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# USAID/YEMEN GENDER ANALYSIS 2020



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# ACRONYMS

ACLED	Armed conflict location and event data
ADS	Automated directives system
AQAP	Al-Qaeda in the Arabian Peninsula
CARPO	Center for Applied Research in Partnership with the Orient
CBY	Central Bank of Yemen
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
COR	Contracting Officer's Representative
CSSF	Conflict, Stability, and Security Fund
CSO	Civil-society organization
DFID	Department for International Development
ESCWA	Economic Commission for Western Asia
EU	European Union
FAO	Food and Agriculture Organization
FCDF	Family Counseling and Development Foundation
FGD	Focus-group discussion
FMC	Fathers and Mothers Council
GBV	Gender-based violence
GCC	Gulf Cooperative Council
GITA	Gender Integration Technical Assistance
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPC	General People's Congress
HNO	Humanitarian Needs Overview
ICT	Information and communication technology
IDIQ	Indefinite delivery, indefinite quantity
IDP	Internally displaced person
IFPRI	International Food Policy Research Institute
ILO	International Labour Organization
IOM	International Organization Migration
IP	Implementing partner
IRG	Internationally Recognized Government
IS-Y	Islamic State in Yemen
IT	Information technology
LDA	Local development area
MCLA	Multi Cluster Locations Assessment
M&E	Monitoring and evaluation
MEL	Monitoring, evaluation, and learning
MFI	Microfinance institution
MENA	Middle East and North Africa
NDC	National Dialogue Conference
NED	National Endowment for Democracy

NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
PDRY	People's Democratic Republic of Yemen
RH	Reproductive health
RRD	Responsiveness for Relief and Development
SFD	Social Fund for Development
SFW	Social Welfare Fund
SME	Small and medium-sized enterprises
SMEPS	Small and Micro Enterprise Promotion Service
SOW	Scope of work
STC	Southern Transitional Council
TPM	Third-party monitoring
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSCR	United Nations Security Council Resolution
USAID	United States Agency for International Development
WASH	Water, Sanitation, and Hygiene
WFP	World Food Programme
WHO	World Health Organization
YAR	Yemen Arab Republic
YHRP	Yemen Humanitarian Response Plan
YLDF	Youth Leadership Development Foundation

# EXECUTIVE SUMMARY

## Introduction

The United States Agency for International Development (USAID)/Yemen contracted Banyan Global under the USAID Advancing the Agenda of Gender Equality (ADVANTAGE) Indefinite Quantity, Indefinite Delivery Contract - Gender Integration Technical Assistance Task Order to undertake a countrywide Gender Analysis to inform USAID's 2017–2020 Yemen Programming Approach (YPA). USAID/Yemen specifically set out to update and re-validate USAID/Yemen's January 2018 Gender Analysis findings and recommendations.

## Methodology

This report was prepared at the culmination of a multistage process that included a preliminary literature review of secondary data, interviews with USAID/Yemen team members and stakeholders, and primary data collection in Aden and Sana'a. The research team consisted of one international consultant and one national consultant—Marta Colburn, team leader; and Reem Abdullah, national consultant—with support from the home office at Banyan Global. Data-collection tools included a literature review, 81 semi-structured interviews (69 percent female), and three focus-group discussions with 28 participants (100 percent female).

## Overview

Prior to the crisis, Yemen ranked worst in the world in standard gender gap indices, with this trend continuing in the 2020 World Economic Forum's Global Gender Gap Index.<sup>1</sup> The continuing war has added further layers of vulnerability for women and girls, exacerbated existing gender inequalities, limited women's access to basic services and livelihood opportunities, and contributed to increases in gender-based violence (GBV). Though job opportunities for women have increased, particularly in the humanitarian sector, options for young men are limited, contributing to male frustration and a sense of competition, resulting in negative consequence for women. The deleterious impact of the war on macroeconomic institutions has devastated household incomes, and weak rule of law and insecurity have limited the ability of citizens, particularly women and marginalized groups, to address grievances and access justice. The war has damaged the Yemeni social fabric because of displacement, conflict, GBV, and increasing and largely unaddressed mental-health needs. Efforts to include women in United Nations (UN)-led Track I negotiations have had limited impact, with the role of women in political leadership largely unrecognized and with limited support.

Though the overall political and economic situation has deteriorated in Yemen as a result of nearly five years of war and conflict, a number of developments present opportunities that could be scaled up or expanded. First, although the conflict has damaged Yemeni traditions of resilience and social capital, in many areas family, tribal, neighborhood, and religious support networks continue and are worth further study for the purpose of strengthening. Second, locations in the country with more stability and local

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<sup>1</sup> World Economic Form. Global Gender Gap 2020, 2020.

autonomy (including Marib, Hadramaut, and Aden) present opportunities for program interventions across all six YPA outcomes. Third, there are key contextual differences between gender norms and opportunities in northern and southern areas of the country, and the contrast between gender challenges and opportunities in urban and rural settings is a significant geographic specificity. Fourth, the expanding economic role of women has become more accepted, with the potential to change gender dynamics. Fifth, working with young people provides opportunities to address gender issues in digital spaces and online platforms. Arts and culture also provide opportunities to address gender equality issues across nearly all YPA outcomes, with particular relevance for young women and girls. Finally, the role of women in community-based initiatives to improve governance, social cohesion, and peacebuilding holds promise, as in some areas they had a role in such activities prior to the war and their contributions to humanitarian response efforts have been significant and generally accepted.

### Findings, by YPA Outcome

<b>KEY FINDINGS</b>
<b>Outcome 1.1: Improved access to health, education, and water</b>
<b>Mobility limitations due to conflict, displacement, and perceptions of insecurity</b>
<ul style="list-style-type: none"> <li>• Mobility limitations due to various causes.</li> <li>• Transportation cost and availability, with girls and women facing additional risks to those of boys and men.</li> </ul>
<b>Access to health services</b>
<ul style="list-style-type: none"> <li>• High fertility levels, limited obstetric and reproductive health (RH) services, and a lack of female health cadre.</li> <li>• Women lack control of money for services and transportation.</li> <li>• Increasing need for services for GBV survivors.</li> </ul>
<b>Access to education services</b>
<ul style="list-style-type: none"> <li>• Gender gap in dropout rates driven by high rates of girl-child marriage, insecurity, and household chores.</li> <li>• No salaries for female teachers.</li> <li>• Shrinking space for girls' education in some areas.</li> <li>• The cooking-fuel crisis contributes to deforestation and negatively impacts girls' enrollment and women's health.</li> </ul>
<b>Access to water services</b>
<ul style="list-style-type: none"> <li>• Water provision for households is the responsibility of women and girls, though water management is in the male domain.</li> <li>• Distances to fetch water are increasing in many areas.</li> <li>• The quality of drinking water in Yemen has implications for health (cholera and acute watery diarrhea) and education (impacting girls' school attendance due to lack of toilets).</li> </ul>
<b>Cross-sectoral issue: Increasing GBV</b>
<ul style="list-style-type: none"> <li>• Perceived increases in the incidence of GBV, with the most-vulnerable groups being adolescent girls in rural areas, marginalized women, and female-headed households.</li> <li>• Lack of money in many families has contributed to increasing rates of child marriage.</li> <li>• There is a lack of reliable, timely, accessible, and comparable data, particularly gender-specific information including about the incidence of GBV.</li> </ul>
<b>Cross-sector issue: Mental health issues among children and women</b>
<ul style="list-style-type: none"> <li>• A recent study found that 79 percent of children surveyed experienced symptoms of post-traumatic stress disorder, with girls experiencing higher levels than boys.</li> <li>• Stresses, shocks, and traumatic events of the war affect women's mental health. Fewer practicing mental-health professionals than before the war.</li> </ul>



<b>Outcome 1.2: Increased household income</b>
<b>Women in the labor market, GBV, and changing gender roles</b>
<ul style="list-style-type: none"> <li>• Many women pushed into the workforce lack skills, with many jobs reinforcing gender roles.</li> <li>• For some women, working has brought a sense of empowerment, for others an added burden contributing to family tensions and violence.</li> <li>• Widespread social acceptance of women working.</li> </ul>
<b>Microfinance, SMEs, and entrepreneurship</b>
<ul style="list-style-type: none"> <li>• In 2015, the number of active microfinance borrowers dropped. Pre-conflict, 80 percent were female, now it is around 40 percent. With the war, the emerging entrepreneur ecosystem has nearly collapsed.</li> </ul>
<b>Gender differences in responding to the crisis and competition for limited jobs</b>
<ul style="list-style-type: none"> <li>• While many women have met new challenges in securing job opportunities head on, in some cases men have given up hope. Women increasingly are seen as competing with men for jobs. Competition between men and women is a gender dimension that programming must address.</li> </ul>
<b>The gender gap in social-media penetration and the youth bulge</b>
<ul style="list-style-type: none"> <li>• In 2019, internet penetration was at 25 percent, with a significant gender gap in social media (14.5 percent of Facebook users and 27 percent on Instagram). Although a small percentage of youth have access to the internet, it presents a powerful opportunity to influence tomorrow's leaders.</li> </ul>
<b>Solar and information and communications technology sectors</b>
<ul style="list-style-type: none"> <li>• It is estimated that nearly half of Yemenis use solar power as their main source of lighting, and global gender-differentiated studies show that a lack of electricity disproportionately affects women. There has been a five-fold increase in mobile-phone subscriptions in Yemen, from 3 million in 2006 to 16 million in 2016, leading to an almost 57 percent penetration,<sup>2</sup> (including among women).</li> </ul>
<b>Outcome 1.3: Macroeconomic institutions and functions strengthened to boost the economy</b>
<b>Riyadh agreement and macroeconomic institutions</b>
<ul style="list-style-type: none"> <li>• One component of the Riyadh Agreement declares that all state revenues will be deposited in the Central Bank of Yemen (CBY) in Aden. It also provides international oversight to the CBY to improve macroeconomic performance.</li> </ul>
<b>Gender gap in the civil service and economic institutions</b>
<ul style="list-style-type: none"> <li>• Pre-conflict, only 18 percent of civil servants were female, and since 2015 many highly qualified women have left the country. Currently, women in decision-making positions in economic institutions are limited.</li> </ul>
<b>Outcome 2.1: Mechanisms that allow citizens to identify and address grievances strengthened</b>
<b>Justice and security-sector gender issues</b>
<ul style="list-style-type: none"> <li>• Fractured governance, weak rule of law, and public-sector salaries mean that citizens have increasingly turned to the tribal system and community leaders to voice grievances, although women and vulnerable groups face access issues.</li> <li>• In Taiz, Marib, and Lahij there are women police officers.</li> </ul>
<b>Local councils and women</b>
<ul style="list-style-type: none"> <li>• Local councils can address citizen grievances, particularly for service delivery, but the conflict has debilitated many of them. Local councils often have been easier for women to access than other government entities.</li> </ul>

<sup>2</sup> Halewood, N.I., and Decoster, X.S. Yemen: Information and Communication Technology (ICT): Yemen Policy Note. World Bank Group, 2017.

<b>The role of civil society and media in addressing grievances</b>
<ul style="list-style-type: none"> <li>• Yemeni civil society and the media have a significant role in addressing citizen grievances.</li> <li>• Since 2015, civil society activists and journalists have struggled to maintain neutrality and many have suffered from human rights abuses.</li> <li>• Women continue to play an important role in CSOs and the media.</li> </ul>
<b>Corruption and weak rule of law</b>
<ul style="list-style-type: none"> <li>• The justice system, local councils, and civil society are all susceptible to corruption.</li> <li>• The Riyadh Agreement will reactivate two anticorruption institutions.</li> </ul>
<b>Vulnerability and a lack of national identification</b>
<ul style="list-style-type: none"> <li>• Women struggle to access humanitarian services without national identification, particularly IDPs and <i>muhamasheen</i> from rural areas.</li> </ul>
<b>Outcome 2.2: Social cohesion of communities strengthened</b>
<b>Increasing sectarian divisions</b>
<ul style="list-style-type: none"> <li>• Historically Yemen has been known for its religious tolerance, though sectarian drivers (Al-Qaeda in the Arabian Peninsula and Islamic State-Yemen) are in the country.</li> <li>• Within families and communities, divisions have grown and sectarian language, behavior, and violence have proliferated, with women suffering from increasing sectarian divisions.</li> </ul>
<b>Women’s role in conflict resolution and social cohesion</b>
<ul style="list-style-type: none"> <li>• Women contribute to conflict resolution and the promotion of social cohesion.</li> <li>• A recent study found that where women had engaged historically in peacebuilding and conflict resolution, they have continued to do so during the war. Comparatively, in areas where women had a less public role pre-conflict, they have had a less prominent role in the conflict.</li> </ul>
<b>Traditions in exclusion and inclusive practices</b>
<ul style="list-style-type: none"> <li>• Despite exclusionary traditions, practices exist that promote social solidarity and resilience. Capacities for peace include a willingness to engage in mediation, openness to acknowledge others’ grievances, and recognition of common concerns and aspirations.</li> </ul>
<b>Changing gender roles: temporary or sustainable?</b>
<ul style="list-style-type: none"> <li>• Since 2015, women have taken on new responsibilities in their homes and communities, but enduring changes to gender roles are uncertain.</li> <li>• There are limited reports of men taking on responsibilities that their wives normally carried out. Women who work often have a double burden of earning income and performing chores at home.</li> </ul>
<b>Outcome 2.3: Inclusive peace and transition processes strengthened</b>
<b>The Yemeni diaspora and remittances</b>
<ul style="list-style-type: none"> <li>• As a consequence of the war, many Yemenis have left the country seeking refuge around the globe. These diaspora includes many highly qualified Yemeni women. A 2019 study noted that remittances have meant survival for millions and are a primary supply of foreign currency.</li> </ul>
<b>Women’s political leadership</b>
<ul style="list-style-type: none"> <li>• The participation of women in the peace process has dropped from 11 percent in Kuwait to five percent in Stockholm.</li> <li>• Until recently the UN-led peace process has been unclear on how to engage Yemeni women.</li> </ul>
<b>Changing perceptions of women’s roles in the public sphere</b>
<ul style="list-style-type: none"> <li>• Women have demonstrated resilience and gained confidence in public roles.</li> <li>• Women play a role in conflict resolution in communities, although more as influencers. There has been limited recognition of such roles in the public sphere.</li> </ul>
<b>Big-picture findings</b>
<ul style="list-style-type: none"> <li>• Complex context to implement gender programming, with a lack of cooperation between stakeholders, limits gender equality and women’s empowerment outcomes.</li> <li>• Gender expertise among IPs is weak, including in leading UN agencies.</li> <li>• The local context constrains IPs’ abilities to strengthen gender programming, and there is a dearth of information on the gender.</li> <li>• Yemeni civil society can play a crucial role in all six YPA outcomes, and it can be a channel for women to create their own opportunities.</li> </ul>

