

PROJECT DOCUMENT**YEMEN****Project Title:** Promoting Inclusive Access to Justice in Yemen (PIAJ)**Project Number:** To be allocated**Implementing Partner:****Start Date:** September 2021**End Date:** June 2024**PAC Meeting date:** 20/9/21**Brief Description**

Yemen has experienced protracted conflict since 2015 and is considered to be the worst humanitarian and development crisis in world. Public institutions including Rule of Law 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.

To strengthen resilience of institutions and communities, and to maintain a foundation for recovery and reconstruction, the project focuses on the following areas:

- 1. Community safety and security initiatives:** Diverse community protection needs, including those of women and youth addressed;
- 2. More accessible justice:** Services for vulnerable populations, such as the poor, IDPs, women, juveniles and other marginalised population groups such as Muhamasheen are provided;
- 3. Gender justice capacity:** Gender-inclusive rule of law institutions with stronger women's participation and leadership in the delivery of security and inclusive justice services to women and girls is enhanced; and
- 4. Detainee protection:** Improvements in basic conditions of detention, access to education and training, and reintegration of detainees into the community after release to protect from stigma and ostracism improved.

The project is framed by a structured ongoing consultative process and bottom-up approach for building-in local ownership, developing local priorities and proposed solutions. The project also supports a strategic approach to Rule of Law coordination and sharing of good practices, through the annual RoL workshop and Steering Group.

This Project Document (PRODOC) represents the cornerstone of UNDP's second phase of RoL programming and contributes to a larger Draft RoL Programme Vision Strategy that the Embassy of Netherlands for Yemen has already sighted and fed into its design. As the initiation of a larger vision, this project document sets out the three main governorates (Sana'a, Aden and Hodeidah +1 additional governorate if required, Hadramaut) to be included within this project, over a three-year period.

Total resources required:	US\$ 8,910,891	
Total resources allocated:	Donor:	\$8,910,891
	Netherlands	
Unfunded:		

Contributing Outcome: CPD Outcome 1: Yemenis contribute to and benefit from inclusive, accountable and gender responsible governance, at local and central.

Indicative Outputs with gender markers

Output 1: Community security enhanced through inclusive local governance process (GEN2)

Output 2: Access to Justice: Increased awareness of rights and use of fair and effective formal and informal justice systems (GEN2)

Output 3: Gender justice capacity strengthened through gender-inclusive institutions (GEN3)

Output 4: Protection of detainees strengthened and reintegration into community supported (GEN2)

Agreed by (signatures:

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I. DEVELOPMENT CHALLENGES

Yemen remains the world's largest humanitarian and development crisis¹, driven by the ongoing conflict since early 2015, killing and injuring tens of thousands of civilians, and internally displacing at least four-million people, as well as livelihoods and resilience of more than 80% of the population has been stretched to the limit.

Yemen's governance system has over the years suffered from a fraught central-subnational relationship, that ignored the historical and cultural features of the country's fabric, concentrated power and rents in the hands of a minority's elite and failed to lift the country out of poverty. Patronage networks and a system of pervasive corruption proliferated and prevented the development of strong state institutions, impairing the provision of quality basic services, including the Rule of Law (RoL), across swaths of the country. In recent years, Yemen's national governance, administrative, fiscal and economic institutions have continued to fragment. The breaking up of the nation state and its institutions has led to the development of both ad-hoc and more permanent, formal and particularly informal arrangements at the sub-national level. The conflict has added to Yemen's complexity by creating a whole new paradigm in terms of the seat of power and the flow of resources, away from the centre but also creating a higher level of regional inequalities – in itself another impediment for future peace. Since 2014, the political legitimacy and human and financial resources of most local councils at governorate and district levels have shrunk dramatically as the political and security conflict has penetrated into subnational government structures. In this regard, the current context of the RoL within the country is not consistent with the "Yemeni Constitution" nor the "Justice Reform Agenda of 1997" in terms of functionality and autonomy, its adherence restricted by the ongoing conflict. Prior to the current crisis, RoL in Yemen faced Constitutional challenges due to number of reasons among which being the preference of the former "Patronage System", which weakened the governance system for self-benefit and wealth-building. The Yemeni Constitution and legislation reasonably addressed matters of justice, peace, and respect for international human rights law; however, were centralised and controlled to protect the regime from accountability. The National Dialogue Conference of 2013 addressed issues of governance and inclusive justice for all citizens and without fear, however, the NDC was overtaken by the war.

As public institutions have been fragmented, wages are not paid on a regular basis since August 2016 and access to essential services, including those of the RoL institutions, has been extremely limited and violence and crimes have been on an increase and women and children are the most vulnerable to the injustice [refer to the "RoL Strategy: 2021-24" for more detailed analysis].² Furthermore, much of the RoL-related infrastructure has either been destroyed by the ongoing war, or/and lack of proper maintenance in the past or being turned into detaining centres by the parties to the conflict, which also set another challenge for the already dire and devastated judicial system in Yemen,

1 UNDP and PARDEE "Impact of War on Development Study, April 2019.

2 UNDP Yemen's GRoL "RoL Programme Strategy" is an in-house, internal guiding document that leads all RoL projects; as such it is an organic and flexible document that can be built-upon and adapted as required to the changing circumstances and RoL needs within the country. The "RoL Programme Strategy" is shared with UNDP GRoL RoL donors and funders as a part of the development of new projects that will be funded.

Prior to this ongoing crisis, the RoL sector received very little attention in terms of improving quality of services provided to the citizens due to lack of professional cadre, insufficient budget, weak infrastructure, and lack on independence due to interference of its work by leadership, as well as corruption and patronization of the State by former leadership. Moreover, the presence of RoL related institutions is limited in major town with extremely limited existence in the rural areas where majority of the population (70%) resides. Yemen's constitution is based on a combination of sharia, old Egyptian laws, and Napoleonic tradition. Defendants are presumed innocent until proven guilty; indigent defendants in felony cases are by law entitled to counsel, but in practice this does not always occur. Trials, which are generally public, are conducted without juries; judges adjudicate criminal cases. All defendants have the right of appeal. Women often suffer discrimination, particularly in domestic matters. Although, Yemen's constitution provides for an autonomous judiciary and independent judges, in reality the judiciary is managed by an executive-branch council, the Supreme Judicial Council (SJC), and judges are appointed and can be removed by the executive branch. The judicial system itself is considered weak; corruption is perceived to be widespread; the authorities are often unable or unwilling to enforce judgments; and judges are subject to harassment from tribal leaders, who themselves exercise significant discretion in the interpretation and application of the law. There have been several restructurings of the judiciary since the Government initiated a judicial reform program in 1997, but none have resulted in any significant improvements in the functioning of the system or produced evidence of having reduced corruption. And, in rural Yemen, where most of the population resides, police officers defer to local sheikhs to maintain peace in their vicinities. At the same time, some of the sheikhs sometimes work with government officials to ensure the early release of prisoners who undergo restorative justice mediation rituals.

One of the major challenges that Yemen faces is the non-existence of gender equality and women empowerment across all sectors, notably including RoL. Women's participation and leadership in the public sphere is low: the 2014 Gender Gap Index rated both women's economic participation and political empowerment in Yemen at 138 of 142 countries. Yemeni women record low levels of participation in formal paid work. High rates of violence against women and girls are reported, including forced and early marriage. Structural inequalities hinder women's and girl's access to basic services, resulting in a dramatic gender gap in literacy and basic education and high maternal mortality rates. Both the formal and informal justice systems discriminate against women in many aspects contrary to Yemen's commitments to international conventions such as the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). Hence, the UN Security Council Resolution 1325 for member states to increase women's leadership and inclusion in peace processes and enhance gender in peacebuilding is more relevant to Yemen in view of very long negligence and a really lack of inclusiveness. Women and girls are vulnerable to a range of harmful social norms, which have been further exacerbated by the conflict, including forced and early marriage, SGBV, intimate partner violence, increasing prevalence of negative coping mechanism, child labour and begging.

Yemenis have relied on indigenous tribal traditions to regulate conflict and establish justice for centuries, if not millennia. Tribal law has effectively handled conflicts between various tribes, between tribes and extractive companies, and between tribes and the government. It has successfully prevented and resolved conflicts over resources, development services, and land, and has sometimes managed to contain complex revenge-killing cases. Nationally, tribal mediators have played an important role in promoting political dialogue and building consensus among political groups.

During the recent past, where government forces withdrew, tribes took responsibility and managed to provide a reasonable level of security within their territories and along the main roads that connect tribal governorates.

Yemen is a country dominantly viewed in terms of security, specifically the threats that emanate from its borders, such as AQAP and more recently ISIL and as such, remains a key focus for international actors. However, analysis of the formal and informal roles of women in Yemen's security sector has been limited, though these lend to considerations of not only their inclusion in broader security practices, but how national and international actors can support and foster these. This has relevance for the current conflict, lending to post-conflict security considerations for all actors.

II. STRATEGY

Overview

This project will be implemented over three years in three governorates of Yemen (Aden, Hodeidah, Sana'a), with provisions for a fourth governorate (Hadramawt) subject to the decision of the Project Board.

The project is conceived as the second phase of UNDP Yemen's RoL programming and is in line with UNDP's Global Strategic Plan on the Rule of Law,³ the Country Programme Document (CPD)⁴ and Sustainable Development Goals SDG-16 and SDG-5 – as set out within GRoL's larger RoL Strategy.⁵ The lessons-learned from the first phase are outlined below, along with the adjustments made in this phase. The overall RoL Programme includes additional components on:

- gender justice and SGBV (in collaboration with UNFPA, UNICEF and UN Women);
- community safety and security (in collaboration with OSESGY); and
- counter-IED initiatives (in conjunction with UNDP Mine Action).

Approach

In the absence of a functional central government, this project will target changes at sub-national levels (Governorates and districts). The support is intended to preserve the resilience of RoL institutions to provide justice and safety services to communities under challenging conditions, while incorporating an explicit focus on gender issues and servicing vulnerable and disadvantaged groups. The project team will collaborate with stakeholders including authorities, line Ministries and local government representatives. The project will collaborate with UNDP's SIERY Project to ensure that local stakeholders are engaged in identifying, prioritising and monitoring the implementation of community-based activities. The project will collaborate with other specialised agencies and organisations according to their expertise, including OSESGY, UNFPA, UNHCR, UNICEF, UN Women and Penal Reform International.

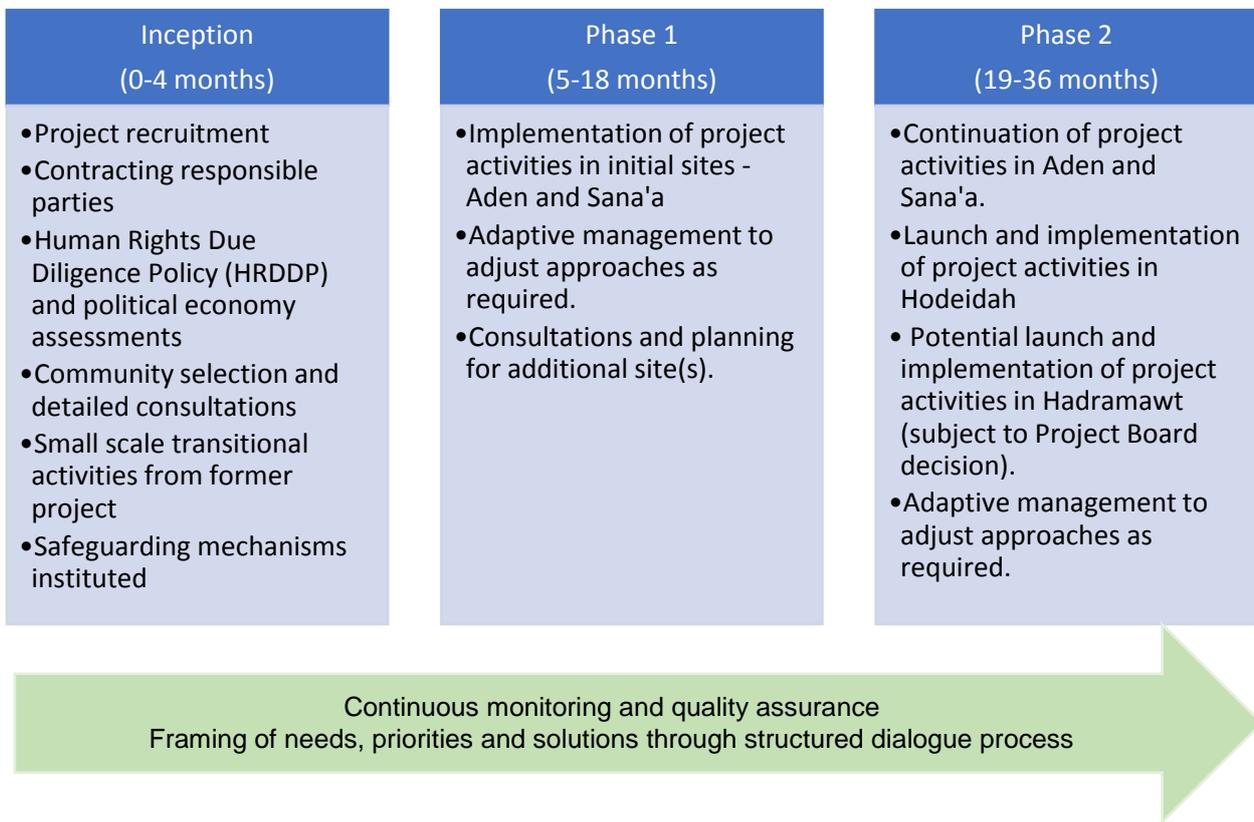
Timeline

Project implementation is designed in three phases:

3 UNDP's Global Programme on Strengthening the Rule of Law and Human Rights for Sustaining Peace and Fostering Development (hereinafter the Global Programme on Rule of Law and Human Rights or the Global Programme) provides comprehensive support to conflict, crisis-affected and transition contexts throughout the world. It seeks to underpin broader UN efforts in achieving lasting peace and sustainable development. UNDP Yemen's GRoL RoL Strategy provides a focus upon the Global Strategy themes of: Gender Justice, Access to Justice, Institution Building, Community Safety, Human Rights Systems and Innovation.

4 Refer to the section on "Theory of Change" in this Prodoc.

5 Refer also to: [Home \(undp.org\)](https://undp.org) [last accessed on 27 September 2021].



Solutions - Incorporating lessons-learnt from the previous programme period

The previous period of RoL project (within a broader humanitarian programming response) prioritised the following activities, based upon a number of assessments and consultations:

1. Improving community policing in targeted districts;
2. Strengthening capacities of key justice personnel - prosecutors, judges and lawyers;
3. Rehabilitation of RoL facilities, including police stations, courts, and prisons (Water and Sanitation works, repair and provision of vocational training facilities); and
4. Provision of protection of detainees and equipping them with appropriate skills for self-employability or/and employment when released.

The previous project provided the building blocks for scaling-up both formal and informal justice interventions to uphold the five elements of the RoL. This next project phase (in line with the Global Strategy and UNDP's RoL Strategy) maintains consistent priority areas around community safety and security, access to justice, gender justice and protection of detainees. However, it incorporates a strengthened framework for consultations and development of local solutions to drive forward the four outputs, designing and testing women-inclusive model solutions for prisons and police stations, and building-upon previous training and capacity building, whilst linking informal and customary dispute and arbitration mechanisms to the formal sectors, so as to create linkages to reduce service provision gaps.

The table below illustrates how the lessons-learnt from the previous RoL phase are incorporated into the new phase:

Table: Rationale for programme adaptation / Lessons-Learnt - previous programming phase to new period (2021-23)

Previous phase of ROL programming	Current phase of ROL programming	Rationale
Assessments undertaken to understand the conditions, needs and priorities in the rule of law sector.	Project design is based upon the assessments and lessons learned from prior implementation. And, bringing in an INGO/NGO to assist us in a bottom-up consultative approach, that builds-in local solutions to issues around RoL in both the south and the north of the country.	The assessment and research already conducted provides an evidence base for the new phase of the project.
Rehabilitation of prisons, police stations and courts.	UNDP will work with selected prisons, police stations and courts as 'model' or 'pilot' facilities, to test reform processes.	Working more intensively with fewer facilities is more likely to lead to changes in attitudes and practices than scattering assistance across many facilities.
Community consultations on safety and security priorities.	Community empowerment approach strengthened and linked to local government mechanisms where feasible.	The objective for these initiatives is to be led by communities rather than police and security providers. However, for sustainability the initiatives should still link to structures, where this is feasible.
Training of judges and prosecutors in specialist courses.	Use of Pilot Courts approach to drive justice innovations and promote application of training to strengthened service delivery and expediting justice.	A pilot court approach provides the opportunity to test multiple reform initiatives in the same facility, and benefits from stakeholders who are willing to engage in improving approaches. We intend to roll this out fully in the south and will apply a potentially more rudimentary approach to this in the north.
Provision of legal aid and psycho-social assistance to female and child detainees, in collaboration with UNICEF and UN Women. Some legal assistance provided by UNHCR to persons of concern (ie, refugees, some IDPs).	Broadening the range of legal assistance providers. Improve legal access for male detainees, by screening for outstanding cases. Use of Justice and Confidence Centres operated by CSOs to improve the accessibility of legal aid, psycho-social counselling, outreach and coordinate community mediation initiatives.	There is limited assistance available in prisons, and almost no assistance for adult males who make up the vast majority of detainees. The use of Justice and Confidence Centres provides a physical locus for the coordination of community initiatives, ideally co-located with CSOs already servicing the target communities. ⁶
Vocational training certificate courses for detainees.	Training-of-trainer approach, testing the use of trusted detainees to deliver basic training courses.	This approach will strengthen sustainability and make the best use of the training facilities which have been established.

