



**PEACEBUILDING FUND (PBF)  
ANNUAL PROJECT PROGRESS REPORT  
COUNTRY: Yemen  
REPORTING PERIOD: 1 JANUARY – 31 DECEMBER 2015**

<p align="center"><b>Programme Title &amp; Project Number</b></p> <p>Programme Title: Enhance trust between security institutions and the general population                  Programme Number <i>(if applicable)</i>                  MPTF Office Project Reference Number:<sup>1</sup></p>
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<p align="center"><b>Recipient UN Organizations</b></p> <p>List the organizations that have received direct funding from the MPTF Office under this programme: OHCHR Yemen Country office</p>
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<p align="center"><b>Implementing Partners</b></p> <p>List the national counterparts (government, private, NGOs &amp; others) and other International Organizations: Ministry of Interior, National Police Academy, Orison Authorities, National Human Rights Institution and NGOs.</p>
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<p align="center"><b>Programme/Project Budget (US\$)</b></p> <p>PBF contribution (by RUNO) <b>USD 1, 000.000</b></p> <p>Government Contribution <i>(if applicable)</i> <b>n/a</b></p> <p>Other Contributions (donors) <i>(if applicable)</i> <b>n/a</b></p> <p><b>TOTAL:</b> USD 1, 000.000</p>
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<p align="center"><b>Programme Duration</b></p> <p>Overall Duration <i>(months)</i> 24 Months</p> <p>Start Date<sup>2</sup> <i>(dd.mm.yyyy)</i> 25.07 2014</p> <p>Original End Date<sup>3</sup> <i>(dd.mm.yyyy)</i> May 2016</p> <p>Current End date<sup>4</sup> <i>(dd.mm.yyyy)</i> 30.06. 2016</p>
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<p align="center"><b>Programme Assessment/Review/Mid-Term Eval.</b></p> <p>Assessment/Review - if applicable <i>please attach</i>  <input type="checkbox"/> Yes    <input checked="" type="checkbox"/> No    Date:                  Mid-Term Evaluation Report – <i>if applicable please attach</i>  <input type="checkbox"/> Yes    <input checked="" type="checkbox"/> No    Date:</p>
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<p align="center"><b>Report Submitted By</b></p> <p>Name: Laith Al Amod Title: Human Rights Officer</p>
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<sup>1</sup> The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to "Project ID" on the [MPTF Office GATEWAY](#)  
<sup>2</sup> The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#)  
<sup>3</sup> As per approval of the original project document by the relevant decision-making body/Steering Committee.  
<sup>4</sup> If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed.

Participating Organization (Lead): OHCHR  
Email address: lalamood@ohchr.org

**PART 1 – RESULTS PROGRESS**

**1.1 Assessment of the current project implementation status and results**

**For PRF projects, please identify Priority Plan outcome and indicators to which this project is contributing:**

<p><b>Priority Plan Outcome to which the project is contributing.</b> Institutional frameworks address long-standing grievances and lay the basis for accountable institutions that respect and protect human rights.</p>
<p><b>Priority Plan Outcome indicator(s) to which project is contributing.</b>  Indicator 1: Number of amendments of the national legislation governing the security sector that comply with international human rights standards proposed by policy makers.  Indicator 2: Percentage of claims of human rights violations committed by law enforcement authorities are positively responded to (disaggregated by gender and age).</p>

**For both IRF and PRF projects, please rate this project’s overall achievement of results to date:** on track

**For both IRF and PRF projects, outline progress against each project outcome, using the format below. The space in the template allows for up to four project outcomes.**

**Outcome Statement 1:** Authorities in Yemen have enacted a legislative framework and established institutional mechanisms for law enforcement in compliance with international human rights standards for law enforcement

**Rate the current status of the outcome:** off track

<p>Indicator 1: Number of amendments to the national legislation that comply with international human rights standards.</p>	<p>Baseline: None  Target: At least 5 laws amended  Progress: OHCHR contributed in reviewing 4 national legislations and provided technical assistance to CDC on the draft constitution.</p>
<p>Indicator 2:</p>	<p>Baseline:  Target:  Progress:</p>
<p>Indicator 3:</p>	<p>Baseline:  Target:  Progress:</p>

**Output progress**

List the key outputs achieved under this Outcome in the reporting period (1000 character limit). Outputs are the immediate deliverables for a project.

- Four draft legislations were reviewed and harmonised with international human rights standards and presented to the Parliament for endorsement. 15 High level advocacy meetings were organised with relevant stakeholders and policy makers and paved the way for the legislative framework alignment with international human rights standards and best practices.
- Due to the recent escalation of conflict in Yemen, the lack of functioning authorities, and the large scale of human rights violations, OHCHR developed a

comprehensive national monitoring mechanism with 18 field monitors to monitor, document and report on grave violations of international law committed by parties to the conflict. Regular reports were produced and several complaints were followed up as a result of this mechanism (please see progress on outcome 2)

### **Outcome progress**

*Describe progress made during the reporting period toward the achievement of this outcome. This analysis should reflect the above indicator progress and the output achievement. Is there evidence of the outcome contributing to peacebuilding and to the specific conflict triggers? Is the theory of change that underpins the project design still relevant for this outcome (3000 character limit)?*

OHCHR conducted thorough review and presented written memos on 3 key draft legislations (Anti Human Trafficking law, National Independent human rights institution law, and Enforced disappearance law). Based on these reviews, new drafts were developed and presented to Parliament in line with international standards. 4 national consultations were organised with government and NGO partners to discuss and agree on the proposed amendments to 3 national legislations before submitting them to Parliament. Furthermore, OHCHR ensured that the drafted Constitution was aligned with human rights standards and enclosed a chapter on Rights and Freedoms and provided technical assistance to CDC as well as developed the Bill of Rights Document in partnership with CSO's.