# I. INTRODUCTION

## I.1 Background

In line with the requirements in the United States Agency for International Development's (USAID) Automated Directives System (ADS) 201.3.2.9 and 205, USAID/Yemen hired Banyan Global under the Gender Integration Technical Assistance task order to undertake a countrywide Gender Analysis (see Annex A for Scope of Work) to inform USAID's 2017–2020 Yemen Programming Approach (YPA). The Gender Analysis aligns with the 2012 USAID [Gender Equality and Female Empowerment Policy](#), 2016 updated US Strategy to Prevent and Respond to Gender-Based Violence Globally, [2019 USAID Policy Framework](#), and [2018 Women's Entrepreneurship and Economic Empowerment Act](#).

## I.2 Purpose and Focus of the USAID/Yemen Gender Analysis

The USAID/Yemen YPA guides the implementation of an expanded development-assistance program in Yemen while also providing the flexibility needed to adapt to the country's rapidly changing conditions and needs. The YPA supports the idea that although assistance alone cannot turn the tide of the conflict, the international community can help build a stronger foundation for durable peace in Yemen by strengthening systems that reduce conflict—including government, civil-society, private-sector, and community institutions and processes. The YPA has two connected objectives: strengthen Yemeni systems' abilities to meet citizens' needs and enhance Yemen's ability to manage conflict. Both objectives are linked to six outcomes:

- Outcome 1.1—Improved access to health, education, and water
- Outcome 1.2—Increased household income
- Outcome 1.3—Strengthened macroeconomic institutions and functions to boost the economy
- Outcome 2.1—Strengthened mechanisms that allow citizens to identify and address grievances
- Outcome 2.2—Strengthened social cohesion of communities
- Outcome 2.3—Strengthened inclusive peace and transition processes

USAID/Yemen completed a desk gender analysis in January 2018; which under normal circumstances would have been sufficient to inform the planned USAID/Yemen 2017–2020 YPA update. The geopolitical and socioeconomic changes in Yemen from the conflict, however, have necessitated this update of that analysis to guide integration of gender equality and women's empowerment into its YPA—including in activity design; implementation; and collaborating, learning, and adapting (CLA) efforts. Specifically, this gender analysis:

- Updates and revalidates USAID/Yemen's January 2018 Gender Analysis's findings and recommendations by YPA outcome.

## 2. METHODOLOGY

### 2.1 Literature Review and Inception Report

The research team for this gender analysis consisted of one international and one national consultant: Marta Colburn, team leader; and Reem Abdullah, national consultant (based in Sana'a and Aden respectively). Banyan Global's home office provided technical and operational support to the research team. The two-person research team prepared an inception report from October 1–17, 2019, which included a desk review of the secondary data sources specified in Annex B. The literature review's purpose was to identify the major gender equality and women's empowerment advances and gaps in Yemen as a whole, with a focus on the five gender analysis domains listed in USAID ADS 205.3.2 in addition to two domains related to gender-based violence (GBV) and the six outcomes in the YPA.

### 2.2 Primary Data Collection

The main data collection tools are summarized in Table I and include semi-structured interviews and focus-groups discussions (FGDs).

**Table I: Primary Data-Collection Methods and Tools**

Technique	Stakeholders	Purpose	Number of sources
<b>Semi-Structured Interviews</b>	USAID staff; other donors; USAID implementing partners (IPs); civil-society, gender-equality, and women's empowerment activists; and researchers	<ul style="list-style-type: none"> <li>To gather data on gender equality advances, gaps, challenges, and constraints in line with USAID/Yemen's priority intervention areas, cross-cutting issues, and geographical areas of intervention</li> </ul>	81
<b>FGDs</b>	Women participants in USAID projects in Aden, civil-society activists, researchers, and community leaders	<ul style="list-style-type: none"> <li>To capture FGD participants' opinions and insights regarding gender constraints and opportunities in line with USAID/Yemen's YPA outcomes</li> </ul>	28

For the semi-structured interviews conducted with 81 individuals, 69 percent of the respondents were female (see Table 2 below for categories and gender breakdown).

**Table 2: Semi-Structured Interviewees by Category and Gender**

Interviews Informant category	Sources	
	Male	Female
USAID/Yemen	3	4
Donors	2	6

UN agencies	5	8
USAID/Yemen IPs	3	5
Civil-society activists, gender specialists, international organizations	8	24
Researchers	4	9
<b>Total</b>	<b>25</b>	<b>56</b>

### 2.3 Limitations

The lack of reliable, timely, accessible, and comparable data—particularly gender-specific information—is a challenge for any research in Yemen. With the conflict, nationwide data sets with sex-disaggregated information have halted.<sup>3</sup> In the absence of such data, tools that the UN system uses to identify humanitarian needs (such as Multi Cluster Locations Assessments (MCLAs)) have become one of the few reliable sources of information for any analysis.<sup>4</sup> When it comes to information on the situation of women and girls in Yemen, however, the MCLA has gaps, as illustrated by the fact that only five percent of sources for the 2019 Humanitarian Needs Overview (HNO) were female, thus limiting information on the specific needs of women and girls.<sup>5</sup> According to the Office for the Coordination of Humanitarian Affairs (OCHA) Yemen, the MCLA for the 2020 Yemen Humanitarian Response Plan (YHRP) will be conducted at the household level and efforts have been made to recruit more female enumerators. It is hoped that the 2020 HNO, to be released at the end of February 2020, will have more data and analysis on gender needs in different parts of the country.

Another challenge is the increasingly restrictive research and data collection environment in the North, particularly around sensitive issues such as gender. For this research, steps were taken to mitigate this limitation including having the team leader conduct some interviews with Yemenis in-country to maximize openness in the information shared. For data analysis and insights, multiple sources were consulted inside and outside Yemen and literature was reviewed to triangulate findings.

It was also a challenge to collect primary data on GBV. In the absence of national GBV prevalence statistics and incidence data from the police, hospitals, or other authorities, the United Nations Population Fund (UNFPA) presents GBV incidence data from its management information system based on services provided. This system highlights the kinds of services provided for various types of reported incidents of GBV. In 2016, UNFPA provided services in 14 governorates, and in 2017 and 2018 to 18 governorates and all 22 governorates respectively. As well, there was an expansion of new services providers and the types of services offered in different areas throughout this growth period due to increased funding from UNFPA. This expansion meant that data on the increases in reporting, increases in the incidence, or needs cannot be compared between 2016 and 2019. Additionally, for significant GBV issues like child marriage, only a small percentage of the survivors of such violence sought services (just 11 percent in 2018). Therefore, perceptions of research participants about the incidence of GBV before the war and during data collection is all that is available.

<sup>3</sup> The last census was conducted in 2004, the most recent United Nations Children’s Fund Multiple Indicators Cluster Survey in 2006, the latest Household Budget Survey in 2014, the last National Demographic and Health Survey in 2013, and the most recent Labor Force Survey in 2013–2014.

<sup>4</sup> The MCLA provides the nationwide evidence base for the HNO, a process that shapes the YHRP.

<sup>5</sup> This restriction was because it relied on key informant interviews, which were carried out with male community leaders.

### 3. CONTEXTUALIZING RESILIENCE

Since 2015, the war in Yemen has killed, injured, starved, and otherwise harmed the lives of Yemenis. From 2015 through 2019, the death toll in Yemen reached more than 100,000, including more than 12,000 civilian fatalities killed in direct attack,<sup>6</sup> with half of the more than 3 million internally displaced persons (IDPs) being female, including 27 percent who are below age 18.<sup>7</sup> Hope for an end to the conflict has resurfaced with the November 5, 2019 signing of the Riyadh Agreement between the Internationally Recognized Government and the Southern Transitional Council, as well as the continuing negotiations between Saudi Arabia and Ansar Allah. The war has devastated political, economic, and social systems and created the largest humanitarian crisis in the world. Though the crisis has impacted all Yemenis, women and girls have paid a particularly high price in this man-made disaster.

In the context of this darkest moment in Yemeni history, however, opportunities and success stories have emerged. According to a case study on Yemen for the State of the Humanitarian System 2018, “Famine has been avoided thanks to commendable efforts to support minimal food security and the extraordinary resilience of the Yemeni people.”<sup>8</sup>

#### Yemeni Proverbs on Social Solidarity

ما شلته الرجال خف

When men carry something together, it will be lighter.

ما أمسي في جارك أصبح في دارك

What happened in the evening to your neighbor, in the morning will be in your home.

يد الله مع الجماعة

God's hand is with the group.

#### Yemeni Traditions Fostering Resilience

Yemen has a variety of practices and traditions that promote individual and social resilience. Such customs have fostered a spirit of mutual support in times of need, including during the current crisis (the following textbox highlights some of those conventions). Recognizing that Yemenis themselves have been key to sustaining one another is important, as such traditions and practices can be supported through development investments and used to combat dependence on humanitarian assistance, a phenomenon a number of recent studies have noted.

At the individual-level, resilience is about attitudes, practices, and behaviors that promote well-being and mental health in the face of shocks and stresses. Yemenis are proud of being Muslims and the Hadith of the Prophet Mohammed is often used to describe this powerful social identity: “The best of men are the men of Yemen, belief is Yemeni, and I am Yemeni.” Prior to the war, many Yemenis had strong support networks through social relations within families, neighborhoods, villages, tribes, and communities. Such mutual support systems were sustained by charitable and religious beliefs, social norms, tribal practices, and an understanding that without one another in times of need, everyone stands alone.

<sup>6</sup> ACLED. Press Release: Yemen War Death Toll Exceeds 90,000 According to New ACLED Data for 2015, June 2019.

<sup>7</sup> OCHA. Humanitarian Needs Overview 2019, 2019.

<sup>8</sup> De Geoffroy, V., Azaki, A., Grünewald, F., and Chabrat, A. The State of the Humanitarian System Case Study: Yemen. Sana'a Center for Strategic Studies, Groupe URD, ALNAP, April 2018.

One illustration of the role of social capital in Yemen is the 1970s development efforts fueled by citizen-controlled remittances. The 1973 Organization of the Petroleum Exporting Countries' oil embargo led to an expansion of labor markets in Gulf Cooperation Council (GCC) countries, and Yemenis constituted a substantial proportion of workers in Saudi Arabia and other Gulf countries. Remittances increased incomes and built schools, roads, and water projects.<sup>9</sup>

### Preserving Resilience

The current war and humanitarian needs have placed tremendous stress on social capital and damaged the fabric of society in some parts of the country. Yemenis continue to support one another and pool resources throughout the conflict, and stories of personal heroism and sacrifice are common. Accounts proliferate of Yemenis, particularly women and young people, putting themselves at risk to open humanitarian corridors for families, to bring water and food across battle lines, and to volunteer in hospitals and schools. Yemenis have opened their homes to strangers displaced by the conflict, reported on human rights violations, and shared food with their neighbors. Every Yemeni with a job, inside and outside the country, is contributing to the survival of dozens of family members, friends, and strangers.

#### Illustrative Yemeni Social Traditions

- *Zakat* (alms), as well as daily charitable acts—help the less fortunate in one's family, village, neighborhood, and tribe.
- *Sadaqa*—voluntary contributions of food, money, clothes, and so on, to those less fortunate.
- *Gaysh* (call for help) —a tribal practice common when floods damage roads or agricultural terraces. Women are key to invoking this practice.
- *Tarqem* (tribal agreement)—brings people from the same tribe or village together to provide protection for a project.
- *Takaful* (solidarity or joint guarantee)—an Islamic concept to assist and stabilize the finances of individuals, families, or organizations.
- *Al-Ana*, and *Al-Shamla*—voluntary work to construct wells, dams, and other social assets.
- *Al-Ghrum*—assists victims of an accident or helps cover wedding costs in both rural and urban areas.
- *Al-Rafd*—financial or in-kind aid in rural and urban areas provided by people invited to attend a wedding, most of which is money for the groom.