⁶ There are a variety of community-based organisations operating Community Centres all over Yemen as part of their humanitarian work. UNHCR maintains the mapping of these organisations. UNDP will be working with an NGO, for instance the Yemen Women's Union (YWU), to co-locate visiting lawyers in a selection of Community Centres, to increase the availability of legal assistance. It is the intention within the new phase of the RoL project that this service grow into the Justice and Confidence Centres, so lawyers can engage with other support providers (counsellors, paralegals etc) in a more structured way in the future.

Training of police and judicial actors on SGBV.	In conjunction with UNFPA and UN Women, strengthen the referral pathway for SGBV. Increase the availability of shelters for survivors of SGBV. Improve access to legal assistance, psycho-social counselling, vocational training and livelihood support (including UNDP's ERRY project) for survivors of SGBV.	In collaboration with specialist UN agencies, contribute to filling the gaps in current service delivery and strengthen linkages between institutions responding to SGBV. These approaches will be able to be rolled-out fully in the south, with a more limited but foundational application in the north where UNDP has already developed a Police Training Curriculum (from the previous RoL Project period) in the north for the Police Training College in Sana'a that the Mol in Sana'a has requested we roll-out.
Pilot training for local security forces to respond to IED events.	Work with Mol on training of police, ⁷ including IED/counter terrorism, vetting demobilised soldiers into the Police Force, Human Rights, Community Policing and Women's Integration.	Pilot activities have garnered IRG support to expand capacities to plan, coordinate and respond to explosive events, as a pre-condition for stabilisation.
Short-term (6-months) projects delivered by grantees.	Longer-term (multi-year) grantee engagements.	To provide programming stability for NGO partners and promote working relationships with project teams, CSOs, beneficiaries and stakeholders.

Discussion of strategy

The strategy pursued by **PIAJ** rests on four main interlinked components (the 4x Project Outputs) in addition to UNDP Yemen's Governance and Rule of Law Portfolio (GRoL) 2021 transition to a "triple nexus" programming approach from the previous crisis-humanitarian period, that is aimed at integrating improvement of resilience to shocks and the ongoing conflict, whilst beginning inclusive and sustainable development programming - upholding the interrelationship between the humanitarian and development path and peace, known as the "Humanitarian-Development-Peace" Nexus. In so doing, development needs to be understood as not purely to meet needs but also as reducing risk, vulnerability and overall levels of need in an effort to realise the common vision of a future in which "no one is left behind". In applying such an approach, UNDP's next phase of RoL Programming, as initiated through this project, maintains similarly focused Outputs from the previous period which have been adapted based upon the lessons-learned from prior projects^{iv} alongside the need to take progressive steps forward towards achieving the essential elements of the RoL.⁸ In addition, recommendations from the previous Evaluation Report for that project period have been included within the larger overriding Programme Strategy from which this Project design has been drawn.⁹

The RoL as both a concept and in practice is inherently relational and must be built upon interaction that facilitates trust, where people can both see one another as such but also understand their interdependence. From this perspective, this phase of the UNDP RoL programming will be offset on

⁷ Discussions about such cooperation ongoing alongside Mol plans to develop a new Police Training College in Aden.

⁸ Order and Security; Legitimacy – Law and Legal Procedure; Checks and Balances; Fairness – equal application of the law, procedural fairness, protection of human rights and civil liberties, access to justice; and Effective Application – Compliance, Enforcement and Judicial Processes. In addition to the cross-cutting elements of Efficiency and Integrity.

⁹ The Evaluation Report was undertaken for the PBSO funded RoL activities.

the basis of UNDP's "**people-centred approach**" that coincides with the "local turn" in governance programming, aimed at bridging the role of community (rights holders) and authorities (duty bearers). Intermediaries between the state and people are given a greater attention, and the rule of law sector is viewed as a "**spectrum**" rather than a binary, consisting of multiple layers of formal institutions and informal authorities, such as civil society, customary leaders and communities helping themselves. "**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 has been a decision of necessity. At the same time, UNDP made conscious 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 also aimed at reinforcing the **horizontal linkage** between thematic humanitarian protection (Justice for Children, Justice for Women) and comprehensive developmental transformation (Justice for All) [refer to [Table: Rationale for project adaptation](#) in the "Strategy" section].

The project from its design, including its inception and onboarding of responsible partners, has and will continue to undertake co-design processes with our partners, including the potential involvement of HiiL/or a similar organisation and its methodology.¹⁰ Such co-design will create coherence between the project activities and the aims and objectives of IP methods and approaches, to ensure that there is value-added to collaboration within the project.

Theory of Change

Alongside the RoL's programming approaches and their intersections are set out in detail in the internal document, GRoL RoL Strategy: 2021-24, UNDP's larger Governance and the Rule of Law (GRoL) Portfolio works more generally to balance supply and demand - empowering individuals and communities to understand and claim their rights while helping institutions to realise those rights in an equitable, just, accountable, transparent, inclusive, and participatory manner. Projects are implemented with a view to build public trust in the Yemeni justice system and security institutions, encourage wide and inclusive participation and promote local ownership. GRoL has an overall model and Theory of Change (ToC) that connects with the Country Office's larger ToC (developed in 2020, still in Draft form). GRoL programming comes under Strategic Outcome 2 of UNDP Yemen's Country Office ToC:

"[...] **Outcome 2: Empowered Community**

Outcome 2 has a strategic focus which includes local government, access to justice, community safety and security/social protection. Current interventions covering several projects: SIERY, WASH, Maritime Governance, RoL with limited scope of support, social protection project, community-policing.

The need to engage women and youth to be part of dialogues (national and local institutions) [...] [Emphasis added].

The GRoL Portfolio picks up a ToC that supports "Empowered Communities"^[11] by following Guttieri's approach (2010), whereby:¹¹

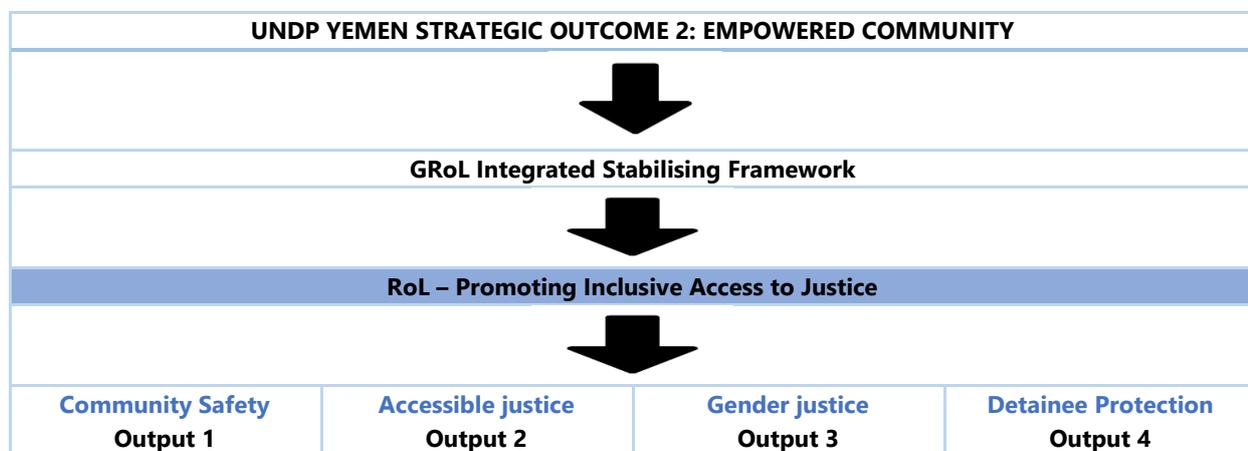
¹⁰ HiiL - User Friendly Justice [last accessed on 21 September 2021]. The project if not working directly with HiiL intends to utilize a similar methodological approach.

¹¹ Franke, Volker. 2010. Security by Contractor: Outsourcing in Peace and Stability Operations. Case Study No. 1: Centre for Complex Operations Case Study Series. At web.isanet.org/Web/Conferences/ISSS_Austin_2014/Archive/9dacddd4-c2c7-4595-ae4f-8a7290fb3e38.pdf [last accessed on 19 July 2021].

"[s]tability operations frameworks engage many disciplines to achieve their goals, including establishment of safe and secure environments, the rule of law, social well-being, stable governance, and sustainable economy. A comprehensive approach to complex operations involves many elements—governmental and nongovernmental, public and private—of the international community or a “whole of community” effort, as well as engagement by many different components of government agencies, or a “whole of government” approach.”

In this regard, the GRoL Portfolio similarly follows such a framework approach, 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.¹² UNDP Yemen’s RoL programming plays a significant role in the GRoL stabilising framework.

Diagrammatic RoL ToC: Strengthening the RoL



In this respect, the next phase of the RoL project will 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 we 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. We will 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/or a similar organisation.

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

¹² Refer to Middle East Institute. 29 October 2019. “Justice and the Rule of Law: The World Bank in Need of Reinventing itself” at <https://www.mei.edu/publications/justice-and-rule-law-world-bank-need-reinventing-itself> [last accessed on 2 March 2021].

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.

In both the northern and southern parts of the country, communities experience scarcity of resources alongside multiple social challenges caused by and exacerbating on-going competition for housing, employment and public services, in certain locations large numbers of displaced peoples entrenching such issues further. Cumulatively in addition to a lack of security and ongoing issues of community safety, these concerns remain a key obstacle for both issues of Governance and the RoL. UNDP's GRoL stabilisation approach involves supporting Yemen's G and RoL institutions capacity to respond to crisis (response and recovery efforts) through the rehabilitation and restoration of basic infrastructure and services, with a focus upon the most vulnerable. Our stabilisation activities are designed holistically and in consultation with governance bodies, working to safeguard against the resurgence of violence and extremism by restoring essential services, focusing upon community safety, access to justice, and building cohesive, peaceful communities. In which a strong legal order will serve to provide a solid foundation for Yemen's socio-economic development by making legislation and law enforcement more predictable.

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.

If: We assume that a stronger legal order at the sub-national level can provide a solid foundation for development whilst being aimed at enhancing access to the justice system in situations where this is combined with the promotion of human rights, including issues of gender justice.

And that in order to do so:

Community stakeholders need to be empowered to engage with rule of law actors to claim their rights, and are allowed space for meaningful engagement in identifying issues, prioritisation challenges and designing solutions; and

And, RoL actors and duty bearers should be facilitated to engage with community stakeholders with the goal of delivering better quality and more inclusive safety, security and justice services;

Then,

Assuming that: The impacts of conflict, corruption and political economy factors can be managed or mitigated through measures such as project design, stakeholder engagement, advocacy and transparency.

This would result in: Vulnerable individuals being supported, community resilience strengthened and the rule of law institutions will be able to preserve a good foundation of service delivery that can then be utilised to rebuild from a post-conflict environment.

This is precisely the project framework that in working collaboratively with our partners, that will allow UNDP Yemen's RoL project to build upon our previous work and scale-up interventions.

Conflict sensitive approaches

In line with UNDP's Conflict-related Development Analysis (CDA) tool, UNDP will undertake a conflict sensitivity analysis for the project for a deeper and a finger-on-the-pulse understanding(s) of the conflict dynamics prevailing in the project areas – conflict drivers, potential peace engines and key stakeholders - and how the project will interact with these. UNDP's Adaptive Management methodology involves systematic and regular conflict sensitivity analysis, taking place at quarterly or half-yearly intervals so as to ensure responses/course corrections/adaptations to any changes in conflict dynamics can be effectively implemented in a timely manner.

UNDP will integrate conflict sensitivity into the project to create a 'virtuous circle' to ensure that the project is not seriously undermined by the ongoing conflict around the project locations, whilst also not fuelling the same. The project will undertake and continuously update conflict sensitivity analyses in the operational areas throughout the project life cycle. UNDP appreciates that each of the targeted locations present different conflict sensitivity risks and opportunities related to sources of conflict, urban-rural patterns of conflict, displacement dynamics etc. These risks and opportunities will be reviewed as part of the conflict sensitivity analysis that will be initiated during the project's inception period and on an ongoing basis. In line with UNDP's Adaptive Management system, the project design and implementation will be adapted based on this analysis and ongoing reflections, including engagements with stakeholders. UNDP will collaborate with OSESGY, UNMHA and the Resident Coordinators Office on national and sub-national analysis and its impact upon Yemen's RoL institutions, including processes in place for access to justice. The RoL Project will utilise the information and analysis garnered through undertaking, engaging and gathering with the abovementioned processes and collaborations, to make rapid adjustments to projects where required to mitigate risks or take advantage of windows of opportunity.

In this respect, the project engagement with conflict sensitivity in its design and ongoing implementation planning connects to the use of UNDP's Risk Management System. UNDP utilises a "living" risk log that is continuously updated to identify new risks and mitigation strategies at project level. Risks may be identified by members of the project, programme team or independent stakeholders. Each risk is assigned to an "owner" who is responsible to track the risk and mitigation strategies.

Working within Yemen's sensitive environment, UNDP's RoL Project will continue to engage with subnational formal and informal authorities based upon a thorough knowledge of local conflict and power dynamics to avoid strengthening existing and inequitable power structures at subnational level, reinforcing previous authoritarian models of political control and limited accountability that have the potential to create new grievances [refer to the [Annex](#) for [Risk Log](#) for mapping of risks against the new phase of the RoL Project and its mitigation].

Youth dimensions of local security, safety and justice

The project will include youth representatives in participatory consultation mechanisms, including exclusive youth engagement on Community Safety and Security and C-IED, in addition to youth-friendly participative processes across other relevant project (including referrals to UNICEF built-in to prison, policing and justice sector related activities) to ensure that the issues of youth are properly identified, and that youth are involved in addressing community safety and justice issues as leaders, partners and beneficiaries. Youth are also the specific targets of selected activities – for example, increasing the awareness of youth and children on IEDs and unexploded ordinance; and the selection and training of youth mediators to ensure that young people have access to peers who can assist them to resolve conflicts in a constructive manner.

Adopting Overall RoL Programming Approaches within the Project through the Promotion of 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.^[21] Where their roles should be valued as equal to male, not merely as specialists on women's issues.^[22] International experiences show that it is possible to promote women's participation in decision-making from the start of the emergency.^[23] 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.^[24] 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 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.^[25] 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.^[26] 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.

III. RESULTS AND PARTNERSHIPS

Expected Results

Notwithstanding the challenges facing Yemen and Yemeni RoL institutions, the Yemeni people will experience better quality and more inclusive safety, security and justice outcomes if they are involved in facilitated processes to identify, prioritise and address these challenges – through four interlinked Outputs (below). The project’s results link directly to UNDP Strategic Plan 2022-25 Outcome 2 under the Integrated Results and Resources Framework (IRRF; dated 20 August 2021):

- **Outcome 2:** No one left behind, centring on equitable access to opportunities and a rights-based approach to human agency and human development.

Where, within the IRRF (2021) UNDP Yemen’s Tier 2 Development Outputs include:¹³

Signature Solution 2: Governance

2.2 Civic space and access to justice expanded, racism and discrimination addressed, and rule of law, human rights and equity strengthened

2.2.1 Number of countries with institutions, systems, or stakeholders with capacities to support fulfilment of nationally and internationally ratified human rights obligations: Rule of law and justice; and Human rights [...]

2.2.2 Number of countries that have targeted systems with strengthened capacities to: address discrimination; address racism; and expand civic space

2.2.3 Number and proportion of people supported, who have access to justice

And under the current Country Programme Document (CPD: 2019-2022), “Yemenis contribute to and benefit from inclusive, accountable and gender responsive governance, at local and central levels.”

GRoL programming additionally aligns with Draft Strategic Outcome 2 of UNDP Yemen’s Country Office ToC (under development):

[...] Outcome 2: Empowered Community

Outcome 2 has a strategic focus which includes local government, access to justice, community safety and security/social protection. Current interventions covering several projects: SIERY, WASH, Maritime Governance, RoL with limited scope of support, social protection project, community-policing.

The need to engage women and youth to be part of dialogues (national and local institutions) [...] [Emphasis added].

The four Outputs of the project interlink to provide a well-rounded approach to inclusive and equitable access to the RoL, Access to Justice and Community Safety, which involve:

¹³ The IRRF reflects lessons from the midterm review of the Strategic Plan for 2018-2021, and from independent evaluations, audits and external assessments, as well as inputs with United Nations entities, especially UNICEF, UNFPA, UN-Women, and other stakeholders and partners. The framework was developed in a highly consultative and participatory manner, inclusive of insights from UNDP policy experts, monitoring and evaluation (M&E) specialists, and representatives from regional bureaux and country offices that reflect the views of actual “users” of the IRRF on the ground.

Output 1 - Community safety enhanced through inclusive processes**Activity 1.1** Community safety initiatives in coordination with local governance authorities

In the absence of consolidated state authority and effective public service delivery, Yemeni communities have been relying on self-help initiatives, including resort to customary/informal justice providers. Community safety interventions directly contribute to protection by supporting the grassroots-level consultation processes to identify and address their safety needs. For example, community-oriented and gender-responsive policing is key to improving police-community relations. Aiming beyond the ad-hoc, supply-driven support, the RoL Project will align itself to the Local Governance Project (SIERY), which will improve the participation and inclusion of district-level decision-making. Democratizing the local governance process is expected (through sustained engagement over the longer-term) to ensure public safety services are demand-driven and responsive to community member needs.

