *de jure* sovereignty rests with the Internationally Recognized Government (IRG), while the *de facto* authorities/sovereignty covers the majority of the country's territory, e.g. the Ansar Allah within the North and the Southern Transitional Council (STC) in Aden (more recently the newly announced Presidential Council again shifts the weight and balance of roles within Aden). RoL programming is particularly susceptible to such centralised sovereignty deficits, as the legitimacy of law in a Westphalian state system is founded within the internationally recognised form of single State sovereignty. In this context, the Project takes a robust "do no harm" approach at three levels: country, city, and community/district (including individual participants).

At the country level, the Project benefits from and contributes to UNDP Country Office (CO)'s Adaptive Management system, which regularly conducts a systemic conflict and political economy analysis in collaboration with OSESGY, UNMHA, and the Resident Coordinator's Office. The country-level platform informs all UNDP projects, while iteratively enriching itself through feedback loops from the projects. The conflict-sensitive programming tool guides the Project of any necessary responses/course corrections/adaptations in a timely manner in accordance with changing conflict dynamics. UNDP's deep knowledge of local situations advises the Project's engagement with national and subnational actors, esp. to avoid creating new grievances by the perpetuation of existing and inequitable power structures. The CO structure helps the Project operate in a "virtuous circle," where it is not seriously undermined by the ongoing conflict, whilst also not fueling the same.

At the city level, i.e. Aden and in Sana'a, the Project conducts a conflict-sensitive mapping specific to local dynamics of demography, displacement, discrimination, and discourses (to be showcased in the question on repressive actors). Following the country-level analysis, the Project takes Area-Based approach, which starts with acknowledging and assessing the multiplicity of governance structures within certain localities. Such subnational sensitivity is particularly relevant in Yemen, where the division between formal and informal systems has historically been more contiguous than clear-cut, with the current conflict further

undermining formal institutions and popularizing informal justice. In response, the Project targets the interface between institutions and communities, or the “margins” of the rule of law sector where those interactions take place (to be elaborated in the question on human rights violators). Such strategic positioning fits into the Human Rights Due Diligence Policy (HRDDP), under which the Project will engage with subnational institutions through human-rights promoting activities, such as “soft mandates,” civilian services, and accountability mechanisms (to be outlined in the question on HRDDP).

At the community or district level, the Project foremost follows the humanitarian protection principles of safety, respect, confidentiality, and non-discrimination. The Project ensures that Responsible Parties comply with the principles in implementing project activities in collaboration with individual participants. Furthermore, as a long-term development intervention rather than short-term humanitarian response, the Project takes a rights-based and agentic approach to empower communities and individual participants in making decisions and addressing problems that affect their lives. The Project’s empowerment approach is particularly relevant for its commitment to “People-Centered Justice (PCJ),” a foundation of and a pathway to stronger social contract. Moving beyond formal institutions, the Project aims at creating synergies between rule of law and governance, to transform “rule by law” (elites’ use of law to rule the grassroots) into “rule of law” (elites’ acceptance of the law’s limitations upon themselves). Empowerment is the Project’s approach to making a shift from justice for the few to justice for all.

Furthermore, as a specific example of this approach, the shift as noted above, moving the C-IED locations from the north to the south was precipitated upon a “do-no-harm” approach situated within ongoing project risk analysis and planning, whereby the pursuance of C-IED in the planned locations represented a risk, including for the project prospects as a whole but particularly where issues of the Sanctions Committee and the Arms Embargo arise.

9.2 Clarification how UNDP will ensure that it is not strengthening repressive actors within the rule of law sector:

Dihbashi, a pejorative term used in southern governorates to mock and discriminate someone from a northern governorate^{[\[1\]](#)}, may capture the deep-held popular sentiment that underpins the current conflict in Yemen. Public authorities take advantage of such historically-sedimented grievances between localities (most simplistically North vs. South) to justify repressive measures executed by the rule of law sector. Such tensions have multiple vertical layers, from the national to the community level, and geographical horizontal variances. Working around repressive actors therefore requires a fine-sifted conflict sensitivity down to the lowest level possible.

To be conflict-sensitive, the Project uses a mapping framework that complexifies the usual dichotomy between communities (rights-holders) and authorities (duty-bearers) assumed by Human Rights-Based Approach (HRBA). It accepts the fact that communities are not conflict-neutral but political actors by themselves (at least supporters), which requires a quadrant as below. The designation of “formal” or “shadow” depends on political standpoints, for example IRG or STC supporters in the case of Aden.