Though impossible to quantify, such stories are an important component of the war narrative, demonstrating that without such safety nets, the crisis in Yemen could be much worse. In 2015, six months after the start of the war, a United Nations Development Programme (UNDP) Voices of Yemen consultation in six governorates found that with incapacitated local authorities, community-based social support within and outside of families was considered more important. Better-off Yemenis were helping poor relatives while communities were resolving tensions over the influx of IDPs.<sup>10</sup>

Since the oil boom in Saudi Arabia and the Gulf in the 1970s, remittances have continued to have a substantial economic role in Yemen. Today, remittances and charity from the Yemeni diaspora remain a key support system for many families. Unofficial sources estimate that annual remittances to Yemen could

<sup>9</sup> In 1976, the state implemented 1,877 largely rural projects and local development areas (LDAs) built 6,366. In 1981, the state construction of roads, schools, and water projects numbered 4,507 and LDAs built more than 20,000. In 1986, state-sponsored projects totaled 7,821 and LDA projects 23,344 (Carapico, S. *Civil Society in Yemen: The Political Economy of Activism in Modern Arabia*. Cambridge University Press, 1998).

<sup>10</sup> This exercise collected data at the household level in Abyan, Aden, Hajjah, Sa'adah, Sana'a, and Taiz (Carter, B. *K4D Helpdesk Report: Social Capital in Yemen*. K4D, Knowledge, Evidence, Learning for Development, June 2017).

total as much as \$10 billion.<sup>11</sup> Continuing shocks, including the World Food Programme's (WFP) suspension of food assistance from June to August 21, 2019, were weathered by families through social capital.

The humanitarian efforts of donors and international organizations in Yemen have been key to the survival of millions in the nearly five years of the conflict. Budgets for many UN agencies and international non-governmental organizations (NGOs) are among the largest in the world. Yemenis in such organizations have played a central role in shaping programs, as the rotation cycle for international staff is short. The role of local partners also has been critical to this success, recognizing that Yemeni civil society implements and delivers much of the assistance claimed, and often unrecognized publicly, by international organizations.

Humanitarian and development interventions that contribute to social capital include services for mental health; psychosocial initiatives; and safe spaces for women to share their tragedies, needs, and hopes for the future. At communal water taps, women and girls congregate and support one another. Weddings, births, and holidays continue to be celebrated despite security concerns and lack of money, providing a place to cry and laugh together. CARE's 2019 Gender and Conflict Analysis found that women's coping mechanisms, resilience, and ability to carve out space for agency were commonly cited, in contradiction to the portrait of Yemeni women being passive victims.<sup>12</sup>

The following gender analysis provides findings on advances, constraints, and changing gender dynamics.<sup>13</sup>

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<sup>11</sup> Al-Awlaqi, W., Al-Hada, S. and Al-Shawthabi, Y. The Essential Role of Remittances in Mitigating Economic Collapse. Rethinking Yemen's Economy. Sana'a Center for Strategic Studies, DeepRoot Consulting and CARPO. Co-Funded by the EU and the Kingdom of the Netherlands, May 2019.

<sup>12</sup> Haneef, C. CARE Gender and Conflict Analysis Taiz and Aden Governorates, September 2019.

<sup>13</sup> More-detailed information on gender developments since the 2017 USAID/Yemen Gender Analysis conducted by Banyan International was included in the Inception report.



# 4. FINDINGS BY YPA OUTCOME

## 4.1 Outcome 1.1—Improved Access to Health, Education, and Water

### FINDINGS

**I. Mobility Limitations Due to Conflict, Displacement, and Perceptions of Insecurity.** A number of factors limit access to basic services for all Yemenis, including generalized insecurity; nonfunctioning schools, health facilities, and water systems; limited household income; and shifting battle lines. Many constraints for women and girls to access services identified in the 2018 Gender Analysis have deepened, with the continuing war and the death toll reaching more than 100,000, including more than 12,000 civilian fatalities killed in direct attacks.<sup>14</sup>

Across all data sources for this research, the most-common constraint affecting women and girls' access to services relates to **limitations in mobility** due to the intensification of the conflict and insecurity.<sup>15</sup> Limited mobility for women has multiple sources, including the traditional social categorization of women as “weak”<sup>16</sup> and thus requiring protection, as well as the belief that women's behavior is bound to a family's honor and reputation. Additionally, there are also high levels of anxiety because of uncertainty and violence, so families seek to protect loved ones from the vicissitudes of war. Street harassment also has increased in the last two years for women, as more men are unemployed. This predicament has resulted in both high levels of frustration and powerlessness among many young men and women being more present in public spaces, working and seeking basic services. Furthermore, there is the perception of increasing incidence of GBV, which heightens families' fears for their female members. Finally, one of the most-significant constraints to accessing basic services cited in the primary data collection was transportation cost and availability. This situation has worsened in recent years, as many Yemenis had to sell off assets, including vehicles, to feed their families, and fuel costs have climbed steadily with prices in August 2019 skyrocketing due to events in Aden.<sup>17</sup> While these circumstances exist for all Yemenis, women and girls face additional challenges in their transportation needs, including a lack of lighting in public spaces, which contributes to the risk of GBV; increased workload in the absence of male family members; the additional burden of caring for the ill or injured as a result of the war; more-limited access than men to financial resources for transportation costs; and lack of female-friendly transportation options.

Some of those constraints are beyond this study's scope or USAID/Yemen's ability to resolve (such as ending the war), or would require longer-term investments (such as changing social norms about

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<sup>14</sup> Armed Conflict Location and Event Data. Press Release: Yemen War Death Toll Exceeds 90,000 According to New ACLED Data for 2015, June 2019.

<sup>15</sup> Twenty-seven out of 28 women participants in FGDs in Aden noted that access had worsened in the past two years.

<sup>16</sup> *Du'afa* (the weak; singular, *da'if*) in the Yemeni tribal lexicon is a category assigned to women, religious and ethnic minorities, *nuqqas* (the deficient or lacking), or *naqis al-asl* (lacking origin). Those seen as *du'afa* are accorded tribal protection because of their unarmed status.

<sup>17</sup> Fuel costs in Raymah and Al-Baydha particularly were volatile. Raymah's costs are likely due to its isolation (indicated by the mere 146 miles of asphalted roads there). For an analysis of factors contributing to the unique profile of Al-Baydha, see Colburn, M. Pilot Study: Ethiopian Migrant Laborers on Qat Farms in Rada', 2014.

women being seen as weak).

- 2. Women's Access to Health Services.** Among the most-significant issues limiting women's access to health services are nonfunctioning health facilities; high fertility levels and limited obstetric and reproductive health (RH) services;<sup>18</sup> a lack of female professionals in health facilities for reasons including lack of salaries and money for transportation; women's lack of control in the household over money for services and transportation; and increasing need for health and other services for survivors of GBV. According to the World Health Organization's (WHO), the second-most significant weakness in the health sector is human resources. The sector was hit hard by the exodus of many qualified staff because of the war, as their skills were in demand outside the country. There is a lack of female health-care professionals overall,<sup>19</sup> and when female health workers are absent, women are less likely to seek services or travel long distances. An area of particular weakness is the lack of family planning services, which contributes to maternal morbidity and mortality, increased fertility rates, and an expanding need for obstetric services.
- 3. Gender and Education.** Key constraints in the education sector include damage to school infrastructure and the use of schools by armed forces;<sup>20</sup> inconsistent payments or absence of teachers' salaries, particularly acute in Ansar Allah-controlled areas, impacting education outcomes, school safety, and security; and a lack of household income, which limits the ability to procure school supplies, uniforms, books, fees, and transportation. Gender-specific issues identified include high rates of child marriage among girls, contributing to the gender gap in dropout rates;<sup>21</sup> preferencing boys' education over girls'; plummeting girls' enrollment rate compared to boys';<sup>22</sup> a lack of female teachers; shrinking space for girls' education in areas controlled by conservatives and extremists; girls' more-limited transportation options;<sup>23</sup> a lack of functioning toilets in schools; and increased risk of GBV in schools, including the rape of boys. Though the conflict has weakened many Fathers and Mothers Councils (FMC), they remain key stakeholders and advocates for girls. A key task that girls traditionally carry out in rural Yemen is gathering wood for cooking. This task, as well as the collection of fodder and water, have a negative impact on girls' school enrollment. Additionally, women's health is compromised when cooking with wood or rubbish, which some IDP and economically vulnerable families have resorted to.<sup>24</sup> With the crisis, propane cooking fuel's cost and inconsistent availability has led to deforestation, which has exacerbated the time burden associated with gathering wood.

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<sup>18</sup> The fertility rate in Yemen is high at 3.755 births per woman, thus a continual rise in pregnant and lactating women. The WHO estimates that only 35 percent of maternal and newborn health services are fully functional. (Valette, D. Protection, Participation and Potential Women and Girls in Yemen's War. IRC, January 2019.)

<sup>19</sup> In 2018, according to the Ministry of Health, only 28 percent of health-care workers were female.

<sup>20</sup> The Education Cluster data estimate that 2,000 schools are unfit for use due to the conflict including 256 schools destroyed by air strikes or shelling, 1,520 schools damaged, 167 schools sheltering IDPs, and 23 schools still occupied by armed groups. OCHA. Humanitarian Needs Overview 2019, 2019.

<sup>21</sup> Thirty-six percent of girls have dropped out of education compared to 24 percent of boys. OCHA. 2019 Yemen Humanitarian Needs Overview, 2019.

<sup>22</sup> The rate of girls aged 6 years enrolled in schools is only 40 percent, compared to 63 percent of boys, whereas the enrolment rate of girls in higher education is only 1.1 percent of the total number of girls in Yemen. GIZ. Promotion of Women's Participation in the Peace Process and Post-Conflict Agenda, August 2018.

<sup>23</sup> It was noted that boys can more-easily hitch a ride with strangers or hang off the back of a bus.

<sup>24</sup> Al-Karimi, K. and Edroos, E. Yemenis Resort to Burning Firewood and Rubbish to Cook Food. Al-Jazeera, April 2018.

- 4. Water, Sanitation, and Hygiene (WASH) Services.** The current crisis has exacerbated the pre-conflict lack of access to clean water and led to an unprecedented cholera outbreak, which began in 2016, surged in May 2017, and now has flared up again.<sup>25</sup> The 2019 HNO estimated that more than half of the districts in Yemen (167 of 333) are in acute need of sanitation support. About 75 percent of households without soap cited cost as the main reason, and trucked water prices have increased by 53 percent.<sup>26</sup> Generally, water provision for households is the responsibility of women and girls, though water management is a male domain. A 2018 study that found no women headed any water units in the Ministry of Water and Environment across all 20 governorates.<sup>27</sup> A recent study by CARE on gender and conflict in Taiz and Aden found that among respondents who took more than 60 minutes to fetch water daily, there was a 223 percent increase reported by women and a 180 percent increase reported by men.<sup>28</sup>
- 5. GBV.**<sup>29</sup> In the 2019 HNO, there was a 70 percent increase in the use of services provided by humanitarian partners to GBV survivors compared with the previous year (though there are some issues of comparability of data, as discussed in Section 2.3). This finding reflects rising needs and the broader geographical coverage of such services. As Section 2.3 notes, however, a challenge for any research in Yemen is the lack of reliable, timely, accessible, and comparable data—particularly gender-disaggregated—including on GBV prevalence and incidence. According to UNFPA, of all reported GBV services provided in 2018, 46 percent were for physical assault, 22 percent addressed psychological abuse, 11 percent child marriage, three percent sexual abuse, and one percent rape.<sup>30</sup> There also was a perceived increase in the incidence of GBV, including forced marriages,<sup>31</sup> intimate-partner violence, harassment, and rape of boys. A recent International Rescue Committee assessment noted that particularly vulnerable groups in Yemen are adolescent girls (especially those living in rural areas), marginalized women, and female-headed households.<sup>32</sup> A December 2019 Sana'a Center for Strategic Studies study looking at the war's impact on women in the Hadramaut, Sana'a, Aden, and Taiz is documenting a number of trends, including the nearly universal increase in reports of early marriage. Informants reported that in Aden there is a general feeling of insecurity, with reports of the rape of girls and boys, organ trafficking, and a new phenomenon of using school girls to sell drugs because it is said if they are caught nothing will happen to them.<sup>33</sup> In the Hadramaut, sexual violence was more-

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<sup>25</sup> In 2019 areas reporting the highest number of suspected cases of cholera were Sana'a City, Al-Hodeidah, Sana'a, Hajjah, Dhamar, Ibb, and Amran. OCHA. Outbreak Update – Cholera in Yemen, September 2019.

<sup>26</sup> Ibid.

<sup>27</sup> Zabara, B. Enhancing Women's Role in Water Management in Yemen. CARPO Brief No. 9, March 2019.