Activity 1.1.1 Identifying and partnering with local community safety stakeholders, including customary leaders, women (at least 30 %), youth representatives and local governance authorities to organise inclusive consultative forums and develop community-led safety initiatives

In conjunction with local organisations, the project will promote community involvement in safety and security issues, through participatory consultations and community-led strategies. With representative groups including women (30%), youths, IDPs and other marginalised groups, participants will identify their respective legal protection needs and locally viable solutions. Communities will be encouraged to develop their own strategies which can be implemented using contributions from the communities' own resources (such as volunteers), local government and security actor resources, and small-scale catalytic contributions from the international community. These consultations are intended to take place at village and community level, and to link with SIERY local government planning processes.

Activity 1.1.2 Facilitated process on prioritisation of safety and security issues and solutions

UNDP proposes to work with HiiL, or an organisation with similar expertise, to assist in identifying and prioritising obstacles which impede on people's safety and security within their communities. Through a collaborative process and based on Yemeni research and studies, the stakeholders will be facilitated to set goals, targets and pathways to strengthen community safety and security. Based on this, the stakeholders will help identify potential solutions to these obstacles, which can be piloted under Activity 1.3. It should be noted that UNDP envisages that these facilitated processes would cover a range of community safety, justice and gender issues, and accordingly the consultation process is mentioned under several outputs of this project document. These consultations are planned to take place at a higher level than the village and community base consultation processes under Activity 1.1.1 (ie, sub-national and district levels).

Activity 1.2

Build the capacity of grassroots rights-holders and duty-bearers to address pressing community safety needs, such as Gender-Based Violence (GBV) and Improvised Explosive Devices (IEDs), through community policing approaches to improve risk awareness and multi-stakeholder coordination

Community safety consultations have revealed multi-faceted community safety needs, among which concerns over uncontrolled access and use of explosives and weapons featured prominently, including the threat of Improvised Explosive Devices (IEDs). Capacity-building support is necessary both for community members and service providers. Heightened risk-awareness among community members will be aimed at increasing their reporting on GBV and IEDs, whilst creating a “bottom-up” demand for more accountable performance by public authorities and greater public investment in addressing these community safety issues.¹⁴ In conjunction with UNDP Mine Action technical expertise, the Project will link community concerns with duty bearers to strengthen collaboration and improve responses.

Activity 1.3

Model approaches to safety and security are piloted and assessed

This activity will test model initiatives to strengthen safety and security for communities. The intention to work closely with small groups, and to test the appropriateness of approaches for broader replication.

Several initiatives have already been proposed for piloting, including:

- District Police – Community Consultation Committees, to promote interaction between police and community representatives on security and safety issues.
- Strengthening the operational role of women police, with specialised training, visible signs of status (such as uniforms adapted to operational needs).
- Safe spaces for women and children, in collaboration with CSOs and police.
- Strengthened referral pathways between CSOs and police.
- Closer collaboration between mediators and police, to help in resolving community concerns prior to escalation.

Selected sites will be selected as ‘model police stations’ to help integrate pilot practices into routine police procedures.

¹⁴ The new RoL Project will link closely to UNDP’s Mine Action work through a sub-project included under the RoL Project but also more generally with Mine Action’s programming where there is room for synergies and interlinkages. Where the RoL Project will integrate Mine Action through this project’s funded activities, will be around capacity-building and trainings, along with community awareness and advocacy. Technical and equipment based support will be provided through Mine Action’s own programming – bringing together the two UNDP programming elements to work smoothly to support one another for the best possible use of resources. In this manner, local police involved within the RoL Project activities will benefit from resources and capacity-building from the Netherlands-funded RoL Project, whilst also integrating with the Mine Action-funded C-IED Project and association with YEMAC to assist in mitigating local police resource constraints, whilst ensuring a coordinated approach between UNDP’s programming areas and police and YEMAC roles around community safety and C-IEDs.

Output 2: Access to Justice: Increased awareness of rights and use of fair and effective formal and informal justice systems

Access to justice (A2J) is defined as the ability of people to seek and obtain a remedy through formal or informal institutions of justice for grievances in compliance with human rights standards.^[1] UNDP's engagement in Yemen demonstrates people attempting to access justice face significant barriers, including financial cost, lack of knowledge of legal rights, limited access to lawyers, lack of confidence in formal mechanisms, distance from judicial process (location) and/or uneven availability of justice services. Such barriers prove formidable for marginalised and vulnerable people. UNDP's previous RoL programme focused on improving access to justice at the community level, and strengthening the delivery of justice services through rights-based approaches. Under Output 2, RoL programming will build upon the UNDP's previous engagement substantively across the four activities.

Activity 2.1

Community-based access to justice

During programme formulation consultations, stakeholders highlighted the urgent need for the expansion of legal assistance services. Several models have been proposed for the delivery of legal aid and legal assistance, including legal aid delivered by private lawyers (coordinated by the Courts, Attorney-General's Office or the private bar), legal aid delivered by state lawyers, and NGO delivered legal assistance (encompassing legal representation, legal advice and referral, systemic advocacy and public outreach). UNDP will strengthen the most appropriate mechanisms in each governorate, according to the local capacities and needs. In selected governorates, UNDP will support the operation of **Justice and Confidence Centres** with local civil society partners, to provide linkages between vulnerable people and the formal justice system. The Justice and Confidence Centres will be co-located with CSOs to provide a range of justice support, including the provision of basic legal assistance, advocacy, mediation, reconciliation and outreach and awareness. The centres will coordinate visits to places of detention including police cells and prisons, and support rule of law initiatives including women police, pilot courts and model police initiatives. Paralegals will be trained and supported to extend the reach of the service, particularly in locations where few lawyers are present.

Activity 2.2

Expedited access to justice

To address the issue of delays and backlogs in the formal justice system, the project proposes several approaches.

Supporting **district level collaboration of justice actors**, to identify and address blockages that result in delays – for example, the coordination of detainee transport to Courts has been notably problematic, and the time taken to finalise prosecutors' briefs has also been identified as a reason for delay - the intention of the collaboration will address general coordination issues, rather than deal with individual cases.

A further approach will be to support '**model' courts and police stations** in selected locations.¹⁵ Under the model court approach, UNDP and partners will work intensively with nominated Courts to test approaches to improve the accessibility and efficiency of the Courts. This may involve testing new procedures and approaches, co-location of legal assistance and psycho-social services, involvement of Model Court staff in public outreach, electronic record-keeping, advanced training

¹⁵ To be initiated across 2-3 select courts and police stations during the first 18-month period, for further expansion from 2022/24. The Pilot process will focus upon a gender justice lens to best-practices, connecting each of UNDP's respective Outputs.

courses for personnel and the provision of necessary equipment. Model courts will be linked to initiatives with police stations and central prisons in the same communities, to promote continuity in the justice chain. Further links will be established between **UNDP-supported Mediators** and the judicial system, including providing a **bridging-process for customary law practitioners**. This links to the model safety and security approaches outlined under Output 1.

Activity 2.3

Rule of law sectoral coordination

Activity 2.3.1 Annual Rule of Law conference

In partnership with OSESGY and MOPIC, UNDP has convened an **annual Rule of Law Conference** each year since 2017. The conference aims to encourage collaboration between rule of law institutions from across Yemen, civil society, academics, donors and the international community. UNDP proposes to use this event as an entry-point for the prioritisation of justice sector issues, and to monitor and report on the progress of recommendations made at each Conference. The Annual Consultation will become a **strategic annual event** and serve as a way to facilitate common agendas and priorities that will be led by a Steering Group (meeting quarterly). The **Steering Group in 2021** will drive the planned Consultation in October 2021, including the focus and agenda for 2022. The Action Plan for 2022 will be discussed and confirmed at the 2021 Annual Consultation and be followed by the Steering Group in 2022. This orientation will allow the formation of a common policy platform for collaboration and efficient project and programme planning. UNDP will lay a facilitation role within the Steering Group.

Activity 2.3.2 Sectoral prioritisation and goal setting

UNDP proposes to work with HiiL, or an organisation with similar expertise, to assist in identifying and prioritising barriers to accessing justice. Through a collaborative process and based on Yemeni research and studies, the stakeholders will be facilitated to set goals, targets and pathways to strengthen community safety and security. Based on this, the stakeholders will help identify potential solutions to these obstacles, which can be piloted under Activity 2.2. The priorities, targets and pilot activities arising from this process would also be the basis of discussion at the annual Rule of Law Conference.

Activity 2.4

Expanding the evidence base

The project will work with local partners to collect information and report on access to justice issues, particularly those faced by vulnerable people. Due to the sensitivity of research on A2J issues in Yemen, UNDP prefers to work with local partners who have demonstrated capacity to navigate the challenges and risks associated with this research in a way which does no harm to respondents. UNDP anticipates commissioning studies on topical issues, and several potential studies have already been requested by stakeholders including justice outcomes for women using different justice pathways. Additional research may also be commissioned to assess the impacts of access to justice initiatives supported under the programme, and to assess the appropriateness of replicating the activities in additional governorates.

In addition to research studies, UNDP will collaborate with rule of law institutions and stakeholders to encourage the exchange of rule of law data. While much rule of law data is currently treated as confidential, improving access to information and transparency can encourage greater trust and confidence in rule of law institutions. Working from common information can provide a shared basis for stakeholders to understand the issues and how to best promote the rule of law in Yemen. One of the initial planned activities for expanding the evidence base will include working alongside UN Women, UNFPA and ICRC, amongst others, to **map out the Referral Pathway gaps** and connecting

UNDP's four RoL Outputs. A second exercise, will involve **mapping out Customary Law process engagement** across the four Outputs, including ways in which to include such practitioners with UNDP-supported Mediators, as connected to both the Police, Courts and Legal Aid initiatives.

Output 3 - Gender justice capacity strengthened through gender-inclusive institutions

Activities under this Output will contribute towards UNDP Yemen's gender justice programming. An additional document is available which describes the rationale for this work and the proposed approaches in further detail.

As noted elsewhere, the opportunities and methodologies to implement these activities will vary across Yemen, and it is unlikely to be feasible to implement all project activities in each Governorate.

Activity 3.1

Enhance the capacity of women security and justice actors to protect women, girls, men and boys from GBV

3.1.1 Train women police, prosecutors, judges, and prison rights officers on human rights-based subjects, including the survivor-centered GBV response and Women, Peace and Security (WPS) Agenda

The rehabilitation of the Women Police Training School at An-Nasser Camp near the Aden airport was completed by end of 2020 with support from the Netherlands. Collaboration with regional organisations such as the Arab Women's Legal Network based in Jordan could offer additional opportunities for mentoring, role-modelling, and lessons-learned sharing. UN Women will be a key partner in this activity.

3.1.2 Strengthened multi-sectoral SGBV responses, including shelter capacity, referral pathways and legal access

A referral pathway is a network of GBV service providers that links survivors to multisectoral services such as health, psychosocial support, case management, safety/security, and justice and legal aid in a timely, safe and confidential manner.^[6] This ensures that survivors can access services without repeating their stories and risking re-traumatization. The referral pathway in Yemen has focused to date on health, psycho-social needs and material assistance. Under this activity, the project will focus on improving the availability of legal assistance, and strengthening referrals made to lawyers and law enforcement officials.

As demand for beds in shelters often exceeds availability, under this project we also aim to increase the physical capacity of the Aden shelter, through infrastructure rehabilitation and provision of associated furniture and equipment.

Activity 3.2

Empower women security and justice actors within rule of law institutions

The Women Judge's Network is group of women prosecutors and judges, mostly in the South of Yemen. According to representatives of the Network^[5], it functions as a platform to amplify the voices of women within the judiciary. Prior to the conflict, there were about 200 women among 3,000 judges in Yemen, while the number has reduced to 83 (53 in the south, 30 in the north). Most women judges are working at lower-level courts, with the highest women judge posted at an appeal court.

We anticipate working with Hiil or a similar organisation to assist in identifying barriers for women in the rule of law sector, including women's participation as employees and women accessing services. Based on the facilitated process of 'Justice transformation laboratories' to prioritise goals, indicators and pathways to address the identified barriers, in support of the 1325 action plan. This would be undertaken with the participation of representatives from the newly launched 'Justice for Women' Network supported by UN Women.

Output 4 - Protection of detainees strengthened and reintegration into community supported

The work under this output builds upon UNDP's existing engagement on detention issues (assessed in partnership with PRI), and in collaboration with UNICEF and UN Women. The previous project worked with PRI and PWP in 2018--2019 to carry out detailed assessments of prison conditions in five central prisons; 16 conducted remedial infrastructure works to improve water and sanitation in prisons; established training facilities and provided vocational training, education and literacy classes; trained prison officials on human-rights based approaches to prison management, provided basic necessities such as bedding; and made legal assistance and psycho-social counselling available to detainees. PRI have also rehabilitated a range of vocational training facilities, implemented vocational training activities and COVID / cholera related health initiatives, in addition to their advocacy to prison managers on treatment of detainees. Under this project, UNDP intends to work closely with PRI and continue the collaboration with UNICEF and UN Women.

Activity 4.1 Basic conditions are improved in places of detention

This activity supports initiatives to improve the physical conditions for detainees in places of detention, including improvements to water and sanitation systems and hygiene practices; installation of solar systems to provide back-up power supplies to cope with frequent electricity interruptions; improvements to ventilation of prison cells; and the replacement of unhygienic bedding. The project will prioritise central prisons in order to reach the most vulnerable detainees, however we acknowledge that basic conditions in many police cells are also poor.

UNDP **employing a synergy approach to cover gaps** alongside our other project activities in Governance and Economic Resilience, will create connections on solar panel installation etc. We will synergise engagement with other agency and partner actors, who can cover needs and requirements that UNDP does not typically engage with, including such areas of medical support and assistance within the prisons (via the **Protection Cluster**).

Activity 4.2 Rehabilitation and reintegration of detainees

This activity focuses on the rehabilitation of detainees, through vocational training, education and literacy, preparation for release, and post-release reintegration of detainees.

UNDP has established a range of classrooms and workshops for training activities in Aden and Al-Mukalla prisons, including computer laboratories for IT training, electronics workshops, sewing rooms and classrooms. Courses were conducted by accredited training institutes, which provided recognised qualifications that can assist detainees to obtain post-release employment. In this phase, UNDP is aiming to improve the sustainability of the training courses by **using a "train the trainer" approach** for basic courses, and prioritising certificate courses (which have a higher cost) for advanced learners. Trainers may include trusted detainees who have already completed courses, or

16 Al Amanah (Sana'a), Al Mansoura (Aden), Al Mukalla, Ibb and Thamar central prisons.

who have comparable professional experience prior to their detention. Such an approach will be focused upon rehabilitating prisoners for release alongside changing attitudes of penal institutions towards inmates.¹⁷

Steps will also be taken towards the development of self-funding prison industries. Al Mansourah prison in Aden has identified potential commercial niches, including air conditioner repairs and mobile phone repairs. Prison industries have the potential to provide learning opportunities for detainees while also generating income that can be used to off-set prison operational expenses. This is particularly relevant since due to the irregularity of budget disbursement, prisons are regularly indebted to their suppliers for items such as food and medicines.

UNDP will collaborate with UN Women and UNICEF on pre-release preparation and post-release support for detainees. Due to issues of discrimination and stigma faced by women and children, psycho-social support and mediation may be required to ensure that detainees can either reintegrate into their communities or be released into a transitional safe space, such as a shelter.

UNDP will also explore opportunities to link post-release detainees with existing livelihoods programmes, operated by UNDP and other organisations.

This approach will include working with and training prison personnel to undertake capacity-building, also included within the previous project phase. The rationale here is to ensure that once trainings end, the ongoing culture of rehabilitation is maintained in the absence of the UNDP project and its activity outputs along with those of its partners. For instance, where ToT is undertaken for prisoners around vocational training activities, equally requires prison staff to be enculturated to a new manner of interacting with prisoners on an ongoing basis. In addition, testing of model approaches, of which the ToT is only one aspect (and model approaches will be tested across both prisons and police stations), will require both personnel involvement and ideas but also addressing training issues associated with changing ideas around the use of these spaces and concepts in the context of prisons, rehabilitation and agency.

Geographic scope

With the funding provided by the Netherlands under this project, UNDP plans to work in 3-4 governorates - initially in Sana'a / Aden (the pilot governorates) particularly to refine community-based approaches. We would then expand to Hodeidah and potentially also Hadramawt (subject to funds and/or where not all activities can be conducted in the north).

Activities will be phased in governorates, taking into account available funding and absorption capacity. UNDP anticipates that activities will commence in Sana'a and Aden, building upon existing engagements. Activities in additional governorates will be sequenced. While the same approach will be used for each governorate, the activities implemented in each governorate may differ, depending on the needs of the beneficiaries, the conflict situation and the opportunities for engagement with stakeholders. Notably, it will not be feasible to implement all project activities in every governorate.

The following selection criteria will be applied to identify project districts within the nominated governorates:

- Conflict sensitivity;
- Areas where access by the international community and/or NGOs can be negotiated;

¹⁷ Al-Mansoura Prison had originally been deemed a model prison for the rehabilitation of prisoners and the Director of the Prison would like to build-upon this history in the future.