	Political Group A (IRG)	Political Group B (STC)
Authorities	“Formal” or “Shadow” Police	“Formal” or “Shadow” Police
Communities	muhammasheen, [2] muwalladeen, [3] internally displaced persons (IDPs), refugees or persons with disabilities and/or other Marginalised Communities/Populations in Aden	Host Communities in Aden

This framework builds upon the demographic composition of certain locations, esp. the existence of marginalised groups. Conflict produces displacement, mixing populations from different origins and loyalties. Marginalised and minority groups and populations settle in marginal spaces left out by earlier residents, creating a bifurcated ecosystem between displaced and host communities. Such spatial divide leads to a de facto divide in governance as well, with parallel structures of public services, often including local policing actors. For example, this is how IDPs are affecting and being affected by the rising “*Dihbashi*” narrative in Aden. IDPs, with their aid-deserving plights, bring national conflicts closer home to host communities, increasing local tensions. In response, recently in March 2022, some political leaders in Aden expressed their wish to remove of IDPs from residential areas and forcibly relocate them into a concentration camp outskirts of the city, pending resource availability. Again, repressive measures appear to be dependent on conflict dynamics.

The Project will reflect on these types of local complexity in its community-based programming. Output 1 on community safety dialogue is especially sensitive to such dynamics. As People-Centred Justice (PCJ) guides us, people’s reliance on formal justice is marginal (about 5%), as compared to informal, community-based processes.^[2] Equally in Yemen, Community (Security) Committees or Aqil Al-Hara are the first access points to justice processes. While they are community justice workers serving on a voluntary basis, they are not free from political dynamics. In Sanaa, Ansar Allah control Aqils through police chiefs, who have designated assistant directors responsible for Aqils. The regime distributes resources via Aqils, such as cooking gas cylinders, which empowers them within their communities. In return, Aqils amongst other things circulate political messages as instructed by the regime. In Aden, the STC-affiliated Governor re-activated the Community Committee system that dates to the 1960s’ socialist regime. It is known that they have 2,300 members at three levels of Governorate, District (8 in total), and Neighborhood/Sub-District (7 members in each neighborhood). They are all appointed top-down, and IDPs are entirely excluded. However, the IRG-appointed Minister of Interior reportedly does not recognize the Community Committee, instead using the previous system of Aqil Al-Hara with separate sets of members as informants against his political rivals. There seems to be a risk that supporting one group over another may unintentionally compromise UN’s impartiality.

The challenge is accordingly the overall governance deficits within Yemen. To address this intersection between the RoL and governance, one may need to find a balance between downward inclusion (encompassing diverse stakeholders) and upward integration (maintaining coherence and cohesion). Lessons of multi-level governance would be promising, while Yemen is currently missing Level 1 (national) governance structure due to ongoing conflict. The Project is working towards a combination of Level 2

(governorate) solidarity (shared rule for unity) and Level 3 (local) autonomy (self-rule for diversity).^[3] The Project continues to consult with all stakeholders to reach viable solutions specific to localities. Partnership with marginal/grey groups (women, youth, etc.) that connect static parallel structures is instrumental to facilitating “change processes” for dynamic dialectics.

9.3 Assurance that none of the community security actors or police that UNDP engages with are violators of human rights:

While the security sector is an integral part of RoL programming, the Project takes a risk-informed and conditional approach to it, given the human rights concerns over security actors in all locations. Project Output 1 aims to promote partnership between local communities and local police through community policing approaches. Local police (sub-district level) in Yemen are directly recruited from local communities and remunerated by local authorities, a structural factor that upholds police responsiveness and accountability. Their mandates are largely about dealing with everyday safety and crimes in close contact with communities, along with enabling restorative processes and community (rights-holder) empowerment in a reestablishment of community “social contract” with the RoL institutions that serve them. Output 2 intends to improve access to justice by way of legal aid and paralegal services, which engages more with civilian service providers than security actors. Model approaches will target police stations to promote human rights compliance and improve access to services (to be elaborated in the question on HRDDP), along with establishing and building upon existing dialogue and communication mechanisms (through the Community Committees). Output 3 focuses on women justice actors, who are marginalised within their own organisations, posing little risk of human rights violations in the Yemeni context. Output 4 provides vocational trainings and legal aid services to detainees, both women and men, a largely neglected. Capacity-building support to prison authorities, such as facility rehabilitation to improve living conditions for detainees or human rights awareness-raising of prison officers, will comply with the Human Rights Due Diligence Policy (HRDDP), which permits human rights-promoting activities. The Project is accordingly designed to strategically target the RoL institutions and overall justice sector to promote inclusive access to justice for vulnerable populations, whilst mitigating the risks involved in engaging with security actors. It is designed to find entry points from the bottom (local communities), between communities and authorities (legal aid), gender (women justice actors), and vulnerable places (police stations, prisons and detainees). This approach prioritises the needs of the most vulnerable or marginalised, whilst mitigating human rights risks involved in engaging with security actors.