<sup>28</sup> The increase was in survey respondents' recollections of before the conflict and at the time of the survey. Haneef, C. CARE Gender and Conflict Analysis Taiz and Aden Governorates, September 2019.

<sup>29</sup> See Section 2.3 for limitations on GBV prevalence and incidence data.

<sup>30</sup> OCHA. Being a Girl in Yemen: Jehan and Hamamah's Story, May 2019.

<sup>31</sup> There is anecdotal evidence that forced marriage of widows of men killed while fighting is a serious issue and contributes to the increase in polygamy. On the increase in polygamous marriage see Haneef, C. CARE Gender and Conflict Analysis Taiz and Aden Governorates, September 2019.

<sup>32</sup> Valette, D. Protection, Participation and Potential Women and Girls in Yemen's War. International Rescue Committee, January 2019.

<sup>33</sup> Al-Ammar, F., Patchett, H., and Shamsan, S. A Gendered Crisis: Understanding the Experiences of Yemen's War. Sana'a Center for Strategic Studies, December 2019.

commonly reported against boys than women. Interviews also noted that in areas under Ansar Allah control, there is shrinking space for gender-responsive programming initiatives, particularly for family planning and GBV. The dire economic situation in many families has contributed to the increase in child marriage as a negative coping strategy to address their precarious financial situations and reduce the number of mouths to feed, as well as a perceived way to protect young girls in a conflict setting.<sup>34</sup> Multiple sources noted that there are cases of fathers being pressured by landlords, or to those whom they owe money, to marry off their daughters in return for a rental or debt reduction.

*“When I visit projects working with women, they are learning skills in cooking, hairdressing, and sewing. These activities don’t empower women and interestingly some beneficiaries have university degrees. Such efforts put women in a box and I wonder how many women photographers for weddings are needed.”*  
– UN Interviewee

## 6. Mental-Health Issues Among Children and Women.

One result of the conflict is an increase in mental-health issues for a broad sector of the population, with a particularly heavy impact on children and vulnerable women. A recent study by Dr. Fawziah Al-Ammar, a Senior Research Fellow with the Sana’a Center for Strategic Studies, found that 79 percent of the 902 children surveyed reported experiencing post-traumatic stress disorder symptoms, with girls reporting them more frequently than boys.<sup>35</sup> Women struggle with mental-health issues related to stresses, shocks, and traumatic events including the loss of children, husbands, and other family members to conflict or disease; financial pressures in the home, which are particularly acute among female-headed households; displacement due to fighting, shelling, or air strikes; experiences of multiple forms of GBV, including intimate-partner violence; heightened stress and worry over money; lack of services and safety for their children; and loss of community due to displacement and increasing social divisions. Mental-health professionals in Yemen noted that the number of suicidal callers to a mental health hotline had nearly doubled in 2019, with 92 percent of them female. The cadre of mental-health professionals in Yemen is limited, with only 40 psychiatrists in the country and four specialized hospitals (in Aden, Sana’a, Al-Hodeidah, and Taiz).

## 4.2 Outcome 1.2—Increased Household Income

### FINDINGS

- 1. Loss of Three Key Household Incomes.** Since the onset of the war in 2015, three nationwide government systems providing regular income to families have been interrupted: the Social Welfare Fund’s quarterly unconditional cash payments to 1.5 million Yemenis<sup>36</sup>; 1.2 million public-sector employees who have received inconsistent, partial, or no wages since October 2016, 17.8 percent of whom are female, the vast majority teachers<sup>37</sup>; and social-security payments to 123,000 pensioners,

<sup>34</sup> Awadh, M. and Shuja’adeen, N. Women in Conflict Resolution and Peacebuilding in Yemen. Nahj Consulting, Yemen: UN Women, January 2019.

<sup>35</sup> Al-Ammar, F. Post-Traumatic Stress Disorder Among Yemeni Children as a Consequence of the Ongoing War, March 2019.

<sup>36</sup> According to the World Bank, 45 percent of direct beneficiaries are women in the Emergency Cash Transfer Program, which began in 2017 in partnership with UNICEF.

<sup>37</sup> In 2014, 38 percent of civil servants were employed in the state’s administrative apparatus, 52 percent in the

12 percent of whom were female. In 2017, it is estimated that up to 40 percent of the population was dependent on government salaries in the governorates of Marib, Al-Jawf, Abyan, and Sana'a City.<sup>38</sup> Those three sources alone account for more than 15.5 million Yemeni family members who have lost a key source of income<sup>39</sup> and have been a key factor contributing to the destruction of the middle class. This lack of income has had predictable results, including increasing indebtedness, with an estimated 80 percent of Yemenis in debt and more than half of all households having had to buy food on credit.<sup>40</sup>

*“My question is whether such changes are temporary or sustainable. We want sustainable change and we should not overestimate the durability of such changes. We must be realistic. Women’s roles have changed during the conflict as they expanded their duties, and this should translate into expanding their rights. However, I suspect it is often a temporary reaction, not sustainable change. Only time and research can tell us if it is longer-term or temporary.”*  
– USAID IP Interviewee

Of the nearly 3 million individuals paid through these programs, 32 percent are women.

In August 2017, UNICEF, with funding from the World Bank, began implementing the Emergency Cash Transfer Project. It is currently the largest global cash transfer program. Recently, there has been progress in paying civil servants’ salaries and pensions, such as the February 2019 payment of public-sector employees in Al-Hodeidah following the peace talks in Sweden. In November 2019, however, there were demonstrations in Aden as salaries to injured soldiers, those killed in the war, and retired military personnel had not been paid since August 2019. With public-sector salaries paid at the whim of parties to the conflict, households also have lost most private-sector income; accumulated debt; and experienced difficulties cover rising costs of food, fuel, and basic commodities. One particularly vulnerable age group is elderly women, who constitute a disproportionate number of cholera deaths (4.6 percent of the population is over the age of 60, but they constitute 49 percent of cholera deaths, 57 percent of whom were female).<sup>41</sup>

While those issues also are related to YPA Outcome I.3, they are included here to illustrate the dramatic reduction in household income that families have suffered in the war.

- 2. Women in the Labor Market, GBV, and Changing Gender Roles.** As a result of the crisis, increasing numbers of men are absent or dead, leading to more female-headed households.<sup>42</sup> This vulnerable group, along with women whose husbands still are around, but who have lost jobs or are unable to work, are being pushed into the workforce due to financial necessity.<sup>43</sup> Unfortunately, many women seeking jobs lack the needed skills, literacy, education, and experience, and most livelihoods opportunities reinforce entrenched gender roles (such as sewing, handicraft, hairdressing, and henna).

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military and security, and 9 percent in economic units. Al-Bashiri, M.A. Economic Confidence Building Measures – Civil Servant Salaries. Rethinking Yemen’s Economy, March 2019. According to the Ministry of Education, in 2014 around 28 percent of teachers in public primary and secondary schools were female. Darem, F. Yemeni Women’s Uphill Struggle for Education. Al-Fanar Media, June 2014.

<sup>38</sup> Al-Bashiri, M.A. Economic Confidence Building Measures – Civil Servant Salaries, March 2019.

<sup>39</sup> 2,323,000 x 6.7 (average family size from the DHS from 2013) = 15,564,100.

<sup>40</sup> OCHA. Yemen: Humanitarian Fund helps Displaced Families Survive the Harsh Winter, March 2018.

<sup>41</sup> The highest cholera fatality ratio of all age groups. WHO. Yemen Cholera Situation Update: Weekly Epidemiological Bulletin—11 Mar to 17 Mar 2019, 2019.

<sup>42</sup> The 2019 HNO estimates that over one-third of displaced Yemenis live in female-headed households, and that 21 percent are below the age of 18.

<sup>43</sup> Al-Amman, F., Patchett, H. The Repercussions of the War on Women in the Yemeni Workforce: Policy Brief No. 13. Rethinking Yemen’s Economy, July 2019.

Furthermore, the market for such goods or services often is saturated. While cash-for-work programs often come close to their female targets, there is limited information on their impact on gender relations or norms.

For some women, these new opportunities have brought a sense of empowerment, yet for others this added burden has created tensions in the family, contributing to increased intimate-partner violence. A recent study in Marib found the highest number of respondents mentioning increased tension between husbands and wives due to women becoming breadwinners.<sup>44</sup> There also have been accounts of prostitution, and a limited number of reports of trading sex for food, as women struggle to feed their families. The universal reports of rising GBV incidence rates have been attributed partially to women's increased economic activities in the public sphere seeking to earn income. This trend is seen as placing women at risk in a context of insecurity and conflict, with high levels of illiteracy, few jobs, limited knowledge of their rights, lack of self-confidence, and no electric street lights.

One positive outcome of the increasing economic activity of women is that there is now widespread social acceptance of such activities, which may be a sign of changing gender roles. This development has emerged in the last few years, opening a window of opportunity.

- 3. Microfinance, SMEs, and Entrepreneurship.** Microfinance has been a growing sector in Yemen since it began in 1997. But with the onset of the war in 2015, the number of active borrowers (120,000 in 2014) plummeted initially and then gradually increased to 85,900 in June 2018.<sup>45</sup> A study in 2018 found that for 48.3 percent of microfinance clients in Yemen, it was their main source of income.<sup>46</sup> Prior to the crisis in 2015, approximately 80 percent of microfinance clients were women, with some microfinance institutions (MFIs) reaching close to 100 percent,<sup>47</sup> although currently it has dropped to around 40 percent.

A key actor in the SME ecosystem is Small and Micro Enterprise Promotion Service (SMEPS) established in Yemen in 2005 as a subsidiary of the Social Fund for Development (SFD). Prior to the war, SMEPS had an initiative using WhatsApp with hundreds of women entrepreneurs receiving technical support from qualified women business advisors in one-on-one or group sessions. This support reached women entrepreneurs in private health clinics, resellers, import/exporters, and manufacturers in ten governorates. Despite the conflict, SMEPS continues to operate and is expanding its programming with women. Two such examples are the Business Resilience Assistance for Value-adding Enterprises Project, which responds to the needs of the businesswomen in the SME sector, and Women Business Ownership Training, a project implemented in partnership with ILO that has trained 1,735 women entrepreneurs from Sana'a.

Pre-conflict Yemen had an emerging entrepreneurship ecosystem, and there were a number of business-incubator initiatives including the Rowad Foundation's BlockOne Business Incubator (<http://www.rowad.org/project>) and Youth Leadership Development Foundation's (YLDF) Khadija

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<sup>44</sup> Heinze, M.C. and Stevens, S. Women as Peacebuilders in Yemen. Social Development Direct and Yemen Polling Center for UK Foreign Commonwealth Office Conflict, Stability and Security Fund (CSSF), June 2018.

<sup>45</sup> Republic of Yemen. Ministry of Planning. Yemen Socio-Economic Update: Microfinance Industry in Yemen – Status, Risks, Priorities, August 2018.

<sup>46</sup> Ibid.

<sup>47</sup> Aden Microfinance Foundation and Abyan Saving and Credit Program clients were both about 96 percent female.

Program for entrepreneurship training and business incubation.<sup>48</sup> An additional activity of YEEP working in the youth-entrepreneur ecosystem was Afkar, the Youth Innovation and Creativity Award, which aimed to utilize the potential of turning Yemeni youth's ideas into sustainable businesses. Initiatives included SPARK,<sup>49</sup> Tamween,<sup>50</sup> Lumlim, and Skoolsbook.<sup>51</sup> Such endeavors were yielding positive results, including support to entrepreneurs in the solar sector through an Afkar competition. There was a significant gender imbalance in the entrepreneurship space in Yemen, however, and with the war, nearly all such initiatives halted or were downsized.

- 4. Gender Differences in Responding to the Crisis and Competition for Limited Jobs.** A challenge that numerous interviewees noted was that women increasingly are seen as in competition with men for jobs and income-earning opportunities in the formal labor market and even the informal sector.<sup>52</sup> This trend is particularly apparent for young men who feel threatened by international organizations employing young women. That there are so few job opportunities for men and, with the economic crisis, there is no money for them to marry, exacerbates this situation.<sup>53</sup> These circumstances contribute to tensions in the home, at times resulting in harsh restrictions and sometimes violence by brothers towards their working sisters.

A further development in gender dynamics as a result of the war is how men and boys and women and girls have responded to economic challenges. A number of sources noted that while many women have met new challenges head on, in some cases men have given up hope. Mental-health professionals also shared that men are not coping with the crisis, even though the stigma for them of seeking professional help has lessened. One interviewee said that in research they were conducting in rural Sana'a, a woman shared, "If young women cannot find a job, they try to learn some handicraft, and they start working and excelling. Men, on the other hand, give up hope very quickly."

This competition between men and women and the negative impact of the war on men are gendered dimensions of the conflict that are rarely discussed. If not addressed, this development holds the potential of a negative backlash on young women and girls that can create further suffering and the potential for increased GBV.

- 5. The Gender Gap in Social-Media Penetration and the Youth Bulge.** In 2019, the internet in Yemen was ranked the slowest in the world.<sup>54</sup> Additionally, internet penetration is low compared to

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<sup>48</sup> This initiative supported young ICT female graduates to enter the labor market as entrepreneurs. Unfortunately, due to the conflict, the project was discontinued.