- Numbers of returnees and presence of Internally Displaced Persons (IDPs) within host communities;
- Available basic rule of law services;
- Needs of the beneficiary communities, based on needs analysis;
- Willingness and capacity of local actors to engage; and
- Adopting an area-based approach, considering the synergies with other UN programme activities, such as stabilisation, livelihoods, local governance and counter-IED activities.

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 will partner 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.

UNDP anticipates that the primary partnerships and networks for each output will be as follows:

Output	Counterparts	Agencies Organisations	/ Existing Networks
Output 1- community safety	Ministry of Interior, Police Service, Governor, District authorities.	OESGY	Police Technical Working Group Community Safety Working Group
Output 2 – accessible justice	Ministry of Justice, Ministry of Interior Judiciary, Attorney General's Office	UNFPA, UNHCR	Protection sub-cluster / working Group
Output 3 – gender justice	Ministry of Justice, Ministry of Social Affairs and Labour	UNFPA, UN Women	Women Peace and Security 1325 Committee SGBV Working Group Women National Committee National Women Union
Output 4 – Detainee protection	Ministry of Interior, Prison Service, Ministry of Social Affairs and Labour	UNICEF, UN Women Collaboration with PRI and ICRC	Child Protection Technical Working Group

The Global Focal Point will assist in accessing specific technical expertise and identifying global best practices, particularly in relation to community security, justice and corrections.

The project intends to partner with national and international organisations, who have experience and capacity to work in Yemen on security and justice issues. A brief overview of potential project partners is included in the supporting documentation, as an indication of the range of potential capacities available for partnerships. Partners will be selected in accordance with UNDP's partnership guidelines. Where partnerships include new collaborations and co-design of activities, such as potential engagements with HiilL/or a similar organisation, the project will ensure that such collaborative approaches are directly linked to UNDP's project under the Netherland's funding, in addition to any other donors that may join the larger RoL 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.

The RoL project links with the following UNDP and UN and INGO stakeholders:

<p>Impact – Linking Outputs for Sustainable Approaches with Existing Partnerships and Currently Funded Programmes</p>	<ul style="list-style-type: none"> • Mine action – on C-IED awareness and responses • UNDP Livelihoods – linking SGBV survivors and post-release detainees with ERRY community networks and livelihood opportunities under programmes, including ERRY and SIERY projects, and solarisation of RoL facilities including prisons. • Maritime Governance - on the detection and prosecution of maritime crimes, and the reduction in shipments of contraband items which drives conflict and undermines safety and security in communities. • WASH – on the rehabilitation of prison WASH facilities, including sewerage management and desalination / water treatment. • UNFPA – on SGBV issues • UNICEF – on child protection, diversion and community networks • UN Women – on gender justice, SCR 1325 implementation, capacity building of women RoL actors and SGBV. • UNHCR – on legal assistance, community centres, civil documentation. • Justice Labs with local partners for exploring local solutions and their connections to UN agency projects and programmes. • PRI Model approaches to Prisons and Police Stations from a Engendering Justice perspective – building upon the complementary work of UNDP and PRI and our previously connected work in the prior RoL project formulative period. • Yemen Women's Union – on gender justice, 1325 WPS and SGBV issues.
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Risks (and Assumptions)

The project is based upon a number of assumptions that have been drawn from UNDP's previous RoL project periods, including the manner in which to cover-off identified gaps from previous project periods. These assumptions are cognizant of a number of risks around previous project outputs and

this project design set out herein follows from and builds upon the previous outputs whilst covering-off existing gaps. Key assumptions can be ascertained around adapting previous activities for ongoing action within the “lessons-learnt” section and descriptions of the “Project Approaches” with rationales attached. On an environmental level, in terms of ongoing conflict, hostilities and political tension, a detailed “Risk Log” is contained in Annex C, setting out the assessed risks, assumptions and steps to mitigate threats.

This said, the project will assess risks on a continuous basis to identify new or growing risks and proactively adjust mitigation strategies to address prevalent risks. The following risk management approaches and assumptions on their ability to mitigate threats will be taken:

- *Identifying risks, fragilities, and gaps in the capacities* of state institutions and non-state actors is critical to ensure we “do no harm”. As such, consultations will be implemented as part of the inception process, building on the rule of law institutional capacity assessments previously conducted by UNDP, Percent and YPC.
- *Adaptive management approaches* – UNDP Yemen will be applying an approach of “adaptive management”,^v defined as “a system and a practice where programming decisions and adjustments are made based on continuously updated real-time, conflict, age and gender-sensitive data and analysis from internal and external learning loops” (UNDP). Adaptive management is “not about changing goals during implementation, it is about changing the path being used to achieve the goals in response to changes”^{vi} [Emphasis not added]. Adopting this approach provides for some flexibility in methodology based on local contexts. This can help to mitigate political and social tensions, while allowing projects to be more responsive and to take corrective actions in the event of unforeseen consequences.
- *Diversification of partnerships* will serve to address to mitigate perceptions of bias, increase programme reach and increase national ownership. Provision of grants for NGOs/CBOs will also facilitate sustained and inclusive engagement on justice and safety.
- *Focusing on an iterative learning process* through research, validation and development of knowledge products.

The risks identified in Annex C will be utilised as a living document which will be continuously updated during project implementation. Of particular note are the following risks:

Human rights related risks:

The project will engage with rule of law actors, including security forces such as police, prisons and local security providers. The provision of support to non-UN security forces is covered by the Human Rights Due Diligence Policy. This policy provides guidance on the nature of assistance which can be provided, outlines a process for assessing the risks of providing support, and a framework for developing mitigation measures. During the inception phase, an assessment will be conducted under the Human Rights Due Diligence Policy. UNDP and the Project Board will consider the identified risks and potential mitigation measures, including the possibilities of amending or deciding not to implement certain activities in specific locations where risks cannot be satisfactorily mitigated.

Political risks:

The UN works within complex dynamics reflecting competing interests of political actors and member states, limitations of responding to the scale of needs, a society under pressure and trauma, and security and access constraints. The UN maintains its operational integrity through adherence to principles of impartiality, human rights and inclusive humanitarian/civilian assistance and engages

stakeholders clearly communicating these principles. UNDP coordinates with the Office of the Special Envoy to the Secretary-General and is a member of the Humanitarian Country Team and UN Country Team to collectively address political risks.

Local authorities, including police, judges, prosecutors, and prison personnel in the project sites are currently reporting to 2 different Ministries (Justice and Interior respectively) in the North and the South. To mitigate the political risks, UNDP will put in place a communication strategy in cooperation with stakeholders and ensure regular Project monitoring, risk analysis and oversight. Grievances from beneficiaries and stakeholders will be channelled through mechanisms established within the project. UNDP will inform MOPIC, SCMCHA and other relevant authorities of the project's objectives, project progress and issues. UNDP will liaise with authorities to support implementing partners in gaining access for implementation.

Further details of anticipated risks are outlined in the risk log in [Annex C](#).

Stakeholder Engagement

The Project team will prepare criteria for the selection of districts within the target governorates and respective stakeholders during the inception phase. This will be carried out in close collaboration with SIERY project and coordinated with respective line ministries. Project target groups will be selected in an inclusive manner with gender-based balance.

The project stakeholders will include both duty bearers (including those working for rule of law institutions as well as at local levels) and rights holders (as represented by the population of Yemen, with a particular focus on reaching the most vulnerable and disadvantaged groups).

A UNDP "Grievance Mechanism" will be established at community level to provide opportunities for beneficiaries to raise concerns on UNDP supported projects including this one, in accordance with UNDP Social and Environmental Compliance Standards.

South-South and Triangular Cooperation (SSC/TrC)

In view of ongoing conflict, this project will solicit any 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 Programme Manager 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"].

Sustainability and Scaling-Up

In the absence of a unified central government, sub-national and community approaches are proposed with a specific focus on improved delivery of services to the public. All business processes at the local levels will be aligned with the Constitution and relevant legislation. Opportunities will be sought for exchanges of ideas between stakeholders in different governorates, subject to political factors which can inhibit such exchanges. The project will focus on developing model approaches which are relevant for the local area and which are capable of being scaled up at either the sub-national or national levels, including:

- Project activities will be implemented in conjunction with relevant authorities at national and sub-national levels, including district authorities in community-based activities. A combination of nationally-led and participatory mechanisms are proposed, including the technical working groups, a strategic working group to guide the annual consultation process and track implementation, the project board and community consultation mechanisms.
- The project aims to strengthen capacities of duty-bearers to deliver justice and community safety services, in addition to the capacities of rights-holders to demand these services.
- The support provided to rule of law institutions is necessary to preserve a basic level of service delivery in the face of the ongoing conflict and administrative challenges. This is also essential to ensure the institutional foundations survive, so they can be built upon through scaling-up in the post-peace agreement period.
- Focusing on “training-of-trainer” approaches and training people from local communities helps ensure that capacities are still available following the closure of the project and activities go on beyond UNDP support with local ownership.
- The project will also engage with institutional training academies, to ensure that capacity development activities undertaken by the project are approved by the relevant rule of law institution, and are consistent with the learning needs prioritised by each institution.
- Monitoring arrangements will be put in place to demonstrate the developing national capacities, using sectoral and activity-based data. Third-party monitors will be engaged to support monitoring and evaluation, particularly in less accessible areas. Pilot activities will be subject to a strong M&E regime, including JPO and technical experts to strengthen implementation and oversight.

Communications Strategy

Working together with the UNDP CO Communications Unit, the RoL project will develop a communication plan to ensure appropriate visibility of the project’s objectives and progress to a diverse range of groups, focusing on the project’s financial support from the various donors. The plan will provide an overview of the various visibility and communication approaches and activities planned within the project. The overarching communication and visibility objectives will include, but not be limited to:

- Ensuring all stakeholders have access to information regarding objectives, progress towards their achievement and the impact of the project activities;
- Supporting and further promoting the project’s objectives; and
- Providing donor visibility among direct and indirect beneficiaries at the country level and potentially within donor countries.

The plan will place pertinent information regarding project activities using:

- Social media: Aligned with the wider UNDP Yemen outreach, develop social media updates through Facebook, Twitter, Instagram and YouTube to effectively reach citizens, marginalized and vulnerable communities, and to communicate news and updates; and
- Website: The UNDP Yemen website will be used to publish all relevant information and audio-visual materials including but not limited to human interest stories, Press Releases, donor

contributions, etc. Additionally, communication material will be shared with UNDP global and regional webmasters to increase international reach.

The Project will additionally agree upon joint press releases with any key implementing partners on joint activities, such as joint-dialogue and innovation activities around the justice sector, along with the RoL Steering Committee and the Annual Consultation event. Any such press releases or online updates will include reference to the Netherlands as the funder (or co-funder if and where other donors join the larger programme). In addition, the project will include gender-focused communication products are developed and disseminated as appropriate and as connection to the knowledge-sharing elements of the project design.

IV. PROJECT MANAGEMENT

Initial Project Staffing Costs – Establishing a new Project and bringing Additional Donors onboard

The project will establish the new RoL phase (2021-24) for UNDP Yemen's GRoL Portfolio. Due to the fact it is a new programming phase and the Netherlands funded project represents the initiation of the programme and 50% of the entire programme budget, including 50% of the entire Programme Budget's Common Services charges. With other donors anticipated to support the overall programme budget (approximately USD 17-18 million) from 2022, the Netherlands-funded project (USD 9-million) currently includes 50%¹⁸ of all of the staffing costs (including both national and international staff, salaries and allowances).¹⁹

This said, particularly in reference to the below section on "Cost Efficiency and Effectiveness", each of the staff included within the project plays a specific and important role. Given that the project will be rolled-out in both the north and the south of Yemen, in certain staff positions, a national staff role is required in Aden and Sana'a respectively (for example the two national Lawyer posts).

In this regard, the Netherlands-funded project, will include the following staff position costs:

The Project Implementation Team

The project team will be responsible for implementing the present project according to specific terms of reference, under the overall direction of the GRoL Team Leader (as the RoL Programme Manager), with activity oversight by the Project Manager and the Project Board. The project will provide salaries for seven project roles, including:

The Project Manager (International, with associated senior technical and advisory experience as a requirement) will be responsible for oversight of the project, stakeholder engagement with national and international interlocutors, and overall quality assurance of activities and reporting. The Project Manager will ensure the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost via a quality assurance process led by the GRoL Portfolio and Team Leader. And will, in collaboration with the

¹⁸ In the off chance that UNDP GRoL RoL Programme is unable to secure additional donors, UNDP and the Embassy of the Netherlands will sit together to recalibrate the remaining 50% of staff costs to the Netherlands budget to ensure project continuity for the full three-year duration. A paragraph/clause will be included in the Agreement with the Government of Netherlands stipulating this so as to ensure that the Netherlands project can be completed with all required staff if no other donors join the larger programme.

¹⁹ The online UN salary calculators with the Netherlands? I.e: Local staff: <https://info.undp.org/gssu/online-tools/SalCalcLocal/SalCalcLocal.aspx>; and International staff: <https://info.undp.org/gssu/online-tools/SalCalcInt/SalCalcInt.aspx> [last accessed on 23 August 2021].

GRoL Team Leader, have responsibility for managing daily decision-making for the project. The Project Manager's prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost, along with providing regular reporting updates in line with donor agreements and UNDP's regulations. This is a Professional Level 4 post and the project document budget contains 50% of the costs for this post, with the other 50% to be covered by another donor. The 50% costs include a proportion of the salary, hardship allowance, pension and insurance.

The Junior Professional Officer will provide project and programme support, analysing and researching information, preparing briefs, coordinating with stakeholders, contributing to reports and contributing to monitoring and evaluation. The JPO programme provides on-the-job training for young professionals who wish to obtain practical experience in development assistance. The JPO will ideally be based in Amman, due to current constraints on JPOs being based inside Yemen. The JPO reports to the Project Manager, and may be requested to take on additional duties at the request of the RoL Programme Manager if required. This post is requested to be filled by the Government of the Netherlands.

National Rule of Law Officers based in Sana'a and Aden and will be responsible to support the implementation of project activities by UNDP and partners. The National Officers will analyse political, social and economic trends and be involved in the formulation, management and evaluation of project activities within project outputs, and will provide advice services to the Project team. The National Rule of Law Officers will maintain close relationships with counterparts, implementing partners and beneficiary groups. The National Rule of Law officers will provide quality assurance of partner implemented activities, in accordance with their subject matter expertise. These are Yemeni staff positions and include salaries, pensions and insurance.

Police Adviser Community Security - International – will regularly travel to project sites in governorates as security permits and activities require. The role will report to the Project Manager. The Police Advisor focus on the following result areas:

- Works with partners to design and test model approaches to policing, safety and security in Yemen;
- Works with the Directorate of Research, Directorate of Training, and police training institutes, to strengthen police training approaches and to integrate best practices from NGO-led training courses and international standards into core police training curricula;
- Strengthen police responses to SGBV, with improved two-way referral pathways between police and support providers; and
- Provides technical assistance and quality assurance on community safety and security issues: working with rule of law institutions, civil society and partners to ensure that activities comply with international standards and best practices, including UNDP guideline on Community Security and Social Cohesion and UN's Strategic Guidance Framework (SGF) for International Policing.

This is a Professional Level 4 post and associated costs include salary, hardship allowance, pension and insurance. This post requires an international staff member with experience working in police policy, strategy and training at a national level and in the position of an acting police staff, along with international experience of working in police as a Police Advisor with the Department of Peacekeeping Operations, along with significant conflict experience. This role will lead UNDP RoL project activities on police training and play a key role in model police station piloting, along with assisting on all other areas of the project – working closely with the Project Manager and the GRoL TL.

Admin/Finance Analyst (national) will be responsible for guidance on overall financial management of the project including the release of funds, quality of financial delivery, audit process, financial reports to UNDP and donor etc. This is a Yemeni staff position and includes salary, pension and insurance.

Communications / Reporting Officer (national) will be responsible for the collation of results, preparation of reports for internal and external audiences, and the dissemination of project results and advocacy pieces in accordance with the project's communication strategy. This is a Yemeni staff position and includes salary, pension and insurance.

Cost Efficiency and Effectiveness

The project will prioritise maximising the efficiency and effectiveness of UNDP's support for intended beneficiaries and on delivering value for money for donors and taxpayers. In this regard, the project will ensure value for money through tracking performance against a range of value for money indicators that span both the length of the results chain (from inputs, activity, output, outcome, impact) and the complete programme timeframe (programme inception to completion). Value for money is a requirement under the UNDP Programme and Operation Policies and Procedures (PoPP). Following the 4 E's approach (economy, cost effectiveness, cost efficiency, equity), the project will manage costs according to UNDP and donor requirements.

The project will share costs as much as feasible, particularly with other UNDP projects. Operational support costs including security and medical support are shared across the UNCT in Yemen. The UNDP benefits from collaboration with implementing partners, which have already established offices that can be utilised on a pro-rata basis without requiring UNDP to fund the construction of new facilities. As mentioned above, when additional donors are entering the fund pipeline, the GRoL Team Leader (and head of the RoL Programme) will discuss with the Project Manager and the GRoL Programme Team, the shifting of staffing costs to additional donor budgets who are in the pipeline to support the programme.

Using competitive processes: The UNDP procurement policy requires projects to consider and compare competing methods and partners in procurement or programme decisions, and to select the option that offers the optimal mix of costs and benefits. The project will strictly apply competitive selection processes when selecting partners and contractors.