The Project remains cautious on the formal vetting of security actors, which at a certain level requires political preconditions, legal mandates, and necessary resources secured at the strategic level (Security Council). OHCHR has well-established standards for UN vetting, which in shorthand means UN’s official assessment and endorsement of the integrity of security sector personnel. Vetting is currently an unthinkable option in the North, where the current Security Council resolutions apply, including the Sanctions Committee. In the South, the unaddressed questions over the security structures under the Riyadh Agreement between IRG and STC are likely to pose political and security risks to any attempt for vetting. Previous UNDP experiences show that any vetting initiative would likely face a level of resistance from all sides. In this regard, the project upholds a careful approach to working with the security sector

as the viable option. And has undertaken scrutiny of locations as a part of the extended Inception period – which is an ongoing activity as the project rolls-out Phase 1 (and until full project completion).

9.4 How will the Human Rights Due Diligence Policy be applied in practice?

The UN's HRDDP policy^[4] stipulates that UN "support" subject to the HRDDP process does not include:

- (a) Training or sensitization regarding international humanitarian, human rights and refugee law;
- (b) Standard-setting (e.g. advice on and review of legislation, codes and policies) and capacity support directly related to the implementation and promotion of compliance with human rights laws and standards and to foster democratic governance of security institutions;
- (c) Engagement to promote compliance with humanitarian, human rights and refugee law or to negotiate humanitarian access and carry out relief operations;
- (d) Mediation and mediation-related support; and/or
- (e) Medical evacuation (MEDEVAC) and casualty evacuation (CASEVAC).

The Project's activities fall within the categories of (a), (b), and (c), and therefore is not subject to the HRDDP process. For human rights sensitisation, standard-setting, and compliance promotion, the Project undertakes the following programming logics. First, is a focus on "soft policing" to promote human rights (obligation to protect). Police functions in Yemen, like other contexts, can be grouped into "soft" (community engagement, woman and child protection, identification documents, traffic safety) and "hard" policing (investigation, intelligence, and riot control). The Project will focus on "soft policing", which is directly related to the protection of human rights, such as Gender-Based Violence (GBV), issuance of identification documents to enable service access, and complaints mechanism for police integrity and accountability. The promotion of "soft policing" can further offer entry points for workforce diversification, esp. a greater representation and empowerment of women in the police, as it opens an acceptable niche area even under the conservative social norms in Yemen. In turn, a more inclusive police workforce will improve access to services for community members, esp. marginalised groups.

Second, prioritisation of civilian service delivery and accountability mechanisms (obligation to respect). Unlike a common perception of the police as a coercive force prone to power abuse, most police organisations, including Yemeni ones, are mandated to provide key civilian services, as termed "soft policing" above. The Project will use the "model approach" to enable the police to deliver civilian services by expanding access points at police stations. Examples will include Women Help Desks for GBV victims (in coordination with other protection service providers, such as Yemen Women Union and Community Centers under Protection Cluster), Civil Service Desks for identification documents and traffic safety, Complaints Desks for police misconduct and corruption (in coordination with the Ministry of Interior's Department of Police Accountability and Transparency). The Project will train and deploy paralegals for service counselling and legal assistance at police stations, promoting access to justice services.