<sup>49</sup> This NGO based in the Netherlands targets vulnerable youth and supports them on their path to employment. <https://spark.ngo/middle-east-and-north-africa>.

<sup>50</sup> This portal allowed suppliers and retailers to have their own accounts to manage their businesses and satisfy consumer needs. Founded in 2015 by Bassem Warafi, winner of the 2015 Best Middle East and North Africa Entrepreneur Award from the Regional Office of the U.S. Department of State.

<sup>51</sup> Hariharan, S. Moving Mountains: Yemen's Startups Innovate Under Unimaginable Circumstances. *Entrepreneur Middle East*, June 2016.

<sup>52</sup> Currently, ten percent of Yemenis between the age of 15 and 25 generate an income to support their families: two percent are employed fulltime and eight percent work as day laborers. Transfeld, M. *Coming of Age in a Fragmented State: Everyday Struggles of Yemeni Youth*. Yemen Polling Center, December 2017.

<sup>53</sup> Recent research by CARE in Taiz and Aden found that young men are postponing marriage due to rising costs. Haneef, C. *CARE Gender and Conflict Analysis Taiz and Aden Governorates*, September 2019.

<sup>54</sup> Yemen ranked 207 out of 207: <https://www.cable.co.uk/broadband/speed/worldwide-speed-league/>.

other countries in the region,<sup>55</sup> although there has been an increase in penetration, from 14.5 percent in 2013 to 25 percent in 2019, according to the Arab Youth Survey. There is a significant gender gap in internet access, however, reflected in the lower social-media participation of women: only 14.5 percent of Facebook users and 27 percent of Instagram users are female.<sup>56</sup> A variety of factors contribute to this lower penetration for women, including the lack of female-only internet cafes or scheduled times for them to use the cafes, the risk of online harassment, and family fears of damage to reputation or honor through interactions in digital spaces.

Yemen has a young population, with 30 percent of the people between the ages of 15 and 29, and another 39 percent under the age of 15.<sup>57</sup> Although only a small percentage of the population has access to the internet, it presents a powerful opportunity to positively influence the generation of Yemenis who will one day be decision makers in their country. Men and women continue to migrate to social media for discussions about topics of importance to them, to learn about issues, and to express their ideas and opinions.

- 6. Solar and the ICT Sectors.** With the destruction of the electricity grid at the beginning of the war in 2015, large swaths of the country have been without public electricity.<sup>58</sup> Today it is estimated that nearly half of Yemenis use solar power as their main source of lighting.<sup>59</sup> The challenge of electricity has had an impact on all aspects of daily life and created unique opportunities for creativity and space for green technologies. This challenge has been a catalyst to Yemeni entrepreneurs to expand the types of solar products in the market, and international and local organizations have become involved in initiatives that work with women.<sup>60</sup> The booming green energy industry is significant for Yemeni women, as global gender-differentiated studies show that a lack of electricity disproportionately affects women, particularly female heads of households or vulnerable women.<sup>61</sup> The ICT sector in Yemen shows promise to contribute to a range of YPA outcomes, including as a channel for disseminating information on jobs, on small grants, or for campaigns and as vocational training or livelihoods opportunities, such as mobile phone maintenance. There has been a five-fold increase in mobile-phone subscriptions in Yemen, from 3 million in 2006 to 18.40 million in January 2019, leading to an almost 63 percent penetration<sup>62</sup> (including among women).<sup>63</sup> A number of sources noted that livelihoods opportunities less entrenched in traditional gender roles present an entry point for women's economic empowerment interventions, such as in the ICT sector (for example in programming, website development, and social-media marketing for global companies selling to Arab countries). The solar sector is also ripe for women's participation, and sources in this study noted that women are

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<sup>55</sup> There are 7.1 million internet users in Yemen. Arab Youth Survey. A Call For Reform: A White Paper, 2019.

<sup>56</sup> In October 2019 there were 386,300 Instagram users in Yemen (46 percent aged 25 to 34), and on Facebook 2,508,600 users. Napoleon Cat. <https://napoleoncat.com/stats/social-media-users-in-yemen/2019/10>.

<sup>57</sup> Based on the researcher's calculations using data from World of Meters. Yemen Demographics, 2020.

<sup>58</sup> Prior to the conflict, slightly fewer than two-thirds of Yemenis had access to public electricity. Al-Akwaa, G.K.I. Measuring Electricity Access Amidst Active Conflict: Lessons from Yemen, May 07, 2019.

<sup>59</sup> Ibid.

<sup>60</sup> See: Bassiouni Group. Blog: How Yemeni Women Are Using Solar Panels to Overcome Food Insecurity, February 2019; World Bank. Solar Power Can Safeguard the Future for Thousands of Yemeni Children, September 2019; Welsh, T. Solar Power Sales Help Women Avoid Food Insecurity in Yemen. DevEx, February 2019.

<sup>61</sup> Slide Share. Digital 2019 Yemen, January 2019.

<sup>62</sup> Halewood, N.I., and Decoster, X.S. Yemen: Information and Communication Technology (ICT): Yemen Policy Note. World Bank Group, 2017.

<sup>63</sup> Haneef, C. CARE Gender and Conflict Analysis Taiz and Aden Governorates, September 2019.



eager to participate in training courses and may have better access to install or repair home solar devices.<sup>64</sup>

### 4.3 Outcome 1.3—Macroeconomic Institutions and Functions Strengthened to Boost the Economy

#### FINDINGS

- 1. Riyadh Agreement and Macroeconomic Institutions.** One component of the Riyadh Agreement focuses on public finances, declaring that all state revenues (including oil exports and customs) will be deposited in the Central Bank of Yemen (CBY) in Aden. This policy is an attempt to end the recent de facto decentralization in Marib, Hadramaut, and Aden via an Executive Order that allows governors of these areas to retain and program 20 percent of sovereign revenues (from oil, gas, and the port). A further element of the Riyadh Agreement is the international oversight of and technical support to the CBY designed to improve macroeconomic performance and strengthen a key government institution.
- 2. Gender Gap in the Civil Service and Economic Institutions.** The pre-conflict gender gap in the Yemeni civil service was significant (only 17.8 percent female<sup>65</sup>), including in financial institutions. With the war, the exodus of many highly qualified women to other countries has intensified this gap. Though no data exist on this phenomenon, women who had reached higher levels in the civil service often did so via their roles in the General People's Congress (GPC), making them vulnerable as events have unfolded in the North. Additionally, many empowered and outspoken women shared that living under the increasingly conservative environment in the North is challenging and risky. Women in economic institutions are limited, although the recent appointment in Sana'a of a well-connected and influential woman to the Ministry of Finance's Gender Budgeting Department is a hopeful development. Pre-2015, the Gender Budgeting Department in the Ministry of Finance was weak and has remained dormant in both Sana'a and Aden until this recent appointment. In the CBY in Aden, of the 327 employees, 35 percent are female because of the many women who are money counters. In Sana'a, the CBY has one woman in a senior position and the Assistant Deputy Governor for Supervision is female. There are few female heads and deputy heads of departments and sections in both Aden and Sana'a.

### 4.4 Outcome 2.1—Mechanisms that Allow Citizens to Identify and Address Grievances Strengthened

#### FINDINGS

- 1. Justice and Security Sector and Gender Equality.** Prior to the current war, Yemenis turned to the formal legal system, informal structures (tribal or community leaders), and the police and

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<sup>64</sup> Under YLDF's Sustainable Opportunities for Livelihoods, Vocation and Employment project, implemented with Mercy Corps and funded by the U.S. Department of State Bureau of Near Eastern Affairs, women participated in solar-panel maintenance in Hajjah (five female and eight male) and in mobile-phone repair in Lahj (two women and 14 men).

<sup>65</sup> Women in Public Service Project. Yemen Data, 2014.

community security systems to address grievances. A variety of factors influenced where citizens would seek redress depending on where in the country they lived, their position in society, the financial capacity, and the nature of their grievance. With the conflict, the formal legal system has weakened and, in some areas and timeframes, it has collapsed. That situation also is the case for community security systems such as the *Akil Al-Hara* (neighborhood chief<sup>66</sup>) and the police. In some areas, local authorities have appointed popular committees<sup>67</sup> to undertake measures to address community safety and security issues, for which the police and the *Akil Al-Hara* were previously responsible. Since 2015, in many areas citizens increasingly have turned to the tribal system<sup>68</sup> and community leaders to voice their grievances. Vulnerable members of Yemeni society (such as *muhamasheen*,<sup>69</sup> *muwaladeen*,<sup>70</sup> and women), however, always have faced challenges in seeking redress of their complaints through the formal and informal systems. Currently, in many parts of the country, women are less likely to report a crime or GBV incident to the police, as they fear increased social stigma, further abuse, or even rape by police or security personnel. Furthermore, prosecution of GBV crimes is hampered by customs and traditions, gaps in the legal framework,<sup>71</sup> and weaknesses in the justice system.<sup>72</sup> In Taiz,<sup>73</sup> Marib, and Lahj,<sup>74</sup> female police officers can improve women’s likelihood of reporting crimes and grievances.

“Women who go to police stations to report a crime are pressured to drop their cases or extorted to pay, so families do not support reporting to the police.” Another participant shared, “My mother and I were assaulted and injured in our home. We reported it to the police and they put him in prison for a short while then someone paid to get him out. For those of us without money or connections there is no justice.”  
– FGD participants in Aden

**2. Local Councils and Women.** Local councils have a central role in addressing citizens’ grievances, particularly when reporting issues related to service delivery. The ability of local councils in Yemen to

<sup>66</sup> This person is an influential government appointee under the Ministry of Interior whose primary function is to keep the peace and liaise with the police if crimes occur, as well as coordinate marriages, births, and deaths in their area with government authorities. Only a handful of women fill such roles.

<sup>67</sup> Among Ansar Allah, such committees have had various names, including popular committees, people’s committees, and revolutionary committees. Al-Muslimi, F. *The Popular Committee Phenomenon in Yemen: Fueling War and Conflict*. Carnegie Middle East Center, 2015.

<sup>68</sup> *Urf Al-Qabala*, or for short *urf* (tribal customary law from the root meaning “to know or to be aware”) refers to common knowledge embodied in age-old practices, precedence, agreements, and the wisdom of judges and mediators. *Urf* is recognized as a source of law in Yemen’s legal code.

<sup>69</sup> Literally meaning marginalized, it’s a recent term used to describe the lowest level of traditional Yemeni social stratification. *Muhamasheen* are Yemenis of mixed African descent, most commonly described as the remnants of a historic Ethiopian invasion and excluded socially, politically, and economically.

<sup>70</sup> This derogatory term categorizes Yemenis of mixed ancestry, with the African and Indian mixture being the most-negatively viewed.

<sup>71</sup> Salient legal issues include prohibition of abortion even for rape victims (Articles 239 and 240 of the Penal Code); marital rape is not specifically criminalized and the Personal Status Code obliges a woman to obey her husband, with courts interpret to mean that a wife cannot refuse her husband’s request for intercourse; the Penal Code exonerating a rapist who marries his victim; and no minimum age of marriage.

<sup>72</sup> Issues include stigma associated with women appearing in court to testify or press charges; the testimony of two women equals the testimony of one man; women are prohibited from giving testimony in cases such as adultery, defamation, theft, and sodomy; and the lack of female judges, prosecutors, and lawyers discourages women from accessing the legal system.

<sup>73</sup> Al-Sakkaf, N. *Yemeni Women Break Taboos to Join Police*. TRT World, July 2017.

<sup>74</sup> Heinze, M.C. and Stevens, S. *Women as Peacebuilders in Yemen*. Social Development Direct and Yemen Polling Center for UK Foreign Commonwealth Office CSSF, June 2018.

function during the current crisis varies by location and conflict dynamics; however, all of them have been impacted by budgetary limitations and the issue of civil-servant salaries. Local councils are able to raise revenues in their communities (that is, through taxes on basic utilities and telephone usage), but given the economic collapse and citizens' financial challenges, there are few funds to collect.<sup>75</sup> A further challenge that local councils face is that there has been considerable changes in the control of political and security actors since the last election in 2006 when most councils were GPC dominated. Regarding the role of women in governorate councils, in 2006 there were 30 women who won at the district level and five who won at the governorate level in councils in Abyan, Aden, and Taiz.<sup>76</sup> Despite the few women councilors, local councils often have been easier for women to access than other government structures. One recent study noted that women activists in Lahj, Marib, and Taiz often cooperate effectively with local governance structures and that local leaders are receptive to women's inputs on needs and complaints. Yet the study also found that women generally are excluded from formal decision-making and political structures.<sup>77</sup>

- 3. The Role of Civil Society and Media in Addressing Grievances.** Yemeni civil society and the media have a significant role in addressing citizens' grievances and needs, primarily through advocacy campaigns to raise awareness about service delivery, abuse, and corruption.<sup>78</sup> Since 2015, civil society activists and journalists have struggled to maintain neutrality and independence in the conflict, and many have been suffered from harassment, abuse, detention, torture, disappearance, and even death.<sup>79</sup> The silencing of such independent voices has been a trend in areas controlled by Ansar Allah, as well as in areas under the Internationally Recognized Government's control. Historically, women have played an important role in civil society organizations.<sup>80</sup> Though the war has had a negative impact on civil society, women activists have continued to play central leadership roles in humanitarian actions and other activities, such as addressing grievances and documenting human rights abuses. A study from 2018 found that women were more likely to work for national NGOs than men.<sup>81</sup>
- 4. Vulnerability and a Lack of National Identification.** A significant issue that women face in accessing basic services and interactions with formal legal and security systems is a lack of national

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<sup>75</sup> Al-Awlaqi, W. and Al-Madhaji, M. Beyond the Business as Usual Approach: Local Governance in Yemen Amid Conflict and Instability. Rethinking Yemen's Economy, July 2018.