Using evidence-based decision making: Evidence-based decision making requires systematic, structured and rational approaches to decision making, framed around logical arguments informed by accurate analysis. This requires the project to focus on learning from past experience to avoid adopting methods and approaches that have not been successful in the past.

Adopting flexibility: Value for money requires that organisational systems are proportional to the capacity and need to manage results and/or deliver better outcomes and be calibrated to maximise efficiency. UNDP's ongoing commitment to business process reforms to eliminate inefficiencies, waste and duplication will help achieve this. At project level, UNDP's business processes, policies and systems will be adopted with a clear understanding of transaction costs, measured against the potential benefits.

Risk Management: Performance and risk management are integral to value for money and to maximising the effectiveness of interventions. The project will continuously review contracts and other engagements and projects for quality to ensure that they are meeting their objectives and delivering maximum impact. Robust approaches to risk management are also critical to the project to maximise the likelihood of achieving objectives and thereby contribute to overall effectiveness.

The project strictly implements UNDP's integrity risk management systems to prevent fraud and corruption and ensure resource allocations reach the intended targets.

Experimentation and innovation: All of the project's interventions will be delivered in an inherently volatile and risky environment. To maximise impact, the project will adopt creativity and flexibility in the design and delivery projects. This can be fostered through the trialling of experimental and innovative mechanisms where there are reasonable grounds to expect better overall outcomes. The project team will be encouraged to have the appetite to trial new ways of delivery and a recalibration of risk tolerance.

Accountability and Transparency: Accountability and transparency are central to value for money as they strengthen responsibility for results and can contribute to the continuous improvement of organisational processes. Effectiveness requires that the project is held accountable by donors, by national partners and beneficiaries for delivering results. This helps to create appropriate incentives for optimal performance. The project will hold partners accountable and demand transparency at all levels to facilitate honest dialogue about the overall impact of interventions.

Protection Principles, Protection Mainstreaming and the Right to Privacy: The RoL Project will mainstream the Global Protection Cluster Protection Principles. Protection mainstreaming is the process of incorporating protection principles and promoting meaningful access, safety and dignity in humanitarian aid. **The following elements must be taken into account in all humanitarian activities:**

1 – Prioritise safety & dignity, and avoid causing harm: Prevent and minimize as much as possible any unintended negative effects of your intervention which can increase people's vulnerability to both physical and psychosocial risks.

2 – Meaningful Access: Arrange for people's access to assistance and services – in proportion to need and without any barriers (e.g. discrimination). Pay special attention to individuals and groups who may be particularly vulnerable or have difficulty accessing assistance and services.

3 – Accountability: Set-up appropriate mechanisms through which affected populations can measure the adequacy of interventions, and address concerns and complaints.

4 – Participation and empowerment: Support the development of self-protection capacities and assist people to claim their rights.

In this respect, certain activities within this project will involve sensitive information and closed processes. UNDP will respect the rules of access for all its staff in and around such activities and processes and any decisions on who can and will attend on behalf of the Project or UNDP Yemen will be made by the TL GRoL (also in the role of RoL Programme Manager). In this manner, such processes will adhere to protection principles, ensuring the minimisation of any unintended negative effects of the interventions. The project team, alongside the Programme Team, will establish a Protection Mainstreaming Approach to its activities in consultation with beneficiaries during the Inception Phase of the project.

The project will additionally apply the “UN Global Pulse Principles on Data Protection and Privacy”, made up of *principles that are intended to help ensure that individuals and groups of individuals whose data is used by our organization are not adversely affected by our projects. The RoL Programme Manager will work with the Management Support Unit to ensure information and data from the project is channelled in an appropriate manner and in cognizance with the Global Pulse Principles.*²⁰

Covid-19 Contingency Planning

The COVID-19 response under the proposed project will build on UNDP’s immediate assistance to national rule of law and security institutions following the outbreak in 2020. UNDP will continue to work closely with development partners, national and subnational authorities, civil society organisations and communities to deliver the project with minimal risks of infection to all relevant stakeholders. The RoL project will undertake COVID-19 awareness activities and collaborate with other COVID-19 response projects implemented by UNDP and other partners to provide relevant support like personal protective equipment to targeted institutions and communities - prisons, police stations - along with bringing in other international partners, such as ICRC and WHO, to assist with provision of medical supplies and support (for example, to prisons involved in the project model piloting

As the pandemic wanes, the RoL project will support national and subnational authorities to undertake after-action reviews, to inform future practices and reform where appropriate. This is particularly relevant for police sectors, where the UNDP has accumulated decades worth of international best practices.^[1] In this regard, the RoL project can facilitate with improving community-police relations, aligning responsibilities of police and other state services to their respective strengths, and strengthening oversight and accountability mechanisms. In the longer-term, the pandemic may also offer opportunities.^[2] In the criminal justice sector, for example, the RoL project can analyse the impact of practices developed in response to the pandemic on budgets, communities and rehabilitation prospects with a view towards their institutionalisation. This could include the potential release of non-violent prisoners, adjusting arrest and prosecution strategies and non-custodial sentencing, such practices making justice systems more accessible and efficient.

Project Management

The project will be implemented in three governorates of Yemen (Aden, Hodeidah, Sana’a), with provision for implementation in a fourth governate (Hadramawt) subject to the decision of the Project Board. UNDP operates dedicated offices and accommodation in Aden and Sana’a, and has access to shared UNCT offices and accommodation in Hodeidah and Hadramawt. Project staff in Sana’a will travel to support activities in Hodeidah, and Project staff in Aden will travel to support activities in Hadramawt.

The project will benefit from existing technical expertise available within the UN, through close collaboration with OSESGY and UN partner organisations including UNFPA, UNHCR, UNICEF and UN Women.

As part of UNDP’s Governance and Rule of Law (GRoL) Portfolio, the project will be supported by a Programme Officer and the GRoL Portfolio Team Leader (who is also head of the RoL Programme). The GRoL Portfolio will also provide quality assurance for the implementation of activities. Where

²⁰ [UN Global Pulse Principles on Data Privacy & Protection • UN Global Pulse \[last accessed on 21 September 2021\].](#)

[1] Refer to: [COVID and the Rule of Law: A dangerous Balancing Act | United Nations](#) [last accessed on 16 August 2021].

[2] Refer to: [Beyond Recovery: Towards 2030 | United Nations Development Programme \(undp.org\)](#) [last accessed on 16 August 2021].

feasible, the project will share costs (including staffing) on a pro-rata basis with other projects to ensure cost-effectiveness.

Direct Project Costs: In line with the UNDP Executive Board approved Policy on Cost Recovery (EB document DP-FPA/2012/1, and DP-FPA/2013/1 and EB Decision 2013/9), organisational costs incurred by UNDP in terms of staff time and other implementation costs of a policy-advisory, technical and implementation nature essential to deliver development results of the project will be included in the project budget and directly charged. This includes the Direct Project Services (DPS) provided by UNDP Country Office, according to UNDP Direct Project Cost (DPC) policy. DPS costs are those incurred by UNDP for the provision of services that are execution driven costs, directly related to the delivery of project.

Common services: This cost includes the yearly payments for office space and secured accommodation occupied by Project staff and consultants in UNDP office and sub-offices, as well as secured accommodation for internationally deployed staff and consultants in UNDP accommodation and guest houses in the field – and the share for the security services and installations and use of the UN clinic services and transportation costs to run the armoured convoys for trips to and from work and internal movement. The secured accommodation costs are directly linked to and necessary for implementation of the project activities by the project personnel working in Yemen. Yemen is a conflict country and secured accommodation for the project personnel is crucial to ensure their safety and security as prescribed by the United Nations Safety Security framework. The costs are calculated on a prorata basis and shared by all the projects implemented in the country office as per UNDP methodology.

1% Coordination Levy: Pursuant to paragraph 10(a) of United Nations General Assembly Resolution 72/279 of 31 May 2018, an amount corresponding to 1% of the contribution to UNDP's RoL Project shall be paid to fund the United Nations Resident Coordinator System. UNDP confirms this project is subject to the 1% Coordination Levy (indicated in the Budget). UNDP's decision to apply the levy is in keeping with the check list and definitions for application of the levy.²¹ The amount of the levy is calculated as 1% of the overall contribution including cost recovery to the project and is included within the overall amount of USD9-million within the project budget; the coordination levy for this agreement is approximately US\$89,109.

This project will be subject to the internal and external auditing procedures provided for in the financial regulations, rules and directives of UNDP Yemen.

²¹ [Coordination-Levy-Operational-Guidance 25 July 2021.pdf \(un.org\)](#) [last accessed on 24th August 2021]; [UNGA Adopts Resolution on UN Development System Reform | News | SDG Knowledge Hub | IISD](#) [last accessed on 24th August 2021]; [Simplified-checklist-to-determine-levy-application.pdf \(un.org\)](#) [last accessed on 24th August 2021].

V. RESULTS FRAMEWORK

Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework:

OUTCOME 2 No-one left behind, centering on equitable access to opportunities and a rights-based approach to human agency and human development

CPD 2019-2022 Outcome, Yemenis contribute to and benefit from inclusive, accountable and gender responsive governance, at local and central levels.

Outcome Indicator 1.2: # of population access essential public services

Applicable Output(s) from the UNDP Strategic Plan 2022-2025:

2.2 Civic space and access to justice expanded, racism and discrimination addressed, and rule of law, human rights and equity strengthened

CPD 2019-21 Output 1.2: Public security and access to justice improved, with a focus on women and marginalised groups

Indicator 1.2.1: Number and proportion of the population who have access to justice, disaggregated by sex and groups

Indicator 1.2.1: # of Rule of Law related institutions rehabilitated and operationalized - *Baseline: 0, target 20*

Project title and Atlas Project Number: Promoting Inclusive Access to Justice in Yemen (PIAJ) 00138574

EXPECTED OUTPUTS	OUTPUT INDICATORS ³	DATA SOURCE	BASELINE		DATA COLLECTION METHODS & RISKS				
			Value	Year	Year 1	Year 2	Year 3	FINAL (Cum.)	
Output 1: Inclusive Community Safety improved	1.1 Number of formal / informal institutions strengthened in the field of human security at sub- national level	Register records of the formal and informal local RoL institutions	0	2021	3	4	4	11 (decentralized ROL institutions at subnational levels)	Methods: - Project progress review - Document reviews - Field visits - Review of records from informal sector

	1.2 Number of additional people benefiting from UNDP-supported Community safety - initiatives disaggregated by sex and percentage of youth and marginalized population, disaggregated	Based on census population estimates in locations where the project supports community safety initiatives.	40,000	2021	20,000	30,000	30,000	120,000	<p>Risks: Reliability of population estimates: Official census data is old, and actual populations may vary due to displacement and internal migration.</p> <p>Assumption that UNDP and partners can accurately record numbers of participants and beneficiaries.</p>
	1.3 Number of community representatives consulted on safety issues including IEDs, disaggregated by sex and percentage of youth and marginalised population	Meeting records and monitoring reports	125	2021	400 (300 males, 100 females)	800 (600 males, 200 females)	800 (600 males, 200 females)	2,125 1,500 males, 500 females, 125 not defined.	
Output 2 Access to justice: Increased awareness of rights and use of fair and effective formal and informal justice systems	2.1 Number of community members benefiting from community-based access to justice initiatives implemented in the targeted areas ¹	Based on population data for project implementation areas.	0	2021	75,000	100,000	225,000	400,000	<p>Methods: -Project progress review -Review of design and implementation of the 'model' court. - Review of register books of formal and informal of all RoL institutions'</p>
	2.2 Number of formal / informal justice institutions strengthened in terms of fairness, effectiveness, accountability or independence (sub-national level).	Training and workshop records		2021	3	4	4	11	<p>Risks: Reliability of population estimates: Official census data is old, and actual populations may vary due to displacement and internal migration.</p>
	2.3 Number of disputes / cases that have been assisted, disaggregated by sex and percentage of youth and marginalised population	Case records	0	2021	200, target 30% of cases women / youth / marginalised.	300 target 30% of cases women / youth / marginalised.	300 target 30% of cases women / youth / marginalised.	800 target 30% of cases women / youth / marginalised.	<p>Challenges to access case records to demonstrate the number of people assisted. Some Yemeni mediation models do not yet include case tracking</p>

	3.2 Number of women receiving assistance in SGBV related cases with the support of the project.	Case records	300	2021	200	200	200	900	<p>Methods: Case management records</p> <p>Risks: Assumption that UNDP and partners can accurately record numbers of participants and beneficiaries, particularly in sensitive GBV cases.</p>
Output 4 Protection of detainees strengthened and reintegration into community support	4.1 Number of prison personnel trained in human rights-based prison management, detainee protection and preparation for community reintegration.	Training records	202 (62 women, 140 men)	2021	80	80	80	442	<p>Methods:</p> <ul style="list-style-type: none"> - Field visits - Review implementing partner reports. - Review intake records <p>Risks: Low participation from prisons staff, particularly as salaries are currently paid irregularly. Confidentiality / sensitivity of data relating to the Prison Service</p>
	4.2 Number of detainees benefiting from improved prison conditions (Physical WASH, electrical / solar installations / fans, bedding) by sex	number of detainees in prisons undertaking trainings; registered number of releases, including those having undertaking trainings; registered number of women detainees in the women's shelter	Prison data and targets to be updated during inception phase.					Prison data and targets to be updated during inception phase.	

	4.3 Unsentenced detainees as a proportion of overall prison population		Prison data and targets to be updated during inception phase.					Prison data and targets to be updated during inception phase.	
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VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans:

[Note: monitoring and evaluation plans should be adapted to project context, as needed]

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly	Tracking of project results, using an accessible web portal to display and highlight variances in delivery for management action	UNDP	50,000
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.	UNDP	30,000
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	Twice a Year	Relevant lessons are captured by the project team and used to inform management decisions.	UNDP	60,000
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.	UNDP	150,000

Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.	UNDP	n/a
Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)	Any quality concerns or slower than expected progress should be discussed by the project board and management	UNDP	n/a
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Annually	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.	UNDP	30,000

Evaluation Plan²³

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Mid-term evaluation	n/a	n/a	1	18 months	Authorities, partner UN agencies, donors,	\$40,000
End of project evaluation	n/a	n/a	1	Yr 3	Authorities, partner UN agencies, donors,	\$60.000

²³ Optional, if needed

MULTI-YEAR WORK PLAN ²⁴²⁵

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year				Responsible Party	PLANNED BUDGET			Budget notes
		2021 (Q4)	2022	2023	2024 (Q1-3)		Funding Source	Budget Description	Amount (USD)	
Output 1: Community security enhanced through inclusive process.	Activity 1.1.1: Community safety initiatives – with linkages to SIERY mechanisms at local government		170,000			UNDP	Netherlands	72600 - grants	170,000	Based on historical grants to local NGOs.
		6,048	72,576	72,576	18,144			61300 - Salary and Post adjustment	169,344	25% of P4 police adviser (International) = 25% x \$290,304 per year. The 2021 full time annual cost basis at P4 includes: salary (\$109,365.80), re-occurring costs (112,832.30), non-recurring costs(43,829.32), centrally managed costs (28,281.65). Note that salary provisions are subject to annual review

²⁴ Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

²⁵ Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP RoL programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

										<p>Common services for 25% of P4 Intl police adviser based in Sana'a.</p> <p>100% annual cost basis for 2021 = \$163,200, comprising Office space (21,000), security (24,000), secured accommodation (100,000), Dispensary (3,500), local transport (14,700).</p> <p>Note that common services provisions are subject to annual review</p>
		10,200	40,800	40,800	30,600			Common services	122,400	
Activity 1.1.2: - INGO/NGO - facilitated process on prioritisation of safety and security issues and solutions			250,000	250,000	100,000	HiiL/or a similar organisation	Netherlands	72600 - grants	600,000	HiiL/or a similar organisation provisional budget is allocated across the three outputs that they would contribute towards.