Third, human rights-mainstreaming in policing standards and training curriculum. The Police Academy in Sanaa is the national repository of policing standards and training curriculum. It has four sub-divisions:

Police College (4-year bachelor-level education to generate entry-level police managers), College of High Studies (master- and doctoral-level education), Special Training Institute (refresher and specialised trainings for newly promoted officers), and Police Research Institute. The Academy is known for its quality faculty, including 35 PhD degree holders among its members. Despite its location under the Ansar Allah control, the Police Academy is appraised as largely maintaining pre-2015 standards for police training. Subject to strategic consideration, the Project will review police training curriculum in consultation with the Academy's faculty members (which will take place both within Sana'a and Aden, likely with the assistance of PRI in the collaborative approach and a possible local partner as well). It will only include materials adopted before 2015 to avoid any controversy over legitimacy, esp. the legality of amendments made under the Ansar Allah control.

9.5 What is the balance in the programme between urban and rural?

The Project targets two main governorates of Yemen, Aden and Sana'a, with a due consideration of urban-rural balance in the selection of focus districts. Both cities have old towns, from which the municipalities have originated and outgrown. Newer districts at the outskirts of the governorates used to be considered as rural, while still maintaining certain characteristics of periphery, such as existence of migrant and marginalized communities, and location of necessary but unpopular public facilities, such as central prisons.

The Project selects two central districts (Crater in Aden, Thowarah in Sana'a) and two peripheral districts (Dar Saad in Aden, Maaeen in Sana'a), with a possibility of selecting a third one each, pending resource availability.

In Aden, Dar Saad district (population 130,119)^[5], bordering Lahj governorate, features an open, flat, and arid landscape, with long standing settlements of Somali and Ethiopian refugees in Basateen neighborhood/sub-district. The recent influx of Yemeni IDPs (mostly Muhamasheen) to Dar Saad is known to have trans-local repercussions on local politics. In contrast to the horizontal landscape of Dar Saad, Crater district (population 122,477), the historical birthplace of Aden, is vertically situated in a volcanic crater of the Shamsan Mountains. The highland area in Crater has received more well-off groups of IDPs, who can afford downtown housing. This differentiation (or stratification) in geographical settlements between Dar Saad and Crater is known to have different implications on its demography and governance structures under the current conflict.

In Sana'a, Maaeen district (population 494,512) forms the city's western border and accommodates the oldest settlements of Muhamasheen populations amid the district's growth as a main commercial center. Thowarah district (population 312,372), adjacent to the Old Town of Sana'a, has more features of downtown urbanity, while the area is chronically plagued by illegal activities by trafficking networks.²²

22 Refer to the Annex for a full description of the sites and districts and issues around infrastructure, needs, criminal activities, population demographics etc.

9.6 How will the programme ensure it is contributing to strengthening the justice sector rather than further fragmenting it?

The “whole of government approach” stipulated in the Project’s Theory of Change entails multisectoral and inter-ministerial coordination for integrated and comprehensive service delivery. Given the stalled political situation in Yemen, the Project will focus more on the technical dimension, bringing together various government counterparts in respective locations, largely at the governorate level. Taking lead on RoL coordination (as elaborated under Output 2), the Project will strengthen partnership across the Ministry of Justice, the Ministry of Interior, the Ministry of Social Affairs and Labour, and the Ministry of Legal Affairs and Human Rights, to promote linkages and synergies that will contribute to more holistic service delivery to end-user beneficiaries.

To do so, the Project will build on, and further expand, working-level coordination platforms by way of a participatory and consultative process. For example, coordination platforms (the established Technical Committees) will be utilized for reviewing and refining training curriculum of security and justice institutions (aka, “joint curriculum review committees”). Such consultative approach will promote multisectoral coordination, public participation, and local ownership, while facilitating the transmission of global policies and standards into local knowledge and practices. Furthermore, multisectoral partnership and local ownership to be fostered by participation and consultation will promote interagency coordination between UNDP and other UN agencies, such as Protection Cluster (UNHCR), GBV Sub-Cluster (UNFPA), and Child Protection Sub-Cluster (UNICEF).

Partnership with women’s networks, such as Yemen Women Union (YWU), will work as a “multisectoral bridge” to bring together stakeholders across functional silos guarded by ministries. Women’s networks can facilitate partnership-building and integrated solutions, as marginality promotes solidarity among Yemeni women working in different sectors. For example, UNDP’s partnership with YWU will innovate the integration of development programming with YWU’s existing humanitarian portfolio. In this sense, multisectoral networks of women can function as a local-level nexus between humanitarian and development. A stronger multi-sectoral coordination will further promote a more prevention-oriented, problem-solving approach to justice, as compared to the punishment-oriented, reactive practices. Prevention requires collaboration with other sectors to address the root causes of disputes, as non-justice issues (or “justiciable problems”), such as resources (water, land, jobs, etc.) and services (health, education, electricity, etc.), give rise to justice incidents. Such multi-sectoral problem-solving will also reduce the excessive burden on the justice sector, and the resultant case backlogs and accumulation of unaddressed grievances. It is a core tenet of **“People-Centred” Justice** that the Project will serve.