<sup>76</sup> In the country's first local-council elections in 2001, 147 women ran and only 38 won. In 2006, 42.7 percent of voters were female, though only 145 women ran at the district level and 41 at the governorate level, out of a total of 19,734 and 2,127 candidates respectively. Governorates with the lowest turnout of female voters were Sa'adah (26.6 percent) and Marib (33.8 percent), while the highest was Raymah (49.6 percent). European Union Election Observation Mission. Yemen: Final Report Presidential and Local Council Elections. September 2006.

<sup>77</sup> Heinze, M.C. and Stevens, S. Women as Peacebuilders in Yemen. Yemen Polling Center and Social Development Direct, 2018.

<sup>78</sup> Defined as the misuse of entrusted power for private gain.

<sup>79</sup> For a thoughtful summary of the challenges for journalist in Yemen see Sultan, Z. Why the Press Struggles to Cover the War in Yemen. Columbia Journalism Review, September 2019.

<sup>80</sup> A study in 2009 of 101 CSOs found that 53 percent of employees were female, with 47 percent female steering committee members—impressive given the lack of gender equity in the government and private sectors. In Yemeni civil society, there generally is a positive environment for women to be involved at all levels. Colburn, M. Yemeni Non-Governmental Organization Assessment Report. Social Fund for Development, June 2009.

<sup>81</sup> Al-Ammar, F., Patchett, H. The Repercussions of the War on Women in the Yemeni Workforce: Policy Brief No. 13. Rethinking Yemen's Economy, July 2019.

identification documents<sup>82</sup> Although Yemeni women have the right to such documentation, as well as passports, many women do not possess them.<sup>83</sup> IDP and *muhamasheen* women often lack national identification, particularly if they are from rural areas. Factors influencing women’s lack of such documents include high levels of illiteracy, lack of a space on ID cards for polygamous marriages, women’s reluctance to interact with government entities, and women’s lack of access to resources and limited mobility.<sup>84</sup> Although local authorities have developed alternative systems for registering IDPs who lack national ID cards, the verification process requires male community leaders to certify eligibility. The UN’s OCHA recognizes that this situation is a major obstacle for women who head households, as families depend on official IDs to collect humanitarian aid.<sup>85</sup> A recent study noted that the lack of identity documents is a significant challenge among IDP families, as ID is required to enroll children in school, but many families lost or damaged their papers in displacement.<sup>86</sup>

## 4.5 Outcome 2.2—Social Cohesion of Communities Strengthened

### FINDINGS

- I. **Increasing Sectarian Divisions.** Historically Yemen has been known for its religious tolerance; as G. Wyman Bury wrote in the early 20th century “The Yemeni is not fanatical. He has his own religions views, but realizes, from the sects into which his own people are divided, that there are at least two sides to every religious question.”<sup>87</sup> The current war, however, has fueled sectarian sentiments, as has the presence of Al-Qaeda in the Arabian Peninsula (AQAP) and Islamic State-Yemen in parts of the country, particularly Al-Bayda and Al-Dhale’. Women have contributed to sectarian divisions, as is evident in the recent U.N. report that verified the recruitment of 16 girls between the ages of 15 and 17 in Sa’adah to encourage male family members to join Ansar Allah and to mobilize other women and girls to do likewise.<sup>88</sup> Within families and communities, where marriage between Zaydi and Shafai were not uncommon in many parts of the country, divisions have grown and sectarian language, behavior, and violence have proliferated. Tensions over even a minor issue can spiral out of control with fatal consequences, as arms are readily available. Voices that have promoted neutrality and combated sectarianism largely have been silenced, and a long tradition of freedom of expression has been nearly lost in a few short years. This era in Yemeni history is changing traditions of tolerance

*“Timing is of the essence in responding to the expansion of negative practices that harm women, girls and ultimately the community. I have seen it in Tunisia and other places where sectarian warping of religious traditions and brainwashing gains a foothold. We need to move fast or the next generation will be lost.”*  
– USAID IP Interviewee

<sup>82</sup> Before the conflict, UNDP noted this issue for men and women, but stated that without such documentation, women were in effect barred from fully participating in society (<https://stories.undp.org/people-of-yemen>).

<sup>83</sup> Passport Law No. 7 (1990) does not require a male consent for a woman to be issued her own passport or national identity card. UNDP, UNFPA, UN Women, ESCWA. Yemen: Gender Justice and the Law: Assessment of Laws Affecting Gender Equality and Protection Against Gender-Based Violence, December 2018.

<sup>84</sup> OCHA Gender, age and diversity in IDP Registration.

<sup>85</sup> Ibid.

<sup>86</sup> Haneef, C. CARE Gender and Conflict Analysis Taiz and Aden Governorates, September 2019.

<sup>87</sup> Bury, G. Wyman. Arabia Infelix: Or the Turks in Yamen, Reading, Garnet Publishing, 1915/1998.

<sup>88</sup> Office of the Special Representative of the Secretary-General for Children and Armed Conflict. Report of the Secretary-General on Children and Armed Conflict, June 2019.

fueled by increasing human-rights violations.<sup>89</sup> Women have suffered significantly from the increase in sectarian divisions. A recent study on women as peace builders in Yemen notes, “Changes in the religious environment have had particular effects on women, especially a rise in radical religious rhetoric and greater influence of Islamist actors. In some areas (Taiz and Lahj), this has resulted in severe threats and violence against women activists and restrictions on women’s movement.”<sup>90</sup>

- 2. Women’s Role in Conflict Resolution and Social Cohesion.** Women have a distinct and significant contribution to make to conflict resolution and social cohesion. Within the home, mothers wield tremendous influence on how their children handle conflict and interact with others, as well as whether they encourage hatred and revenge or tolerance and reconciliation. In the community, women also have played positive roles. A recent UN Women study found that in areas where women historically have been engaged in peacebuilding and conflict resolution, they have continued to play this role during conflict (such as Aden, Al-Jawf, coastal Hadramaut, Marib, Sana’a, Shebwah, and Taiz). Comparatively, in areas where women had a less-public role pre-conflict, they have played a less-prominent role during the conflict (for example, in Al-Bayda, Al-Dhale’, and Wadi Hadramaut).<sup>91</sup> A recent study by Marie Christine Heinze and Sophie Stevens contains a wealth of primary data from the governorates of Marib, Taiz, and Lahj regarding conflict, GBV, the impact of the war on women, governance, and the contributions of women to peace and social cohesion.<sup>92</sup> This study noted that in some areas, women are mediating intertribal disputes and conflicts over public resources. Women in Marib were found to play the strongest role in conflict mediation, with many positive accounts of women influencing or negotiating agreements between tribal groups and capitalizing on local norms.<sup>93</sup>
- 3. Traditions in Exclusion and Inclusive Practices.** Traditional Yemeni society is highly stratified, contributing to the exclusion of large segments of the population, most notably women, youth (with over half of the population below the age of 18), and marginalized groups (such as *muwaladdeen* and *muhamasheen*). Cultural factors contributing to exclusion from decision-making include those who are categorized in traditional tribal social norms as weak and therefore protected, such as women; caste-like discrimination of those who traditionally performed unclean tasks such as street sweeping and the removal of night soil from public baths and toilets; racism against Yemenis with darker skin, rooted in the history of conflict, conquest, slavery, migration, and intermarriage with Africa; and the principle of *jahl*, which is particularly challenging for youth.<sup>94</sup> Despite exclusionary practices and structural discrimination in Yemen, however, there are also traditions that promote social solidarity and contribute to resolving conflicts nonviolently. Yemen has ancient indigenous traditions in conflict management, mitigation, consensus building, and consultation within tribes. Further, in Yemen a

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<sup>89</sup> Sharif, N. The War in Yemen has Destroyed Us. D.W, August 2019.

<sup>90</sup> Heinze, M.C. and Stevens, S. Women as Peacebuilders in Yemen. Yemen Polling Center and Social Development Direct, 2018.

<sup>91</sup> Awadh, M. and Shuja’adeen, N. Women in Conflict Resolution and Peacebuilding in Yemen. Nahj Consulting, Yemen: UN Women, January 2019. Also see: UN Women. Yemeni Women Building Peace in Times of War. A 10-minute video documentary, August 2018.

<sup>92</sup> Heinze, M.C. and Stevens, S. Women as Peacebuilders in Yemen. Social Development Direct and Yemen Polling Center for UK Foreign Commonwealth Office CSSF, June 2018.

<sup>93</sup> Ibid.

<sup>94</sup> *Jahl* (ignorance) is a key driver in the exclusion of young women and men, whereby their ideas and opinions are perceived as irrational and therefore ignored. The concept is evident in the Arabic word for child, which conjugates into *jahiliyyah*, referring to pre-Islamic Arabia when society was perceived as ignorant of divine guidance.

number of so-called capacities for peace have been identified in which women have distinct roles, including in a culture of dialogue, willingness to engage in mediation and arbitration, openness to acknowledge others' grievances, a culture of empathy, support for the vulnerable, and recognition of common concerns and aspirations.<sup>95</sup>

- 4. Changing Gender Roles: Temporary or Sustainable?** Gender roles are entrenched in Yemeni culture, and although women have taken on new responsibilities in the home and communities, enduring changes to the roles and responsibilities of men and women is uncertain. In the 1970s, when an estimated one-fifth of the Yemen Arab Republic (YAR) and one-third of the People's Democratic Republic of Yemen (PDRY) male labor force worked abroad, women performed most of the agricultural labor, even that traditionally done by men. Women also made decisions about how the money their husbands sent home was spent. Upon men's return to Yemen, however, such changes in gender roles did not endure. The protective aspects of Yemeni gender norms have facilitated the ability of women to deliver humanitarian relief.<sup>96</sup> Within the home, there have been some changes when the wife works, with men taking on responsibilities their wives normally carried out, but such reports are limited.<sup>97</sup> In general, women who work have a double burden as they are earning income and performing household tasks including cooking, cleaning, and child care.

## 4.6 Outcome 2.3—Inclusive Peace and Transition Processes Strengthened

### FINDINGS

- I. The Yemeni Diaspora and Remittances.** As a consequence of the war, many Yemenis have left the country seeking refuge in the Middle East, Africa, Asia, Europe, Canada, Australia, and the United States. Though it is difficult to estimate the number of Yemenis outside the country, many face similar challenges: economic uncertainty; scrutiny of political activism and awareness raising about the war by host-country security forces; and visa, residency issues, and overstay fees if they remain beyond their legal limit. Despite the significant size of this diaspora, there is limited information on its needs, risks, and potential to support the peace and political transition process<sup>98</sup> and alleviate humanitarian needs inside and outside Yemen.<sup>99</sup> A study published in May 2019 by the Rethinking Yemen's Economy initiative noted that remittances have meant the survival of millions of Yemenis, which have become the primary supply of foreign currency in the local market, and have been critical to facilitating imports of basic commodities. As noted in Outcome 1.3, highly qualified Yemeni women have been a significant

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<sup>95</sup> Awadh, M. and Shuja'adeen, N. Women in Conflict Resolution and Peacebuilding in Yemen. Nahj Consulting, Yemen: UN Women, January 2019.

<sup>96</sup> Heinze, M.C. and Stevens, S. Women as Peacebuilders in Yemen. Yemen Polling Center and Social Development Direct, 2018.

<sup>97</sup> In a study conducted by ARK, it was noted that northern men are more likely to share in household tasks such as childcare, alleviating family burdens, than in other parts of the country. ARK. Opportunities and Challenges for Women in Peacebuilding. ARK DMCC Report. Bureau of Conflict and Stabilization Operations, December 2018.

<sup>98</sup> Aboueldahab, N. Reclaiming Yemen: The Role of the Yemeni Professional Diaspora. Brookings Doha Center Analysis Paper. Number 26, April 2019.

<sup>99</sup> Al-Awlaqi, W., Al-Hada, S. and Al-Shawthabi, Y. The Essential Role of Remittances in Mitigating Economic Collapse. Rethinking Yemen's Economy. Sana'a Center for Strategic Studies, DeepRoot Consulting and CARPO. Co-Funded by the EU and the Kingdom of the Netherlands, May 2019.

demographic of this exodus.