Activity 1.2: C-IED Risk Education and Community policing	30,000	210,000	210,000		UNDP		72600 - grants 75700 - Training, Workshops and Conferences 72200 - Equipment	450,000	Includes provision for: Engagement of NGO to support community consultations on IEDs, training of IED responders, equipment for IED responders trained, training of criminal justice actors on C-IED
Activity 1.3: Model policing initiatives		300,000			UNDP	Netherlands	Contractual services companies -	300,000	Provision for initiatives to improve police service delivery and accessibility - eg Crater Police Station rehabilitation of room for women police and furniture
	10,411	41,643	41,643	31,232			Contractual services individuals -	124,929	National Police Adviser, SB 4 level 50% contribution

		6,813	27,250	27,250	20,438	UNDP	Netherlands	Common services	81,750	<p>Common services for National Police Adviser, SB4 Sana'a</p> <p>100% annual cost for 2021 = \$54,500, comprising: Office space (21,000), security (24,000), Dispensary (3,500), local transport (6,000).</p> <p>Note that common services provisions are subject to annual review</p>
	MONITORING (internal)	5,000	10,000	10,000	5,000	UNDP	Netherlands	72605 - Travel	30,000	Provision for travel for project team to monitor activities implemented by partners (DSA and internal Yemen travel costs)
	Sub-Total for Output 1	68,471	1,122,269	652,269	205,414				2,048,423	
Output 2: Access to justice: Increased awareness of	Activity 2.1 Community based access to justice - JCCs and legal assistance initiatives	-	200,000	100,000	-	UNDP	Netherlands	72600 Grants -	300,000	Provision for 2 governorates / 18 months based on historic grants

rights and use of fair and effective formal and informal justice systems by people from all groups	Activity 2.2 Expedite access to justice	-	100,000	100,000	-	UNDP	Netherlands	72600 - Grants	200,000	Formal justice system capacity building - historical costs approx \$20k per workshop / training course
	Activity 2.3.1 Rule of Law sectoral coordination - Annual ROL conference	20,000	10,000	-	-	UNDP	Netherlands	72100 - Contractual services - companies	30,000	Budget for Annual ROL conference, including preparatory Steering Committee events
	Activity 2.3.2 Rule of Law sectoral coordination – Hiil/or a similar organisation - facilitated process on prioritisation of justice issues and solutions	-	400,000	100,000	100,000	Hiil/or a similar organisation	Netherlands	72600 - Grants	600,000	HiLL provisional budget is allocated across the three outputs that they would contribute towards.
	Activity 2.4 Expanding the evidence base through surveys and research (including University research partners)	-	60,000	30,000	-	UNDP	Netherlands	72600 - Grants	90,000	Provision for 1-2 research studies with national institute, depending on scale of the study. Proposed partners are University of Aden and University of Sana'a.
	Project staff – National Rule of Law Project Officer (Sana'a - SB4 50%)	10,411	41,643	41,643	31,232			71400 Contractual services individuals	- -	124,929

	Common servicers (ROL Project officer - Sana'a)	6,813	27,250	27,250	20,438			Common services	81,750	Common services for National Police Adviser, SB4 Sana'a 100% annual cost for 2021 = \$54,500, comprising: Office space (21,000), security (24,000), Dispensary (3,500), local transport (6,000). Note that common services provisions are subject to annual review
	MONITORING (internal)	5,000	15,000	15,000	5,000		Netherlands	72605 -Travel	40,000	Provision for travel for project team to monitor activities implemented by partners (DSA and internal Yemen travel costs)
	Sub-Total for Output 2	42,223	853,893	413,893	156,670				1,466,679	
Output 3: Gender justice capacity strengthened through gender-	Activity 3.1. Enhance the capacity of women security and justice actors to protect women, girls, men and boys from GBV									

inclusive institutions	Activity 3.1.1. Capacity building and networking / peer support for female ROL actors in accordance with 1325 Agenda	-	50,000	-	-	YWU	Netherlands	75700 Training, workshop and conference	50,000	Training and workshops by YWU.
	Activity 3.1.2. Strengthened SGBV response including shelter capacity with YWU, improved referral pathways and legal access	10,000	190,000			YWU / PWP	Netherlands	contractual services - companies	200,000	Planned allocation is \$200,000 for infrastructure and equipment, pending the preparation of detailed engineering studies and estimates.
		10,000	70,000	20,000		YWU	Netherlands	75700 Training, workshop and conference	100,000	Allocated for technical activities, including workshops and training courses, based on current implementation costs with local NGO partners.
	Activity 3.2. Promote partnership and collaboration between women justice actors and civil society leaders at multiple levels to work towards GBV protection and local peacebuilding.	10,411	41,643	41,643	31,232	UNDP	Netherlands	71400 - contractual services individual - National ROL officer (Aden)	124,929	National Rule of Law officer Aden, SB 4 level, 50% contribution

		6,048	72,576	72,576	18,144	UNDP	Netherlands	61300 - salary Intl Police adviser (50%)	169,344	<p>50% of P4 police adviser (International) = 50% x \$290,304 per year. The 2021 full time annual cost basis at P4 includes: salary (\$109,365.80), recurring costs (112,832.30), non-recurring costs(43,829.32), centrally managed costs (28,281.65).</p> <p>Note that salary provisions are subject to annual review</p>
		9,188	36,750	36,750	27,563	UNDP	Netherlands	common services	110,250	<p>Common services for National Rule of Law Officer, SB4 Aden 50%</p> <p>100% annual cost for 2021 = \$54,500, comprising: Office space (40,000), security (24,000), Dispensary (3,500), local transport (6,000).</p> <p>Note that common</p>

									services provisions are subject to annual review	
		10,200	40,800	40,800	30,600	UNDP	Netherlands	common services	122,400	<p>Common services for 25% of P4 Intl police adviser based in Sana'a.</p> <p>100% annual cost basis for 2021 = \$163,200, comprising Office space (21,000), security (24,000), secured accomodation (100,000), Dispensary (3,500), local transport (14,700).</p> <p>Note that common services provisions are subject to annual review</p>
Activity 3.3 Empower women security and justice actors within rule of law institutions										

	Activity 3.3.1. HiiL/or a similar organisation facilitated process to identify gender related initiatives to strengthen the inclusivity, representation and accessibility of justice and security institutions		400,000	300,000	100,000	HiiL/or a similar organisation	Netherlands	72600 - grants	800,000	HiiL provisional budget is allocated across the three outputs that they would contribute towards.
	MONITORING (internal)	5,000	15,000	15,000	5,000		Netherlands	72605 - Travel	40,000	Provision for travel for project team to monitor activities implemented by partners (DSA and internal Yemen travel costs)
	Sub-Total for Output 3	60,846	916,769	526,769	212,539				1,716,923	
Output 4: Protection of detainees strengthened and reintegration into community supported	Activity 4.1 Improving prison conditions through provision of WASH, electrical/solar installations, and bedding facilities.	-	60,000	80,000	60,000	UNDP	Netherlands	72100 - Contractual services - companies	200,000	Provision based on historical costs to provide solar systems and bedding / NFI items in Aden / Sana'a prisons
	Activity 4.2 Rehabilitation of prisons and detention centres, including juvenile sections	-	200,000	100,000	-	PWP	Netherlands	72100 - Contractual services - companies	300,000	Provision for rehabilitation in 2 prisons. Prisons previously assessed by engineers in ROL Phase 1.

	Activity 4.3 Rehabilitation and reintegration of detainees.	-	80,000	80,000	40,000	UNDP	Netherlands	72600 - grants	200,000	Provision based on historical grant to local NGO to provide vocational training and support in Aden prison
	Activity 4.4 Human rights based prison management in collaboration with PRI					UNDP		72600 - grants	0	Technical advisory activity with project staff and partners
	MONITORING (TPM)		25,000	25,000	20,000			72100 - Contractual services - companies	70,000	Third party monitoring fees per visit plus contribution to Output / outcome level field survey monitoring
	Sub-Total for Output 4	-	365,000	285,000	120,000				770,000	
Project management	Activity 5.1 - Technical and operational management of the project to achieve intended objectives.									

5.1.1 Project staff international and national										50% of P4 PM (International) = 50% x \$325,618 per year. The 2021 full time annual cost basis at P4 level includes: salary (\$128,797), recurring costs (119,299), non-recurring costs(44,353), centrally managed costs (33,169). Note that salary provisions are subject to annual review
	40,702	162,809	162,809	122,107	UNDP	Netherlands	61300 - Salary and Post adjustment - PM P4 50%	488,427		
	13,158	52,633	52,633	39,474	UNDP	Netherlands	71400 Contractual services individual National Coordinator SB 5	157,898		50% of SB 5 National Coordinator, Aden
	-	-	-	-	Netherlands	Netherlands	Junior Professional Officer (Amman)	0		Supported through Netherlands direct contribution
	10,411	41,643	41,643	31,232	UNDP	Netherlands	71400 Contractual services individual Admin / Finance officer SB4	124,929		National Admin / Finance officer, SB 4 level, Sana'a (50%)

		10,411	41,643	41,643	31,232	UNDP	Netherlands	71400 Contractual services individual Communications / Reporting officer SB4 - - -	124,929	National Communications and Reporting Officer, SB 4 level (50%)
		7,000	14,000	14,000	7,000	UNDP	Netherlands	71400 Contractual services individual Consultant M&E adviser - -	42,000	International consultant, 60 working days total \$700 per working day.
		20,400	81,600	81,600	61,200			Common services - PM	244,800	Common services for 50% of P4 PM based in Sana'a. 100% annual cost basis for 2021 = \$163,200, comprising Office space (21,000), security (24,000), secured accomodation (100,000), Dispensary (3,500), local transport (14,700). Note that common services provisions are subject to annual review

		9,188	36,750	36,750	27,563			Common services Admin Finance officer	- /	110,250	<p>Common services for 50% National Coordinator, SB5, Aden</p> <p>100% annual cost for 2021 = \$73,500, comprising: Office space (40,000), security (24,000), Dispensary (3,500), local transport (6,000).</p> <p>Note that common services provisions are subject to annual review</p>
		6,813	27,250	27,250	20,438			Common services Admin Finance officer	- /	81,750	<p>Common services for 50% National Admin / Finance officer, SB4 Sana'a</p> <p>100% annual cost for 2021 = \$54,500, comprising: Office space (21,000), security (24,000), Dispensary (3,500), local transport (6,000).</p> <p>Note that</p>

									common services provisions are subject to annual review
		6,813	27,250	27,250	20,438			Common Services - Communications Reporting officer /	81,750 Common services for 50% National Communications and Reporting Officer, SB4 Sana'a 100% annual cost for 2021 = \$54,500, comprising: Office space (21,000), security (24,000), Dispensary (3,500), local transport (6,000). Note that common services provisions are subject to annual review
			5,000	5,000	5,000				15,000 Provision for project team equipment - IT

									equipment, furniture
		4,000	4,000	2,467			72100 - Contractual services - companies	10,467	Translation services
5.1.2 Management services, quality assurance and oversight services, communications and visibility, regional services, operations		150,000	150,000	150,000		Netherlands	Country support - Direct Project Costs (DPC)	450,000	based on 5% of project budget
5.1.3 Audit (third party spot checks and audit fees)	10,000	10,000	10,000	20,000	UNDP	Netherlands	Professional services	50,000	
Activity 5.2: Lessons learnt are developed and shared and contribute to shaping the post-conflict Yemeni state									
5.1.1 Communications	10,000	29,703	29,703	19,703	UNDP	Netherlands	72400 - Communications	89,109	1% provision - Production and distribution of communications materials - web, photo, video, social media, print
5.2.2 Learning / Knowledge Materials: design and printing	0	3,891	4,000	3,000	UNDP	Netherlands	72100 - Contractual services - companies	10,891	Production of knowledge products including reports and studies

	5.2.3 Annual conferences/meeting (International Flights UNHAS Flights, transport costs, DSA)	0	20,000	20,000	20,000	UNDP	Netherlands	75700 - Training, workshops and conferences	60,000	translation, catering, transport, stationary, printing
	Evaluation			40,000	60,000	UNDP	Netherlands	71400 - Contractual services individual	100,000	mid-term and final evaluation
	Sub-Total for Project Management	144,894	708,172	748,281	640,853				2,242,200	
UNDP Project Budget		316,435	3,966,103	2,626,212	1,335,475				8,244,225	
General Management Support 8%		25,588	320,718	212,368	107,993	UNDP	Netherlands		666,667	based on 8% of project budget
Total UNDP Budget		342,023	4,286,821	2,838,580	1,443,468				8,910,891	
UN Coordination levy 1%		3,420	42,868	28,386	14,435	UNDP	Netherlands		89,109	based on 1% of project budget
TOTAL (With Coordination Levy)		345,444	4,329,688	2,866,965	1,457,903				9,000,000	

VII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

The project structure consists of four layers i.e., Project Board; Technical and Advisory Team; Project Implementation Team and Project Quality Assurance. The key roles are outlined below:

A Project Board will preside over this project offering advice and guidance to overall implementation of the project. Should there be in major changes in the landscape, this organ will lay the strategic guidance on how to meet such challenges and with what appropriate measures. The project board will be supported by UNDP Governance and Rule of Law Portfolio, Police Advisors and the Project Manager. The project board will convened bi-annually.

The Project board will:

- Review and approve the annual work plan of the project and the quarterly work plans if necessary;
- Review the progress report and ensure that obstacles to smooth implementation of the project are addressed; and
- Suggest revisions/measures or reallocation of funding if the project faces obstacles in implementation under any given section.

In addition, the Project Board will have the following roles:

Executive, the Executive is ultimately responsible for the project, supported by the Senior Beneficiary and Senior Supplier. The Executive's role is to ensure that the project is focused throughout its life cycle on achieving its objectives and delivering outputs that will contribute to higher level outcomes. the Project Board will consist of the Country Director of UNDP.

Senior Suppliers, to represent the interests of the parties which provide funding and/or technical expertise to the project (designing, developing, facilitating, procuring, implementing). The Senior Supplier's primary function within the Board is to provide guidance regarding the technical feasibility of the project. The Project Board will include as senior suppliers representatives of donors contributing to the programme. Representatives of participating UN agencies may elect to join the Project Board as senior suppliers, or instead to meet at the component level to deal directly with technical issues.

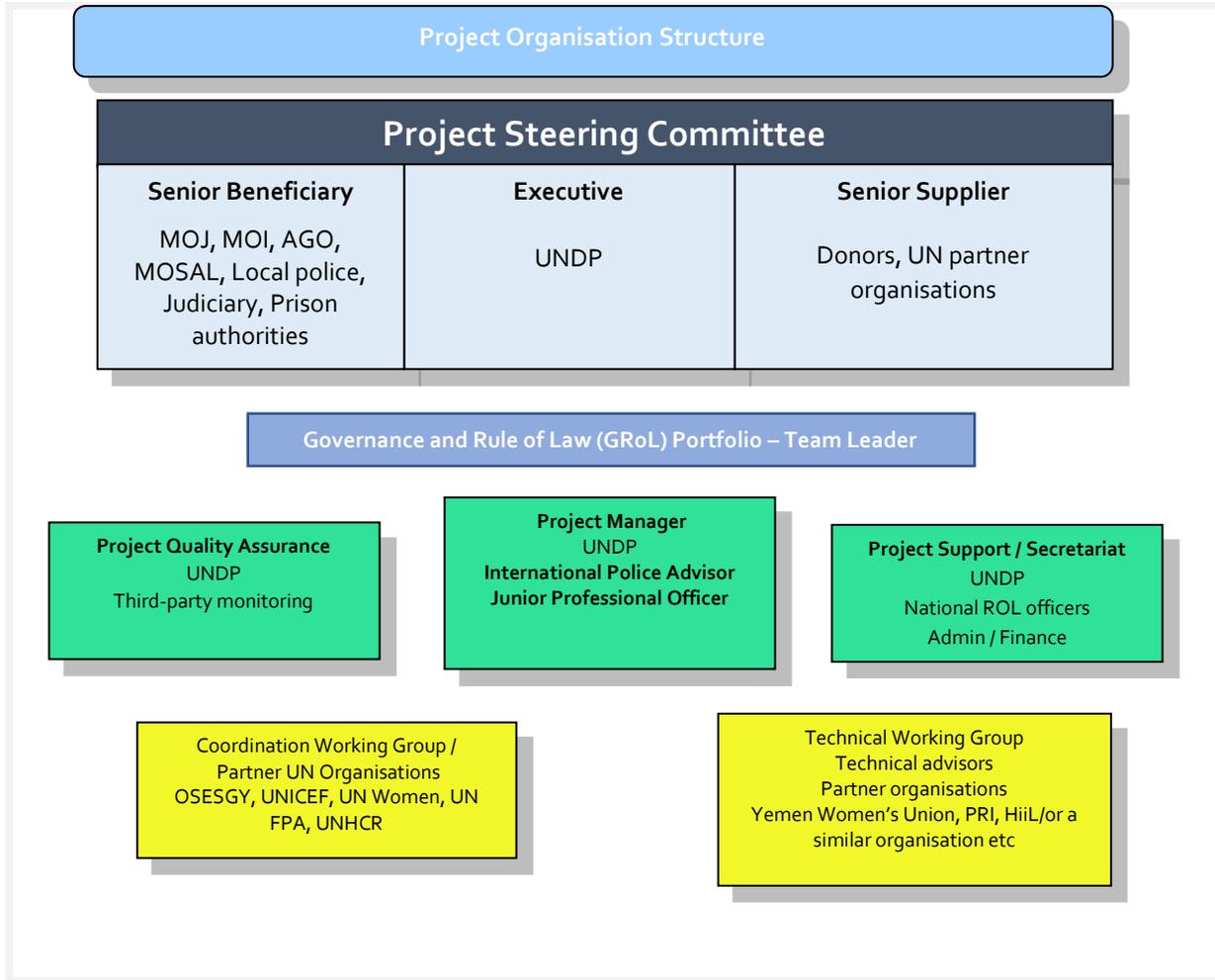
Senior Beneficiaries, responsible for validating the needs and for monitoring that the solution will meet those needs within the constraints of the project. The role represents the interests of all those who will benefit from the project, or those for whom the deliverables resulting from activities will achieve specific output targets to ensure the realization of project benefits. In this case, the Project Board may include representatives of the relevant institutional stakeholders as nominated by the IRG and De-facto authorities and competent CSO representatives.

Technical and Advisory Team

A joint technical and advisory team for the project. The joint technical and advisory team will be composed of UNDP project team (police advisors, project manager and rule of law officers), and designated technical staff from the OSESGY office, with contributions by implementing UN agencies including UNICEF and UN Women in relation to component two. The joint technical and advisory team will be responsible for:

- Review the progress of the project.
- Suggest measures to ensure timely completion of project activities.
- Facilitate overall performance and advancement project implementation and make changes accordingly.
- Facilitate audits and evaluations, and report back to the Project Board.
- Review and approve M&E plan.
- Promote synergies across the project activities and with all cross-cutting themes.
- Coordinate and compile narrative reports and reporting back to the Project Board for review and approval.
- Discuss risks associated with and to the project and determine mitigation plans in connection with the Project team, Governance and Rule of Law Portfolio, and country office.