9.7 How will this intervention lead to sustainable changes in the sector rather than improvement of the circumstances of the beneficiaries?

The Project will enable direct beneficiaries (e.g. justice actors or paralegals) to deliver inclusive justice services to broader beneficiaries (e.g. community members), a process that not only serve justice actors and community leaders as passive recipients, but also empower them as active contributors to the

protection of less privileged groups. This transformation from a beneficiary to a contributor is the intersection between protection and empowerment, a manifestation of the Humanitarian – Development – Peace Nexus at the individual level.

In addition to this well-known logic of “Training of Trainers (ToT),” the Project will lay the foundation for the institutionalisation of good practices by means of Standard Operating Procedures (SOPs). SOPs development can be a viable “soft law” Intervention in conflict settings. The “sovereignty deficit” in the current Yemen has led UNDP to abstain from law reform at the national level. Meanwhile, the value of normative change remains valid for sustainable development results even amidst ongoing conflict, as over-centralised and human rights-dismissive legal regimes (aka “governance deficit”) can be leading causes of conflict. The shift from the State to people as the locus of law is indeed the third component of “People-Centred Justice” (the “shape” phase). The dilemma of RoL programming in ongoing conflict is how to activate such shift, when peace requires just law while law reform requires peace agreement.

SOPs and model pilot development can be a conflict-sensitive alternative to full-fledged national law reform. SOPs are by-laws at best, which formal statutory laws can easily overrule. Despite its lower and informal status, however, SOPs are more actionable and closer to people than formal laws, directly contributing to a better service delivery. Likewise, model approaches allow experimentation, innovation, enable local agency for creating solutions to problems and can assist in finetuning approaches for future upscaling and roll-out, including refining SOPs. In Yemen, the “local legitimacy” of sub-national entities has been stronger than the “legal legitimacy” of the State, precisely because it is public performance to deliver services that enhances political legitimacy (“performance legitimacy”). In this context, SOPs can be a key tool to improve performance legitimacy, which will contribute to peace. Furthermore, developing SOPs and piloting models does not require a peace agreement and a consolidated state sovereignty. Of course “soft law” solutions eventually require further formalisation into “hard law” by the State authorities. However, given the conflict-induced paralysis of a central State within Yemen, SOPs and practical piloting of model solutions can set the stage for subsequent enactment, and more importantly generate a public demand for such change from the bottom-up. In this sense, SOPs and model pilots are a manifestation of Development – Peace Nexus at both the institutional and local/district level.

9.8 How will UNDP interact with armed actors, including the STC?

Since early 2021, the STC has formed part of the Government as civilian leaders, such as Governor of Aden. To enhance political legitimacy, they are generally keen on having the Government functioning and services provided to citizens. They control security in Aden, working towards a conducive environment for all humanitarian and development agencies to stay and deliver in Yemen, including UNDP projects. Building upon previous partnerships, the RoL project team is gaining a working-level cooperation to implement its activities in Aden, despite the lingering fragmentation at the political level. The project’s bottom-up, community-based approach to the rule of law strategically excludes any direct and operational support to the security sector, managing impartiality and a healthy distance from local power dynamics among armed actors, whilst improving and building upon human rights compliance, local customary RoL and restorative processes, and reestablishing dialogue between rights-holder and duty-

bearers. It is important to note here that security actors are also a part of the communities they live in and serve and also at the local level want the best for their communities, hence the focus upon working locally and the application of rights-based methodologies, whilst engaging the higher level institutions within the Technical Committees. In this regard, the project takes a careful balancing process, based upon the ground-level realities – working at the technical local levels, as found within the previous project period, oftentimes results in the ability to avoid or mitigate what might otherwise be complicated interactions.

As of April 2022, a follow-up dialogue is ongoing in Riyadh under the auspices of the Gulf Cooperation Council. In sync with UNDP's Adaptive Management system, the Project will stand agile and responsive to changing political landscapes in Yemen, including the shifts brought about by the new Presidential Council.