2. **Women's Political Leadership.** Yemen has a heritage of women's political leadership, both ancient<sup>100</sup> and historic.<sup>101</sup> In contemporary times, women have had more-modest public political profiles, although Yemeni women were the first on the Arabian peninsula to be granted suffrage in 1967 (PDRY) and 1970 (YAR). Yemeni women have achieved leadership roles as government ministers, ambassadors, and even Nobel laureates (Tawakul Karman in 2011). The political uprising in 2011 and continuing into the NDC era have been described by activists as a golden time for women's participation in the public sphere. Women achieved 27 percent representation in the NDC and were influential in setting the agenda and drafting a new constitution, which unfortunately was not ratified.<sup>102</sup> Despite this background, while pressure has been exerted on parties to the conflict to include women in their delegations, the participation of women has been limited, dropping from 11 percent in Kuwait in 2016 to five percent in Stockholm in 2018.<sup>103</sup> There have been a number of attempts to include women in Track 1.5 or 2 efforts (described later), and Special Envoy Martin Griffiths<sup>104</sup> created a Technical Advisory Group of women to advise him. Additionally, there have been side events at all peace talks organized by Yemeni women and stakeholders. Interviews noted that the 14 highly qualified Yemeni women who attended the Riyadh Agreement were invited at the last minute and often excluded from photos. It could be considered, however, that their invitation to attend was an indicator that international pressure to include women in the peace process has furthered the aim of a quota for women.

Contributing factors to the lack of progress on inclusion include the intransigence of parties to the conflict; a lack of clear strategies to influence parties to the conflict; a nascent women's movement in Yemen that lacks coherence and strategic vision; difficulty for women leaders in Yemen to travel<sup>105</sup> and secure visas to Europe, the United States, and many other locations; a diaspora of elite women leaders viewed by many inside Yemen as lacking legitimacy to represent women who are living through the war; a UN-led peace process that has been unclear until recently on how to engage Yemeni women; and international and local actors who weaken efforts to include women because of personal power struggles, destructive criticism, and defaming outspoken Yemeni women.

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<sup>100</sup> The Queen of Sheba is proudly claimed by Yemenis as a ruler in the Sabaean Kingdom that flourished in Yemen from the 10th century BC to the 6th century AD and built the Marib dam.

<sup>101</sup> One such historical figure was Queen Arwa Bint Ahmad Al-Sulayhiyya (1048–1138), a long-reigning ruler of Yemen. Queen 'Arwa and her mother-in-law Queen Asma bint Shihab were the only female monarchs in the Muslim Arab world to have had the *khutba* (Friday prayer sermon) proclaimed in their name.

<sup>102</sup> Awadh, M. and Shuja'adeen, N. Women in Conflict Resolution and Peacebuilding in Yemen. Nahj Consulting, Yemen: UN Women, January 2019.

<sup>103</sup> The October 2019 Women, Peace, and Security (WPS) Index ranks 167 countries and Yemen was ranked last, the only country to experience a significant absolute worsening in its WPS Index score. Georgetown Institute for Women, Peace and Security and Peace Research Institute of Oslo. Women, Peace and Security Index, October 2019.

<sup>104</sup> Jamal Bin Omar (2012-2015), Ismail Ould Cheikh Ahmed (2015-2018) and Martin Griffiths (2018-Present).

<sup>105</sup> Al-Warraq, A. A Yemen Travel Odyssey: Unpredictable Airports and Risky Roads. Sana'a Center for Strategic Studies, October 2019.

**3. Changing Perceptions of Women’s Role in the Public Sphere.** During the current war, women have demonstrated resilience and an impressive ability to carve out space for their participation, despite challenges and barriers. This capacity has contributed to changing the public perception of women, from being focused on the domestic sphere to being more active in the public realm. Though women have a more-limited profile in the public sphere as decision-makers, they have an increasing role in humanitarian efforts.<sup>106</sup> Since the beginning of the current war, there have been significant changes in the political landscape in the country, prioritizing weapons over words and replacing consensus building and negotiations with violence. This dynamic disenfranchises women, children, and the majority of men in the country, leaving governance to thugs and warlords (in the words of Yemenis interviewed for this research). Even though women had an unprecedented role in the NDC, subsequently they nearly disappeared from the political scene. Yemeni women have a role in mediation and conflict resolution at the community level, although often times more as influencers out of the spotlight. There also have been limited efforts to include the voices of young people, including women, and other vulnerable groups in the peace process. Confidence-building measures are a promising area where Yemeni women can play a leadership role.

*“Changing community dynamics and social norms takes time. It will not happen through humanitarian actions, or even in one or two year-long interventions, but rather in longer-term development investments.”*  
– USAID IP Interviewee

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<sup>106</sup> Ibid.



# 5. BIG PICTURE FINDINGS

- 1. **Finding:** Yemen is a complex context to implement gender programming, particularly in Ansar Allah-controlled areas. There is a lack of cooperation between donors and stakeholders, limiting efforts to strengthen gender equality and women’s empowerment outcomes. This situation results in missed opportunities to coordinate efforts for maximum impact.
- 2. **Finding:** For a variety of reasons, including Finding 1, gender expertise in implementing organizations in Yemen, including in leading UN agencies, is weak and often struggles to make headway against constraints.
- 3. **Finding:** The local context constrains IPs’ abilities to strengthen gender programming, which is exacerbated by a dearth of information on the gender impact of humanitarian actions and development interventions.
- 4. **Finding:** Yemeni civil society can play a crucial role in all six outcomes of the YPA. Yemeni CSOs are a critical channel for women, young people, and marginalized groups to create their own opportunities, influence livelihoods opportunities that empower, and foster social cohesion and peacebuilding. Despite the great potential of civil society to contribute to a brighter future for Yemen, this study identified a number of challenges.

*“There is a lot that can be done. Intersectoral agency work would give new energy to the clusters and expand effort beyond life-saving. I feel that better coordination among agencies, and also with donors, it is very important.”*  
– UN Organization Interviewee

# ANNEX A: USAID/YEMEN GENDER ANALYSIS SCOPE OF WORK

## OBJECTIVE

In 2017, USAID/Yemen developed the Yemen Programming Approach (YPA), a strategic planning document used to guide its program planning and design for the period 2017-2020. The Mission aims to update the YPA, and per the Agency's ADS 201 and 205, when updating such higher level implementation documents, Missions should conduct a gender analysis to identify the macro and sector level gender inequalities or obstacles in the operating environment.

USAID/Yemen completed a desk gender analysis in January 2018, which would under normal circumstances, have been sufficient to inform the currently planned updated YPA. However, significant geopolitical and socio-economic changes in Yemen due to the conflict, necessitate a review of that analysis. The Mission therefore seeks to update that analysis and will use the analysis' findings and recommendations to guide integration of gender equality and female empowerment principles into its YPA, including incorporating these principles into activity design, implementation, and Collaborating, Learning and Adapting (CLA).

Specifically, the Mission intends to:

- Update and re-validate USAID/Yemen's January 2018 Gender Analysis findings and recommendations;

The key stakeholder and the primary audience for the analysis' results will be USAID/Yemen. In addition, an approved version of the analysis will be accessible publicly to all interested parties in the development community and beyond.

## COUNTRY BACKGROUND

Yemen's current conflict, ongoing for over four years, is complex and multifaceted. Fighting continues between those aligned with Ansar Allah and forces allied with the internationally recognized Yemeni government, backed by a coalition led by Saudi Arabia. There are also conflicts within the coalition of countries and institutions that support the internationally recognized Yemeni government. In addition, the situation is made more convoluted by the existence of international terrorist groups - both Al-Qaeda in the Arabian Peninsula (AQAP) and the Islamic State in Yemen (IS-Y) - fighting against each other and against the various controlling authorities in Yemen.

The conflict has taken a severe toll on civilians' lives. More than 90,000 people have been killed and 3.3 million internally displaced. The country's social fabric has frayed, polarizing communities and deepening societal divisions in ways that will create significant obstacles for peace and reconciliation processes and challenge Yemen's stability for years to come.

The population of Yemen is estimated at 30.5 million people. As of April 2019, UN OCHA estimated

that<sup>107</sup>:

- 20 million people (65.5% of the population) are food insecure
- 55% of the population has no access to an improved water source
- 49% of health facilities are not functioning or only partially functioning
- 7.4 million people require services to treat or prevent malnutrition
- Million children are out of school and an estimated 2,000 schools are damaged or occupied by IDPs or armed groups.

In 2017, USAID/Yemen conducted a Gender Analysis that concluded that the conflict in Yemen has devastated the country and left Yemen's population poorer, fragmented, and traumatized. The Analysis stated further that the conflict has severely impacted all segments of the population in different ways based on a number of variables, such as location, age, sex, and disability. Among the most affected in the Yemen crisis are those with specific needs or chronic vulnerabilities such as women, children, older persons, minorities, persons with disabilities, and IDPs, refugees and migrants. Moreover, the experiences of people in, and displaced from the most heavily impacted governorates, differ widely from those in other locations.

## **USAID/YEMEN BACKGROUND**

The USAID/Yemen YPA guides the implementation of an expanded development assistance program in Yemen while also providing the flexibility needed to adapt to Yemen's rapidly changing conditions and needs. The YPA supports the idea that while assistance alone cannot turn the tide of the conflict, the international community can help build a stronger foundation for durable peace in Yemen by strengthening systems (including government, civil society, private sector and community institutions and processes) that reduce conflict. The YPA has two interconnected objectives -- Objective 1: strengthen the ability of Yemeni systems to meet citizen needs and Objective 2: enhance Yemen's ability to manage conflict. The following six outcomes are linked to these objectives and are elaborated on -- background and approach -- in the attached YPA ANNEX I - Description of Outcomes.

Outcome 1.1: Improved access to Health, Education, and Water

Outcome 1.2: Increased Household Income

Outcome 1.3: Macroeconomic Institutions and Functions strengthened to boost the economy

Outcome 2.1: Mechanisms that allow citizens to identify and address grievances strengthened

Outcome 2.2: Social Cohesion of communities strengthened

Outcome 2.3: Inclusive peace and transition processes strengthened

Current USAID/Yemen programs support these outcomes in the following ways:

**Health:** Strengthening the health system including support for Maternal Child Health and family planning and reproductive health services, prevention of emerging disease threats, improved health surveillance and data, and a stronger health system that reaches the most vulnerable populations.

**Education:** Strengthening the education system, restoring access and facilitating re-entry to basic

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<sup>107</sup> UNOCHA, 2019 Humanitarian Needs Overview

education.

**WASH:** Improving access to safe and adequate water supply and basic sanitation infrastructure for households, hospitals, and schools. Build resilience of the population by encouraging adoption of positive health and hygiene behaviors within the most vulnerable communities.

**Economic Recovery Livelihoods and Agriculture:** Strengthening institutions to promote the creation of a stable macroeconomic environment that facilitates trade and stimulates job creation, while also supporting sustainable livelihoods and improving agricultural (and fisheries) performance.

**Governance, Peace and Stability:** Engaging communities in an inclusive approach to identify and address community-level sources of conflict and social mistrust

## **GENDER ANALYSIS METHODOLOGY**

The Contractor must update the Gender Analysis conducted in 2017. The Contractor must review the Gender Analysis dated January 2018 and update it in compliance with ADS 205, the USAID Journey to Self-Reliance, the 2018 Women’s Entrepreneurship and Economic Empowerment Act, and the USAID 2019 Policy Framework, **The update will specifically focus on:**

- I. Reviewing pertinent documentation published after January 2018 to identify new advances and challenges to promoting gender equality that were not identified in the 2018 report, present the findings, and provide recommendations to guide USAID/Yemen planning. The documents will include; studies; assessments; surveys; country- and Yemen subregional-level gender analyses conducted by donors and non-governmental organizations (NGOs); implementing partners’ annual reports, situation analyses, sector assessments, and evaluations; laws enacted after December 2017; regional or sectoral gender analyses and reports by the UN and regional intergovernmental organizations, and implementing partners. The advances and challenges will be identified based on five domains listed in ADS 205.3.2, in addition to two domains related to Gender-Based Violence and the specific context in Yemen, namely;
  - a. Laws, Policies, Regulations, and Institutional Practices
  - b. Cultural Norms and Beliefs
  - c. Gender Roles, Responsibilities, and Time Use
  - d. Access to and Control Over Assets and Resources
  - e. Patterns of Power and Decision-making
  - f. Physical Safety and Security, including GBV
  - g. GBV Prevalence, Incidence, Risk Factors and Access to Services

It will also identify advances and challenges by outcome so that the report speaks to USAID technical experts who are designing strategies and programming for the mission. It will address female empowerment as a cross-cutting priority under each outcome.

2. Re-validating the findings and recommendations of the 2018 Gender Analysis through desk review and meetings with a wide range of key informants and stakeholders who are aware of the local context and can provide unpublished information and insight. The meetings should

include but are not limited to: relevant USAID/Yemen and DC staff; USAID/Yemen implementing partners (as recommended by USAID); key donors; civil society organizations; local academic institutions; think tanks; and government officials at the national and sub-national levels. The recommendations should guide USAID/Yemen to integrate gender equality and female empowerment across the six programming outcomes listed in the YPA, namely:

- a. Improved access to health, education, and water
- b. Increased household income
- c. Macroeconomic Institutions and Functions Strengthened to Boost the Economy
- d. Mechanisms that allow citizens to identify and address grievances strengthened
- e. Social cohesion of communities strengthened
- f. Inclusive Peace and Transition Processes Strengthened

The gender analysis must provide descriptive statistics on men and women, and country and sector-level quantitative and qualitative data on the key gender gaps in each of the domains described above.