The Technical and Advisory team will meet at least on quarterly basis or more frequently as required.



VIII. LEGAL CONTEXT

Option a. Where the country has signed the [Standard Basic Assistance Agreement \(SBAA\)](#)

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of (country) and UNDP, signed on (date). All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

This project will be implemented by [name of entity] ("Implementing Partner") in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

IX. RISK MANAGEMENT

UNDP (DIM)

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS).
2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the [project funds]²⁶ [UNDP funds received pursuant to the Project Document]²⁷ are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. 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>).
4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
6. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
 - a. Consistent with the Article III of the SBAA [*or the Supplemental Provisions to the Project Document*], the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
 - i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

²⁶ To be used where UNDP is the Implementing Partner.

²⁷ To be used where the UN, a UN fund/programme or a specialized agency is the Implementing Partner.

- ii. assume all risks and liabilities related to such responsible party's, subcontractor's and sub-recipient's security, and the full implementation of the security plan.
- b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.
- c. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
- d. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and subrecipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.
- e. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and subrecipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
- f. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and subrecipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

UNDP will be entitled to a refund from the responsible party, subcontractor or subrecipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party's, subcontractor's or sub-recipient's obligations under this Project Document.

Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

- h. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.
- i. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
- j. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk Management Standard Clauses" are adequately reflected, *mutatis mutandis*, in all its subcontracts or sub-agreements entered into further to this Project Document.

X. ANNEXES

Annex A	List of Acronyms
Annex C	Risk analysis
Annex D	Partner capacity assessments
Annex E	Project Board Terms of Reference and TORs of key management positions

ANNEX A - LIST OF ACRONYMS

CA	Capacity Assessment
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
IDPs	Internally Displaced Persons
IRG	Internationally Recognised Government of Yemen
M&E	Monitoring and Evaluation
MoJ	Ministry of Justice
MOPIC	Ministry of Planning and International Cooperation
NGOs	Non-governmental Organisations
OSESGY	Office of the Special Envoy of the Secretary-General for Yemen
ROL	Rule of Law
SCMCHA	Supreme Council for the Administration and Coordination of Humanitarian Assistance
SDG	Sustainable Development Goal
SGBV	Sexual and Gender-Based Violence
ToT	Training of Trainers
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women

ANNEX B - RISK ANALYSIS

	<i>Risk Description</i>	<i>Assumption</i>	<i>Date Identified</i>	<i>Type</i>	<i>Impact & Probability</i>	<i>Countermeasures / Mgt response</i>	<i>Owner</i>	<i>Submitted, updated by</i>	<i>Last Update</i>	<i>Status</i>
A		Political and Governance Risks for the Programming Environment								
1	State authority declines at the subnational level	The context will remain as it is and working at the subnational levels will continue to allow the RoL project to monitor and adjust engagement if required		Political & Managerial	Medium	Maintaining relationships across district and governorate levels to mitigate changes at the level of the state authorities - no where in Yemen have the formal subnational authorities at the district or governorate level disappeared or been replaced by alternative forms of governance assuming core state functions	UNDP RR and DR, GRoL Team Leader & Project Manager	GRoL Team Leader	n/a	Clear and transparent interaction from the level of the RR, DR of UNDP, down to official Portfolio engagement and regular interaction at the Project level, including interaction with coordinating governance structures such as SCMCHA
2	Governorate authorities have a more political and security provision role. They are vulnerable to national and local conflict dynamics.	Governorate authorities currently operate in a controlled manner in line with the two governing subnational structural levels of coordination – this is expected to continue				Maintaining relationships across district and governorate levels - particularly as the District authorities are better insulated from the debilitating effects of the conflict so where issues have arisen at the Governorate level in the previous project phase, the RoL Project was able to continue working due to strong relations at the District level.	UNDP RR and DR, GRoL Team Leader & Project Manager			Clear and transparent interaction from the level of the RR, DR of UNDP, down to official Portfolio engagement and regular interaction at the Project level, including interaction with coordinating

	Risk Description	Assumption	Date Identified	Type	Impact & Probability	Countermeasures / Mgt response	Owner	Submitted, updated by	Last Update	Status
B		Project and Activity Risks for Operations and Project Implementation								
1	Lack of participation and support from the Government's direct beneficiary and key stakeholders for timely implementation and participation. Potential for interference by spoilers.	By engaging with direct beneficiaries and stakeholders from project design through to completion, the project will incorporate and build-in local ownership to facilitate both participation and with it implementation		Political & Managerial	Medium	Regular update meeting with stakeholders	UNDP Project Manager	UNDP Project Manager	n/a	Clear Steering Committee and working group from the different stakeholders
2	Delays in procurement related issues detailed in "The Action Plan"	Procurement and logistical delays have been and are anticipated to remain issues that the project must undertake adequately planning for so as to mitigate undue delays		Logistical/Operational	Medium	Detailed timetable; Detailed fact-finding done; Business processes streamlined; adherence to standard operating procedures	UNDP Project Manager	UNDP Project Manager	n/a	Adherence to UNDP procurement guidelines and procedures; Back up of UNDP logistics and expertise;
3	Ongoing insecurity, potential for outbreaks of violence or serious deterioration of the security environment in Yemen	It is anticipated that outbreaks of violence can and may occur in the future in project areas. The project will remain flexible to adapt to any		Security	Medium	Compliance with UNDSS security directives and MOSS standards	UNDP Project Manager	UNDP Project Manager	n/a	Already compliant.

	Risk Description	Assumption	Date Identified	Type	Impact & Probability	Countermeasures / Mgt response	Owner	Submitted, updated by	Last Update	Status
		change in the security context								
4	Corruption, lack of resources, unpaid wages, lack of presence service providers affect project delivery and implementation or affect sustainability. War damaged infrastructure, frequent electricity interruptions and lack of equipment may limit the operating environment for achieving results.	It is assumed that the current levels of corruption, lack of resources and unpaid wages will continue in Yemen but will not further impact the new project than it has in the previous period		Security and Operational	Medium	Ensure UNDP process and due diligence is undertaken, including application of the Code of Conduct to Project Staff and IPs. Apply adaptive management to create solutions where they occur and test model/pilots in Sana'a and Aden where the previous project is already established and there are service providers available. Also ensuring ongoing M&E, including "spot-checks" on activities and regular meetings with governing authorities and the project board where problems arise.				
5	Implementation of activities is not accepted or there is resistance by communities	By engaging with direct beneficiaries and stakeholders from project design through to completion, the project will incorporate and		Political	Medium	Increased engagement with Aqils, sheikhs, community leaders, and indigenous civil society organizations, placing an emphasis on conflict sensitivity in all project activities;	UNDP Project Manager	UNDP Project Manager	n/a	Participatory planning and community mobilization; practical support for communities

	Risk Description	Assumption	Date Identified	Type	Impact & Probability	Countermeasures / Mgt response	Owner	Submitted, updated by	Last Update	Status
	Perception that international/ UN interventions are not impartial	build-in local ownership to facilitate both participation and with it implementation UNDP RoL Programme and Project Teams, will continue to undertake careful relationship management and steps to ensure activities, wherever possible in equal measure in the north and the south		Political	Medium	<ul style="list-style-type: none"> - Continuous engagement and monitoring of perceptions at all levels. - Continuous sharing of local knowledge - Careful selection of beneficiaries, with strong involvement of local partners and community members with different affiliations. - Conflict analysis to consider the consequences of UN's interventions and partnership 	UNDP GRoL Team Leader & Project Manager	UNDP GRoL Team Leader & Project Manager		Working with and through local, neutral and socially accepted partners.
6	Resistance from new local players "New Lords of War" who see the project as a threat to their existence and power.	The project will not face any resistance from new local players and will be able to carefully manage any such occurrence		Political	High	More coordination with Local security and local authorities, along with local customary mechanisms and mediators	UNDP Project Manager	UNDP Project Manager		To be informed by local assessments and HRDDP process.
7	Unvetted police and informal security actors may have committed previous atrocities or commit future atrocities	Engage with formal structures and bring in respected customary actors – building capacity based upon global standards – will ensure UNDP does not engage with		Programme / Political	Medium probability, high impact	<p>Conduct the HRDDP assessment in accordance with UNDP tool during Phase 1, to guide engagement with police and informal security actors in Phase 2.</p> <p>Limit Phase 1 police activities to community</p>	UNDP Project Manager	UNDP Project Manager		Community security and justice assessments in Phase 1 will inform the development of the HRDDP.

	<i>Risk Description</i>	<i>Assumption</i>	<i>Date Identified</i>	<i>Type</i>	<i>Impact & Probability</i>	<i>Countermeasures / Mgt response</i>	<i>Owner</i>	<i>Submitted, updated by</i>	<i>Last Update</i>	<i>Status</i>
		unvetted police and/or security actors throughout the project				based engagements on human security issues, and conduct training on IHL and human rights topics to sensitise police on their legal obligations.				

ANNEX C - PARTNER CAPACITY ASSESSMENTS

The project will select and screen partners in accordance with UNDP's partnership policies and standards. This includes conducting an assessment of the partners' financial, procurement, operational and management capacities.

Previous partners under the UNDP Yemen Rule of Law programme have included:

- The Public Works Project
- Penal Reform International
- Search for Common Ground
- The Yemen Peace School

Current UNDP Yemen partners include:

- Centre for Civilians in Conflict (CIVIC)
- The Public International Law and Policy Group
- Responsiveness for Relief and Development
- Safer Yemen
- The Yemen Women's Union

Additional future partners will be selected based on their organisational expertise and capacities, utilising UNDP Yemen's NGO rosters where appropriate. Potential additional future partners include The Hague Institute for Innovation of Law (HiIL) or a similar organisation or staff members associated with them.

ANNEX D – KEY TERMS OF REFERENCE

Terms of Reference Project Board

The Project Board will:

- Ensure that there is coherent project organization at both the National, Provincial and Area Council levels
- Following agreement, set tolerances in the Annual Work Plans and other plans as required with the Project Manager, with the involvement of the Project Director (as necessary)
- Monitor and control the progress of the project activities at a strategic level considering the changes influenced by the project on any baseline investments
- Ensure that risks are being tracked and mitigated as effectively as possible
- Organise Project Board meetings, to be Chaired by the Project Director, on a regular basis to be defined by the Board in agreement with the Project Director and Project Manager. Normally these meetings will take place quarterly.
- Review and assess progress towards achieving the outputs is consistent from a project supplier perspective · Promote and maintain focus to deliver the outputs from the project
- Ensure that the resources from the project supplier are readily available
- Arbitrate on, and ensure resolution of any supplier priority or resource conflicts
- Ensure that the expected project outputs and related activities of the project remains consistent with the perspective of project beneficiaries
- Be informed of meetings relevant to overall regional project implementation, including any regional activities conducted in partnership
- Facilitate national policy and institutional changes necessary to engender success in project activities.
- Annually review project progress and make managerial and financial recommendations as appropriate, including recruitment for the Project Management Unit, review and approval of annual reports, budgets and workplans. The specific responsibilities of the Project Board are outlined below:

Defining a project

- Ensure that there is coherent project organization at both the National, Provincial and Area Council levels

Initiating a project

- Agree on Project Coordinator's responsibilities, as well as the responsibilities of the other members of the Project Management Unit;
- Delegate any Project Assurance function as appropriate;
- Review the Progress Report for the Initiation Stage (if an Initiation Plan was required);
- Review and appraise detailed Project Plan and Annual Work Plan, including Atlas reports covering activity definition, quality criteria, issue log, updated risk log and the monitoring and communication plan.
- Running a project
- Provide overall guidance and direction to the project, ensuring it remains within any specified constraints;
- Address project issues as raised by the Project Coordinator;
- Provide guidance and agree on possible countermeasures/management actions to address specific risks;
- Agree on Project Coordinator's tolerances in the Annual Work Plan and quarterly plans when required;
- Conduct regular meetings to review the Project Quarterly Progress Report and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans.
- Review Combined Delivery Reports (CDR) prior to certification by the Implementing Partner;
- Appraise the Project Annual Review Report, make recommendations for the next Annual WorkPlan, and inform the Outcome Board about the results of the review.
- Review and approve end project report, make recommendations for follow-on actions;
- Provide ad-hoc direction and advice for exception situations when project manager's tolerances are exceeded;
- Assess and decide on project changes through revisions;

Closing a project

- Assure that all Project deliverables have been produced satisfactorily;
- Review and approve the Final Project Review Report, including Lessons-learned;
- Make recommendations for follow-on actions to be submitted to the Outcome Board;
- Commission project evaluation (only when required by partnership agreement)
- Notify operational completion of the project to the Outcome Board
- Specific Responsibilities of Executive (as part of the above responsibilities for the Project Board)

- Ensure that there is a coherent project organisation structure and logical set of plans
- Set tolerances in the Annual Work Plan and other plans as required for the Project Coordinator
- Monitor and control the progress of the project at a strategic level
- Ensure that risks are being tracked and mitigated as effectively as possible
- Brief Outcome Board and relevant stakeholders about project progress
- Organise and chair Project Board meetings
- The Executive is responsible for overall assurance of the project as described below. If the project warrants it, the Executive may delegate some responsibility for the project assurance functions.

Specific Responsibilities of Senior Supplier (as part of the above responsibilities for the PB)

- Make sure that progress towards the outputs remains consistent from the supplier perspective
- Promote and maintain focus on the expected project output(s) from the point of view of supplier management
- Ensure that the supplier resources required for the project are made available
- Contribute supplier opinions on Project Board decisions on whether to implement recommendations on proposed changes · Arbitrate on, and ensure resolution of, any supplier priority or resource conflicts

The supplier assurance role responsibilities are to:

- Advise on the selection of strategy, design and methods to carry out project activities
- Ensure that any standards defined for the project are met and used to good effect
- Monitor potential changes and their impact on the quality of deliverables from a supplier perspective
- Monitor any risks in the implementation aspects of the project.
- Specific Responsibilities of Senior Beneficiary (as part of the above responsibilities for the Project Board)
- Ensure the expected output(s) and related activities of the project are well defined
- Make sure that progress towards the outputs required by the beneficiaries remains consistent from the beneficiary perspective
- Promote and maintain focus on the expected project output(s)
- Prioritise and contribute beneficiaries' opinions on Project Board decisions on whether to implement recommendations on proposed changes
- Resolve priority conflicts.

The assurance responsibilities of the Senior Beneficiary are to check that:

- Specification of the Beneficiary's needs is accurate, complete and unambiguous
- Implementation of activities at all stages is monitored to ensure that they will meet the beneficiary's needs and are progressing towards that target
- Impact of potential changes is evaluated from the beneficiary point of view
- Risks to the beneficiaries are frequently monitored.

Draft TOR

Post Title: **Project Manager**
 Organisational Unit: **UNDP**
 Supervisor: **Team Leader, Governance and Rule of Law**
 Grade: **Senior level, P-4, International Professional - Internationally recruited position**
 Source of Funding: **Project Funded**

Background

Under the overall guidance of the Deputy Country Director, and the direct supervision of the Team Leader Governance and Rule of Law Portfolio, the Project Manager (PM) is responsible for the provision of effective assurance and oversight related to all aspects of implementation of the projects in the Rule of Law portfolio. S/he implements a wide range of activities related to assurance and oversight ensuring that the projects are managed in accordance with UNDP rules and CO procedures.

UNDP Yemen has recently completed a three-year Rule of Law programme and is currently mobilising resources for the three-year successor phase. The anticipated programme will include a portfolio of projects with components on:

- Community safety and security;
- Access to justice and judicial reform;
- Gender justice; and
- Improvements in detention conditions.

UNDP Yemen's rule of law programming is implemented in close collaboration with the Office of the Special Envoy for the Secretary-General for Yemen. Joint programme approaches with partner UN agencies are used where appropriate, according to each agency's expertise and mandate.

The PM works in close daily collaboration with the project staff, with staff of other UNDP Projects, Programme and Operations Teams, UNDP Regional Office and HQ staff and relevant UN agencies to ensure adequate and timely assurance and oversight of the project(s) and sufficient capacities, systems and tools for assurance and oversight. The PM provides technical leadership on all areas of the Project and oversees the administrative and financial management.

Her/his support will cover the following domains:

- (a) Strategic guidance and continuous development of the Project's approach, tools and implementation modalities, based on a real-time analysis of the context and emerging needs.
- (b) Technical and administrative project management, including for all project's resources (human, financial, assets, etc.) as per UNDP's POPP and in line with Letter of Agreements and Memoranda of Understanding signed with project's responsible parties and beneficiaries.
- (c) Representation, communication and advocacy on the Projects' approach and results towards government partners, civil society, UN system and other technical and financial development partners, leading to partnership-building for deeper project impact.

Duties and Responsibilities

Strategic and programmatic development

- Maintain a constant watch on the situation and rule of law needs in Yemen, including for conflict-related and political economy aspects, and recommend adjustments to UNDP's approach and priorities

if needed as well as new initiatives to be taken by UNDP, based on UNDP's comparative advantages in Yemen and available resources;

- Contribute to developing the new Country Programme Document (2022 – 202X) for all aspects relating to rule of law;
- Provide substantive inputs on rule of law into UN-led planning processes;
- Identify and develop new programmatic opportunities and draft related proposals;
- Lead collaboration on rule of law issues with partner UN agencies and international organisations.