10. Other

The project is designed and Inception was conducted so as to promote synergies across the project activities and with all cross-cutting themes, whilst building-in capacity-building of the institutions and the pathways between them, along with their relationships with the communities they serve.

In order to achieve this the project is exploring potential opportunities to benefit from south-south and triangular cooperation with other countries with similar contexts that are relevant to Yemen. Knowledge and Information-Sharing The project will produce guidance note together with SIERY on how to integrate judiciary and RoL requirements in the local resourced planning frameworks, which can be used for other districts and governorates that are not targeted by this project. The project will undertake studies and research on identified topics, and will also document lessons learned and best practices for sharing with donors and dissemination through UNDP knowledge networks. The project will include gender focused knowledge products that can be adapted and disseminated in line the project's Communication Strategy. During the Inception Phase the project team under the guide of the GRoL TL will design a mechanism(s) that accurate record relevant data from the activities, initially inside GRoL and then feeding into UNDP Yemen's larger data capacity. Any information and/or process for collation and dissemination within UNDP, will be held to the highest standards in line with the Global Protection Principles and the UN Global Pulse Principles [refer to the section on "Protection Principles, Protection Mainstreaming and Privacy"].

11. Changes/Alterations Required

No changes are required at this stage to project design as a result of the delays. There are some delays to the AWP but it is being followed and rehabilitation of infrastructure may be extended into 2023 – however, whilst Inception faced delays, the thoroughness of the process undertaken means that even if the 2022 AWP extends into 2023, it will be done so with fewer quality assurance issues and in parallel with other activities so catch-up will occur in 2023. Project recruitment delays have also had an impact upon roll-out, but as a part of the other delays; with recruitment processes coming to finalisation during Phase 1, the project expects to be able to manage such delays and will address any outstanding issues in the next reporting period for the end of Phase 1 (April 2023).

The budget descriptions will need to be revised to ensure complementarity between the Prodoc Budget description of HiIL-related activities (US\$2-million) to the already signed-off Multi-Year Workplan activities, and additional details now site selections have been confirmed from the Inception and Phase 1 extension period. A Budget Revision process will follow, as mentioned, the submission of this Inception Report to add clarity to this change.

11.1 Have changes in government offices or with other implementing/key partners taken place? How are these being addressed?

Not at the working institutional level but Aden has announced the Presidential Council, which does include changes in ministry-level representation that will need to be factored in for the Technical Committee in Aden, and the Annual Consultation invitations.

11.2 Do any of these changes affect the scope, timeframe or budget, and do they need to be formally communicated to the project board/government partner/donor for approval? If so, how?

As mentioned, it is anticipated that the 2022 AWP may not be completed by the close of the year, however, the initial delays and quality controls put in place override such concerns as catch-up will occur in 2023 if there are end of year delivery delays in 2022. Such delays can be communicated to the Project Board, if and where they occur. But are not thought to have any significant impact on the overall project implementation as mentioned, activities will be taken in parallel and so any delay should be able to be overcome in 2023. Visas for Sana'a remain an ongoing issue for the project team but further steps are being taken to see if there is any possibility of bringing approvals. If in lieu of approvals, Yemen staff in Sana'a are extremely well equipped to undertake the required activities and are already stepping-in and ensuring the Inception period is a success.

The Prodoc also stipulates that the Netherlands will provide a Junior Professional Officer (JPO) for the Project, to be based in Amman. UNDP has spoken with the Netherlands about this post and the Embassy has advised it will follow-up and see what steps need to be taken from its side to initiate the JPO post being filled.

12. Annexes:

Refer to separate attachment for the Annexes

[1] Al-Salehi, Ebtehal (2021) The Other Side of Aden (Sana'a Center for Strategic Studies, funded by the Kingdom of the Netherlands).

[2] Task Force on Justice (2019) Justice for All – Final Report (New York University); OECD (2019) Legal Needs Surveys and Access to Justice.

[3] For the outline of multi-level governance, Saunders, Cheryl (2018) Constitutional Design: Options for Decentralizing Power (Melbourne Law School).

[4] Article 9 of United Nations General Assembly and Security Council, Identical letters dated 25 February 2013 from the Secretary-General addressed to the President of the General Assembly and to the President of the Security Council, 5 March 2013 (A/67/775-S/2013/110).

[5] All demographic data is derived from <https://yemenlg.org/>, a resource hub on local governance in Yemen managed by Berghof Foundation.