USAID will provide a list of suggested documents for review and interviews to be conducted. It will also upload non-sensitive key documents to a secured Google Drive. The Contractor must conduct initial research to compile a comprehensive list of documents and interviews to be included in the Inception Report for USAID/Yemen's review and concurrence (see section Deliverables and Timeline below).

The Contractor's research team must include members who are familiar with the work of the international and local organizations implementing programs in Yemen who produced reports that can inform this task. In addition, the Contractor will search documents, surveys, assessments, etc. using keywords including but not limited to "gender", "gender-based violence", "violence against women", "Yemen", "policy", "strategy", "equality", "threats to safety for men and boys", "threats to education and employment for men and boys", "new technologies for women", "changed cultural practices for women", "freedom of movement for women and men", "female heads of households", "gender role changes", "gender dynamics" and the years 2017 through 2019. All documents shared by USAID will be reviewed, as will current (2019) documents shared across humanitarian aid sites, including UN OCHA, Humanitarian Response, ReliefWeb, etc.

## **PERIOD OF PERFORMANCE AND LEVEL OF EFFORT**

It is estimated that the team will need approximately 49 working days to perform the work included under this SOW, as follows:

Document research, interview planning, and inception report development (5 days)

Inception Report including literature review (10 days)

Interviews and consultation meetings (in-person, via phone, teleconferences, emails etc. (9 days)

Report writing and PowerPoint presentation (10 days)

Performance Period: Approximately ten weeks starting on October 1, 2019. During this period, USAID will have two periods of one week each to provide feedback on the Inception Report and the draft Gender

Analysis Report (see Deliverables and Timeline section below).

## DELIVERABLES AND TIMELINE

The Contractor must provide the following deliverables. All written documentation for submission by the contractor to USAID/Yemen must be in English.

Deliverables	Due Date (Timeframe)
<p><b>1 Inception report</b> Prior to the start of the document review and meetings, the Contractor must submit to USAID an Inception Report for USAID approval. The report must include:</p> <ul style="list-style-type: none"> <li>● Complete list of documents planned for review</li> <li>● Complete list of planned interviews and proposed individuals</li> <li>● Proposed list of questions for the interviews</li> <li>● Detailed description of the data collection plan and analysis methodology</li> <li>● Literature review</li> </ul>	<p><b>Inception Report Preparation Period:</b> October 18, 2019 (October 1-18, 2019)</p> <p><b>USAID Review Period:</b> October 25, 2019 (October 18-25, 2019)</p>
<p><b>2 PowerPoint presentation of Gender Analysis preliminary findings and recommendations</b> The Contractor must develop and deliver a PowerPoint presentation of the preliminary findings and recommendations of the Gender Analysis to USAID/Yemen and DC staff Should be submitted as an MS PowerPoint Presentation and delivered over DVC to the USAID/Yemen team.</p>	<p>November 13, 2019 (October 25-November 13, 2019)</p>
<p><b>3 Draft Gender Analysis Report</b> Refer to section “Final Report Format and Supporting Data” below. Should be submitted as MS Word document. Draft report will include feedback from PowerPoint presentation of preliminary findings and recommendations.</p>	<p><b>Draft Report Preparation Period:</b> December 13, 2019 (October 25-December 13, 2019)</p> <p><b>USAID Review Period:</b> December 13, 2019 (December 13-20, 2019)</p>
<p><b>4 Final Gender Analysis Report</b> Refer to section “Final Report Format and Supporting Data” below. All comments provided by USAID should be addressed in the Final Report. Report should be submitted in MS Word and PDF formats.</p>	<p>January 7, 2020 (December 20-January 7, 2020)</p>

## LOGISTICS AND ADMINISTRATIVE SUPPORT

The Contractor must be responsible for the administrative support and logistics required to fulfill this task. These shall include all appointment scheduling, secretarial services, report preparation services, printing, duplicating, and translation services. USAID will assist the Contractor in obtaining any program documents and contacts necessary to fulfill the task. The Contracting Officer’s Representative (COR) and/or alternate will provide strategic direction and guidance throughout the analytical process, including the development of any data collection tools and gender analysis report outline, approach, and content. It is expected that several USAID/Yemen staff with different expertise will be involved with the gender analysis process.

## FINAL REPORT FORMAT AND SUPPORTING DATA

The Gender Analysis final report must not exceed 45 pages, excluding cover page, table of contents, and annexes/attachments

The gender analysis must describe and analyze:

- How the constraints to promoting gender equality that were identified in the 2018 Gender Analysis have become more/less difficult.
- What specific and significant gender issues need to be addressed at the strategic level for USAID/Yemen technical areas.
- Recommendations for USAID for prioritizing programming areas where it can affect impact, and areas of collaboration with other donors, Republic of Yemen Government (ROYG), and other relevant actors.

The report outline is expected to be as follows:

1. Acronyms and Abbreviations
2. Executive Summary (no more than five pages)
3. Overview of the Context
4. Introduction and Objectives
5. Methodology and Limitations to Analysis
6. Findings (presented across the gender analysis domains):
  - a. Major changes since January 2018
7. Recommendations (by USAID/Yemen YPA outcome areas) and geographic locations
  - a. Improved access to health, education, and water
  - b. Increased household income
  - c. Macroeconomic Institutions and Functions Strengthened to Boost the Economy
  - d. Mechanisms that allow citizens to identify and address grievances strengthened
  - e. Social cohesion of communities strengthened
  - f. Inclusive Peace and Transition Processes Strengthened
8. Conclusion
9. References
10. Appendices:
  - Appendix A – Scope of work
  - Appendix B – Bibliography
  - Appendix C – List of individuals interviewed, including name, title, organization and contact information.
  - Appendix D – All data collection tools and questionnaires developed for interviews.

### **Interview notes and resource documents**

The Contractor must provide summaries of all key meetings, workshops, discussions, and any data collection exercises conducted in the course of the analysis. These summaries must be submitted to the USAID/Yemen COR, along with copies of any background documents and reports gathered in the course of the assessment. All information must be provided in an electronic format, organized and fully documented for use.

### **Datasets**

Should the Contractor use quantitative data, all datasets generated during the performance of the

assessment must be submitted in a machine-readable, non-proprietary format and excluding any personally identifiable information, with supporting documentation describing the dataset, such as code books, data dictionaries, data gathering tools, notes on data quality, and explanations of redactions. All datasets created during the performance of the task order must be submitted to the Development Data Library per open data requirements found in ADS 579, USAID Development Data, and per the instructions outlined in ADS 302mas (302.3.5.21). The Contractor must submit the Dataset and supporting documentation within thirty (30) calendar days after the Dataset is first used to produce an Intellectual Work or is of sufficient quality to produce an Intellectual Work.

## **BRANDING AND MARKING**

The Contractor shall comply with the requirements of the policy directives and required procedures outlined in the USAID ADS 320.3.2 “Branding and Marking in USAID Direct Contracts” (version from January 8, 2007) at <https://www.usaid.gov/ads/policy/300/320>; and USAID “Standard Graphic Manual” available at <http://www.usaid.gov/branding/gsm>, or any successor branding policy. The Contractor will not submit the report to the Development Experience Clearinghouse due to the sensitivity of its content.

## **DOCUMENTS TO BE CONSULTED**

### **USAID/Washington documents including, but not limited to:**

- USAID Automated Directives System (ADS) 201 and 205,
- USAID Gender Equality and Female Empowerment Policy, 2012
- U.S. Strategy to Prevent and Respond to Gender-based Violence Globally (GBV Strategy), 2019
- U.S. Global Strategy to Empower Adolescent Girls
- USAID Counter-Trafficking in Persons Policy, 2012
- USAID Youth in Development Policy, 2012
- USAID Private Sector Engagement Policy, 2019
- USAID Journey to Self-Reliance, Yemen Country Roadmap
- Joint Strategic Plan 2018 – 2022, 2018
- USAID Policy Framework, Ending Need For Foreign Assistance
- U.S. Strategy On Women, Peace and Security Strategy 2019

### **USAID/Yemen including, but not limited to:**

- USAID/Yemen Gender Analysis, 2018
- USAID/Yemen Gender Assessment, 2014
- USAID/Yemen Programing Approach 2017 - 2020
- Gender reporting under the annual Performance Plans and Reports
- PAD Gender analyses for USAID-funded implementing mechanisms
- Gender and social inclusion strategies developed by implementing partners
- Third Party Monitoring Site Visit Reports
- Premise Data Atmospheric Reports

### **UN/Other reports:**

- UNFPA Humanitarian Response in Yemen, 2018



- The Impacts of War on the Participation of Women in Civil Society Organizations and Peacebuilding, Supported by Oxfam.
- Gender Policies in Yemen Analysis of the Level of Application of UN Security Council Resolution No. (1325) in Yemen and Requirements of Gap Reduction. Implemented by AWAM Development Foundation

# ANNEX B DETAILED METHODOLOGY

## LITERATURE REVIEW

The research team conducted a desk review of secondary data sources from October 1 to 17, 2019. The preliminary findings of this desk review were presented in Annex B of the Inception. The purpose of the desk review was to identify the major gender equality and women’s empowerment advances, gaps and constraints in Yemen as a whole, with a specific focus on the six aforementioned YPA outcomes which are the main units of analysis for this USAID/Yemen Gender Analysis 2019.

Based on the findings of the desk review, the mission objectives, and the experience of the team, the research team designed the Gender Analysis Research Matrix in Annex D. The matrix links the analysis questions to the data sources and methods. In the literature review the five domains listed in ADS 205.3.2, in addition to two domains related to GBV and the specific context in Yemen, where covered, namely:

- a. Laws, Policies, Regulations, and Institutional Practices
- b. Cultural Norms and Beliefs
- c. Gender Roles, Responsibilities, and Time Use
- d. Access to and Control Over Assets and Resources
- e. Patterns of Power and Decision-making
- f. Physical Safety and Security, including GBV
- g. GBV Prevalence, Incidence, Risk Factors and Access to Services.

### RESEARCH GUIDING PRINCIPLES

1. Do No Harm
2. Free Prior Informed Consent
3. Informant Confidentiality
4. Protection Of Information
5. Non-Discrimination And Respect
6. Ethical Data Collection
7. Holistic Participation
8. Collaborative Learning
9. Cultural Sensitivity
10. Intersectionality

## IN-COUNTRY PRIMARY DATA COLLECTION

### Research Team

The team of consultants conducted the data collection from October 26 to December 9, 2019. The team comprised Marta Colburn, Team Leader, and Reem Abdullah, National Consultant.

### Data Collection Tools and Participants

The main data collection tools included the following: literature review, **semi-structured interviews**, **focus group discussion sessions**. See Table I below for more detail.

**Table I Primary Data Collection Methods**

Technique	Participants	Purpose
<b>Semi-structured Interviews</b>	<ul style="list-style-type: none"> <li>• International Donor Community</li> <li>• UN Agencies with relevant mandates</li> </ul>	<ul style="list-style-type: none"> <li>• To update information on the overall context and developments over the past two years.</li> </ul>

	<ul style="list-style-type: none"> <li>• USAID/Yemen IPs</li> <li>• Gender Equality and Women’s Empowerment (GEWE) Civil Society Organizations (CSOs) and activists</li> <li>• Researchers</li> </ul>	<ul style="list-style-type: none"> <li>• Seek information on gender equality and women’s empowerment issues as a cross-cutting priority under each USAID development outcome.</li> </ul>
<b>Focus Group Discussions (FGD)</b>	<p>Yemeni women from the following categories:</p> <ul style="list-style-type: none"> <li>• Gender activists (including young women), lawyers, researchers/scholars</li> <li>• USAID/Yemen project beneficiaries including Internally Displaced Persons (IDPs)</li> <li>• Representatives from women-led CSOs and humanitarian organizations</li> </ul>	<ul style="list-style-type: none"> <li>• To update information on the overall context and developments over the past two years.</li> <li>• Seek information on gender equality and women’s empowerment issues as a cross-cutting priority under each USAID development outcome.</li> </ul>
<b>USAID/Yemen Consultations</b>	<ul style="list-style-type: none"> <li>• USAID/Yemen team</li> </ul>	<ul style="list-style-type: none"> <li>• To validate 2018 Gender Analysis findings and recommendations.</li> <li>• To contribute to findings for the current assignment.</li> </ul>

### ***USAID/Yemen Consultations***

There are a number of opportunities for interaction with USAID/Yemen team members over the course of the research.

A PowerPoint presentation of preliminary findings and recommendations from the assignment was shared with USAID/Yemen team prior to their gathering in mid-November 2019 in Frankfurt, which provided a further opportunity for institutional input and feedback.

### **Data Analysis and Interpretation and Report Drafting Phase**

Key components involved in the analysis included the background of the research team, analysis of primary data findings, integration of literature review from secondary data and input from USAID stakeholders. The research analyzed and interpreted the primary data collected and delivered the final Gender Analysis report to USAID/Yemen on January 21, 2020.

# ANNEX C: KEY DOCUMENTS CONSULTED

Despite the challenge of identifying reliable, timely and accessible data on Yemen, particularly gender-specific information, a wide-range of resources were consulted in this assignment. As per the documents consulted focus on resources and information from 2018 and 2019, therefore it did not duplicate resources consulted in the 2018 USAID/Yemen Desk Gender Analysis.

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