Technical and administrative project implementation

- Advise the TL Governance and Rule of Law on the strategic direction of the Projects;
- Assume technical leadership and ensure that high-level policy and technical advice is provided to government counterparts on rule of law issues by the rule of law team and implementing partners; seeking supplementary high-quality external technical expertise on the Project's areas of intervention where necessary;
- Ensure that the Project's intended results are reached through the planned activities and constantly adapt the activity plan as required to reach targets;
- Oversee the preparation of the Annual Work Plan (integrating results of the annual review by the Project board) by the Project team, in close consultation with responsible parties, authorities and donors, and negotiate approval of the AWP by the Project Board;
- Oversee the day-to-day planning and implementation of activities as listed in the approved AWP by Responsible Parties;
- Seek technical inputs of the Gender Specialist in the Country Office and seek cooperation with the UN Women office for Yemen, to guarantee that the Project maintains a high level of sensitivity to gender equality matters and reaches intended results in this regard;
- Seek technical inputs of the Conflict & Development Specialist in the Country Office and seek cooperation with the OSESGY (Office of the Special Envoy of the Secretary-General to Yemen), to guarantee that the Project maintains a high level of conflict-sensitivity and contributes to the peace process efforts as relevant;
- Seek technical inputs and possible implementation partnership with UN agencies including UNFPA, UNICEF, UNODC, UN Women and other specialised international agencies as appropriate.
- Represent Projects to the Project Board and guarantee satisfactory secretarial services are provided to the Board;
- Ensure that the required goods and services necessary to implement all planned activities, including by preparing terms of reference and specifications for tenders and Request for Proposals, are timely and cost-effectively procured;
- Monitor the disbursement of the Project's funds and guarantee proper financial management as per UNDP's POPP;
- Finalize the Project's monitoring and evaluation framework (MEF), based on the Project's RRF, including by finalizing the baseline, and ensure its scrupulous execution. Propose revisions to the MEF if necessary, for better accuracy and relevance given the possible evolution in the project's implementation context, risks and challenges met;
- Ensure that quarterly and yearly progress reports are timely produced and distributed, showing progress made against intended results, and submit reports to the TL Governance and ROL and DRR for later presentation and discussion in the Project Board;
- Monitor and manage risks and take mitigation measures where needed.
- Prepare the Project's Annual Review;

- Provide clear directions to Project staff for project implementation, both technically and operationally;
- Promote teamwork and a good team spirit among the Project team
- Monitor and evaluate staff performance and take necessary actions to address under-performance if happening.

Advocacy, Knowledge Management and Partnership Building

- Ensure that a strong evidentiary and analytical base on rule of law is built from UNDP projects and commission internal and external evaluations, case studies, lessons learned exercises and other studies as required;
- Oversee the development of appropriate knowledge-sharing and communication tools on UNDP's achievements in local governance, stabilization and recovery and their dissemination in and out of country, and ensure uptake at regional and global level of Yemen-level results;
- Raise awareness on UNDP's approach and tools on SDG 16 Peace, justice and strong institutions, among national and international actors, including the De-Facto Authorities, the Internationally Recognized Government of Yemen (IRG), the UNCT, national government, local authorities, civil society and development partners;
- Ensure that the Project maintains an effective presence on social networks to better disseminate lessons learnt and results and guarantee higher accountability in project implementation;
- Present the Project and achievements in donor fora and other events organized nationally or internationally around local governance and/or state building and/or recovery in Yemen;
- Support UNDP TL Governance & Rule of Law in donor coordination around governance and state building if necessary;
- Propose and implement technical and financial partnerships to support the Country Office's objectives on rule of law;
- Seek and develop opportunities for South-South Exchanges and Triangular Cooperation, to support project implementation and reinforce strategic partnerships involving government counterparts.

The incumbent of the position should avoid any kind of discriminatory behavior including gender discrimination and ensure that:

- Human rights and gender equality is prioritized as an ethical principle within all actions;
- Activities are designed and implemented in accordance with "Social and Environmental Standards of UNDP";
- Any kind of diversities based on ethnicity, age, sexual orientation, disability, religion, class, gender are respected within all implementations including data production;
- Differentiated needs of women and men are considered;
- Inclusive approach is reflected within all actions and implementations, in that sense an enabling and accessible setup in various senses such as disability gender language barrier is created;
- Necessary arrangements to provide gender parity within all committees, meetings, trainings etc. introduced.

Competencies

Core Competencies:

Innovation

Ability to make new and useful ideas work

Level 6: Exercises stakeholder-centered design approaches for office / programme / division

Leadership

Ability to persuade others to follow

Level 6: Ensures teams are resourced for success and empowered to deliver

People Management

Ability to improve performance and satisfaction

Level 6: Guides substantive specialists / teams and expands credibility and innovation capacity

Communication

Ability to listen, adapt, persuade and transform

Level 6: Creates confidence among stakeholders by delivering authoritative positions, compelling analysis, and contextual acumen

Delivery

Ability to get things done while exercising good judgement

Level 6: Accepts accountability for the outcomes of programme delivery and facilitates improvement and innovation in the delivery of products and services

Technical/Functional Competencies:

Rehabilitation and Reintegration

Knowledge of community-based rehabilitation and reintegration programmes and ability to apply in post crisis situations

Level 6: Integrate & Empower: Leads integral work of teams utilizing expertise, vision, problem-solving capability, and collaborative energy in professional area of expertise

Design Thinking

Knowledge of method (s) for practical, creative resolution of problems and creation of solutions, with the intent of an improved future result.

Level 6: Integrate & Empower: Leads integral work of teams utilizing expertise, vision, problem-solving capability, and collaborative energy in professional area of expertise

Report Writing

Ability to prepare quality reports

Level 6: Integrate & Empower: Leads integral work of teams utilizing expertise, vision, problem-solving capability, and collaborative energy in professional area of expertise

Procurement

The ability to acquire goods, services or works from an outside external source

Level 6: Integrate & Empower: Leads integral work of teams utilizing expertise, vision, problem-solving capability, and collaborative energy in professional area of expertise

Communications

Ability to effectively communicate intensions and requirements to internal and external stakeholders

Level 6: Integrate & Empower: Leads integral work of teams utilizing expertise, vision, problem-solving capability, and collaborative energy in professional area of expertise

Required Skills and Experience

Education:

- Master's degree in law, international development, public administration, public policy or other relevant social science.
- A post-graduate certification in peacebuilding / conflict resolution is desirable.

Experience:

Mandatory:

- A minimum of ten years of progressively responsible experience in programme design and management in rule of law, governance, peace-building; including at least 7 years of field experience in conflict-affected settings;
- Demonstrated high-level technical expertise in at least one of the following domains of rule of law: community safety, access to justice, gender justice, judicial reform, prison reform.
- Experience in managing projects in complex political and security environment is required; preferably in a UN environment;
- Hands-on experience in design, monitoring and evaluation of development programmes and projects; and establishing partnerships among international organisations and national governments;
- Deep understanding of gender equality challenges in contexts similar to Yemen;
- Previous managerial experience in the UN system and preferably with UNDP;
- Experience in partnership building and/or inter-agency coordination in crisis contexts;
- Proven ability to interact at senior level with government counterparts including in sensitive political contexts as in Yemen and to provide high quality and accessible advice.

Desirable:

- Experience in managing joint UN projects;
- Knowledge of project management and results management software such as ATLAS;
- Previous experience in Arab States and/or Africa and in conflict/post conflict contexts preferably with the UN / UNDP system.

Language Requirements:

- Fluency in English with excellent written and oral communication skills is required;
- Working knowledge of Arabic is desirable but is not a requirement.

Draft TOR

Post Title: **Police Adviser**
 Organisational Unit: **UNDP**
 Duty station: **Aden, Yemen**
 Supervisor: **PM Rule of Law**
 Grade: **Senior level, P-4, International Professional - Internationally recruited position**
 Source of Funding: **Project Funded**

Background

The Rule of Law programme is designed to build local capacity of the police, correction and justice personnel in urban settings during the interim period while peace negotiations and political agreements remain ongoing. The aim of the project is to support local populations during the conflict and future transition phase and to create a functioning level of governance, security and stability, while preventing further deterioration.

The programme intends to support safety, security, protection and equitable access to justice at the local level, promote law and order and extend justice services through piloting the concept of courts operating from more secure locations to process criminal cases that currently are not being adjudicated. The programme will also assist with renovations of police and prison infrastructure and to improve the conditions and treatment of detainees.

The project is designed around five outputs:

- Output 1: Communities in urban settings are more resilient to insecurity and injustice
- Output 2: Community policing approaches improves protection of communities and facilitate access to justice
- Output 3: Strengthened operational capacity of Criminal Justice actors in urban areas
- Output 4: Basic conditions are improved in places of detention, with particular attention to the special needs of women and juveniles
- Output 5: Rehabilitation and reintegration efforts for detainees are strengthened, with particular attention to the special needs of women and juveniles

Due to the challenging environment to enhance security and justice at the local level during the ongoing conflict, the project will use a bottom-up approach that relies on targeted assessments with local communities as well as police, correction and justice personnel to identify the most pressing safety, security, protection and justice needs, in selected urban locations where United Nations Development Programme (UNDP) or its implementing partners can have access and interventions are deemed feasible.

The Police Adviser will report to the Rule of Law PM.

The Advisor will support the establishment of systems and policies while facilitating the capacity development of law enforcement institutions to manage functions related to enhanced security and promoting the rule of law. S/he will also be an integral part of the UNDP Rule of Law project team contributing towards achievement of project results, and will be supported by a team of policing and rule of law specialists at different levels.

Duties and Responsibilities

Summary of key functions:

1. Policy advice and strategic technical guidance and leadership;
2. Building strategic partnerships and alliance;
3. Support in Resource Mobilization activities;
4. Contribute to the development of knowledge products, and project reporting, monitoring and evaluation activities;
5. Support achievement of results of the Enhanced Community Protection at the Local Level project.

1. Policy advice and strategic technical guidance and leadership

- Provide strategy advice to UNDP Yemen and the Office of the Special Envoy of the Secretary General for Yemen (OESGY) on police and corrections related issues;
- Ensure exchange of information between OESGY and the UNDP on project progress and recommendations for strengthening its contribution to stabilisation;
- Contribute to development of a comprehensive police reform plan and implementation framework;
- Support preparation for resumption of political negotiations as regards policing issues;
- Assist in design and implementation of interim confidence building measures related to policing;
- Contribute to planning for police aspects of Security Sector Reform (SSR) arrangements;
- Offer technical support to the creation of systems that will support the establishment of sound law enforcement institutions as well as fostering a culture based on the rule of law and respect for human rights;
- Conduct consultations and field assessments as necessary to support local security and stabilization efforts;
- Provide training on community policing, police professionalism and procedures, SGBV, women's rights, transitional security arrangements, and technical policing skills as required to support the peace process;
- Research and prepare strategic policy papers and analytical reports and contribute to SSR section's reporting requirements;
- Represent the Office of the Special Envoy of the Secretary-General for Yemen and UNDP in police development forums to support, monitor, and assess the progress of reform efforts (at regional level);
- Liaise with relevant UN and Global Focal Point offices to access specific technical expertise; Develop police assessments, mapping and planning documents, including stakeholder analyses, police gap analysis, community security needs mappings, police redeployment plans, and other relevant documents;
- Support dialogue between groups in conflict areas on policing issues and post-conflict security arrangements;
- Undertake any other duties as may be required by UNDP.

2. Build strategic partnerships and alliances with government counterparts, civil society, and the international community

- Maintain continuous dialogue with the government and other key partners to provide knowledge-based advisory services and to ensure proper integration and co-ordination of other related development efforts;

- Advocate and promote awareness, clarity and understanding of issues and responses related to the role the Office of the Special Envoy of the Secretary-General for Yemen and UNDP play in strengthening the rule of law sector in general, and police and corrections capacity development in particular;
- Provide professional opinions in areas of expertise to promote networking and teamwork between counterparts and the general donor community;
- Support the development and implementation of UNDP's strategy in relation to policing and corrections issues;
- Liaise with UN agencies and with donors to promote partnership and collaboration for the effective management of law enforcement and corrections in Yemen;
- Ensure adequate information flow, discussions and feedback among the various stakeholders of the project at regional level.

3. Support in resource mobilization

- Build and maintain credible relationships between the Office of the Special Envoy of the Secretary-General for Yemen, police and prisons administration and donors and promote rule of law sector development to new donors;

Contribute to resource mobilization efforts in coordination with the UNDP Country Office to secure additional cost-sharing resources from the government, donors and regional partners.

4. Contribute to the development of knowledge products, and project reporting, monitoring and evaluation activities:

Mobilize and coordinate international technical expertise;

Contribute to the production of strategic papers, think pieces, reports and publications, and serve as a peer reviewer;

Assist in strategic review of the project and its impact on the mandate of the Office of the Special Envoy of the Secretary-General for Yemen.

5. Support achievement of results of the UNDP Project

Advise the Office of the Special Envoy of the Secretary-General for Yemen and the UNDP Project team on achievement of specific results of the project as detailed in the Annual Work Plan;

Identify synergies between UNDP Project and other related projects to maximize impact and results;

Provide technical quality assurance of project products relating to policing;

Provide technical advisory support to the assessment of local policing structures and the Human Rights Due Diligence Policy assessment process, to identify entry points to support the police and appropriate risk mitigation actions;

Undertake any other duties as may be agreed by UNDP.

The incumbent of the position should avoid any kind of discriminatory behavior including gender discrimination and ensure that

human rights and gender equality is prioritized as an ethical principle within all actions;

activities are designed and implemented in accordance with "Social and Environmental Standards of UNDP";

any kind of diversities based on ethnicity, age, sexual orientation, disability, religion, class, gender are respected within all implementations including data production; differentiated needs of women and men are considered;

inclusive approach is reflected within all actions and implementations, in that sense an enabling and accessible setup in various senses such as disability gender language barrier is create; necessary arrangements to provide gender parity within all committees, meetings, trainings etc. introduced.

Competencies

Core

Innovation

Ability to make new and useful ideas work

Level 5: Creates new and relevant ideas and leads others to implement them

Leadership

Ability to persuade others to follow

Level 5: Plans and acts transparently, actively works to remove barriers

People Management

Ability to improve performance and satisfaction

Level 5: Models high professional standards and motivates excellence in others

Communication

Ability to listen, adapt, persuade and transform

Level 5: Gains trust of peers, partners, clients by presenting complex concepts in practical terms to others

Delivery

Ability to get things done while exercising good judgement

Level 5: Critically assesses value and relevance of existing policy / practice and contributes to enhanced delivery of products, services, and innovative solutions

Technical/Functional

Security and Police sector development:

Knowledge of security policy concepts and ability to apply to strategic and/or practical situations

Level 5: Originate: Catalyzes new ideas, methods, and applications to pave a path for innovation and continuous improvement in professional area of expertise

Security & Safety (General):

Knowledge of the UN Security Management System (UNSMS) and UNDP's role in addressing security issues

Level 5: Originate: Catalyzes new ideas, methods, and applications to pave a path for innovation and continuous improvement in professional area of expertise

Security Advisory & Coordination Services:

Ability to provide with authoritative advice and guidance on security management, plan and coordinate security activities

Level 5: Originate: Catalyzes new ideas, methods, and applications to pave a path for innovation and continuous improvement in professional area of expertise

Security Policy Management:

Knowledge of security policy concepts and ability to apply to strategic and/or practical situations

Level 5: Originate: Catalyzes new ideas, methods, and applications to pave a path for innovation and continuous improvement in professional area of expertise

Security Training:

Ability to design, contribute to, and administer meaningful security training programmes/courses

Level 5: Originate: Catalyzes new ideas, methods, and applications to pave a path for innovation and continuous improvement in professional area of expertise

Rehabilitation and Reintegration:

Knowledge of community based rehabilitation and reintegration programmes and ability to apply in post crisis situations

Level 5: Originate: Catalyzes new ideas, methods, and applications to pave a path for innovation and continuous improvement in professional area of expertise

Human Rights Mainstreaming:

Human rights mainstreaming (HRBA) and application of human rights policies (HRDDP, RUF)

Level 5: Originate: Catalyzes new ideas, methods, and applications to pave a path for innovation and continuous improvement in professional area of expertise

Human Rights:

Knowledge of international Human Rights standards and principles and the ability to apply to strategic and/or practical situations

Level 5: Originate: Catalyzes new ideas, methods, and applications to pave a path for innovation and continuous improvement in professional area of expertise.

Required Skills and Experience

Education:

Master's Degree or equivalent in Political Science, Public Policy, Law, Law Enforcement or related field.

- Minimum 7 years of relevant work experience in law enforcement/ policing/prisons;
- Experience in working in the field of rule of law and development in fragile states is required;
- Experience of implementation of project activities and providing high quality technical advice within Government institutions in the area of law enforcement;
- Proven understanding of policing and prison administration;
- Strong analytical ability and written and oral communication skills is a requirement;
- Computer skills and strong knowledge of various software including word, Powerpoint and particularly specialized expertise in Excel with data analysis.

Language Requirements:

Ability to communicate clearly in written and spoken English. Understanding of written and spoken Arabic would be an asset.