OHCHR successfully ensured that progress was being made despite the challenges caused by changing leadership in the country and localized conflicts across the country. Despite the onset of the conflict so early in the projects lifetime OHCHR established sound relationships between key stakeholders, as well as, successfully achieving buy in from key stakeholders for legislative and institutional mechanism reforms were in line with international human rights standards.

Initially, Also, OHCHR built on its relationship with authorities; a MoU was developed with the Ministry of Interior in order to reach a common understanding on the nature of technical assistance, commitments, and OHCHR was assessing the modalities of future engagement.

A series of high level meetings have been conducted with key stakeholders to advocate for change following policy assessment using similar examples. In January, OHCHR's Representative George Abu Al-Zulof conducted a meeting with Khalid Al-Rowaishan, Minister of Interior, following his appointment as a courtesy meeting, as well as, acquainting him with proposed legislative reforms and OHCHR monitoring visits to places of detention. Arbena Kuriu and Laith Al-Amood (now Acting Head of Programme) held a number of meetings with Human Rights Department at the Ministry of Interior, Inspector General, Police Academy and the Presidential Rights and Freedoms Office. These meetings presented an opportunity for important orientation on international standards with regards to complaint mechanisms to ensure implementation of the amended legislation on law enforcement, compliant with international human rights standards. Additionally, by focusing our efforts on ensuring that senior stakeholders we found that they conducted a large number of sensitization activities within their respective departments.

### **Reasons for low achievement and rectifying measures**

*If sufficient progress is not being made, what are the key reasons, bottlenecks and challenges? Were these foreseen in the risk matrix? How are they being addressed and what will be the rectifying measures (1500 character limit)?*

OHCHR has shifted the focus of its advocacy work for legislative change to utilize a more appropriate strategy following security development in the country. Instead, OHCHR conducted a series of high level meetings that ensure that senior stakeholders were in complete support of the legislative change. Thus, providing the impetus for swift legislative changes and implementation once security is permitting. Additionally, while maintaining the object of this project, OHCHR has refocused the work of the team on human rights monitoring to ameliorating the situation with regards to impunity and enhancing accountability.

**Outcome Statement 2:** Law enforcement authorities increasingly carry out their duties in compliance with international human rights standards.

**Rate the current status of the outcome: on track**

Indicator 1: Percentage of human rights claims to the MoI positively responded to.	Baseline: N/A Target: 30 % of claims Progress: Human rights violations were documented and advocated.
Indicator 2:	Baseline: Target: Progress:
Indicator 3:	Baseline: Target: Progress:

**Output progress**

*List the key outputs achieved under this Outcome in the reporting period (1000 character limit). Outputs are the immediate deliverables for a project.*

- OHCHR has made substantial progress towards achievement of Output 1:
- A gender sensitive Code of Conduct based on the UN Code of Conduct for Law Enforcement Officials and the UN Basic Principles on the Use of Force and Firearms by Law Enforcement Officials were developed.
  - A curricula based on the UN Code of Conduct for Law Enforcement Officials and the UN Basic Principles on the Use of Force and Firearms by Law Enforcement Officials were developed.
- OHCHR has surpassed majority of targets set for output 4:
- 570 human rights violations by security forces and the de facto forces were documented.
  - 26 reports were produced and shared with the UNCT including OSASG and more recently the OSESG.
  - 15 statements, press releases and briefing in addition to four meetings with authorities to discuss on violations attributed to evidence produced by members of the PBF supported human rights monitors.

- Findings of an HRDDP assessment of the MoI departments was shared with MoI.

### **Outcome progress**

*Describe progress made during the reporting period toward the achievement of this outcome. This analysis should reflect the above indicator progress and the output achievement. Is there evidence of the outcome contributing to peacebuilding and to the specific conflict triggers? Is the theory of change that underpins the project design still relevant for this outcome (3000 character limit)?*

OHCHR has surpassed its targeted of 100 reports, documenting 570 human rights violations by security forces and the de facto Authorities. Initially, OHCHR's trained human rights monitors on arbitrary detention, the conduct of security forces and the and compliance with international human rights law.

OHCHR developed reports to be brought to the attention of MoI, particularly the Department for Human Rights and the Inspector General, as well as, the President of Rights and Freedoms Consuls. For instance, OHCHR's monitoring and follow up of an attack against inmates by riot Police at Ghufuran Cell and Al-Qal'ah Cells at Sana'a Central Prison, and subsequent locking of prisoners in their cells, ceasing of water and electricity, and their breakfast meal is likely to be a contributory factor to the swift corrective action by the MoI.

Human rights monitors visited prisons across the country namely in in Sana'a, Taizz, Ibb, Hajjah, and Aden. OHCHR found prisons in an appalling condition, with inmates experiencing overcrowding and shortages in basic needs including food, water, and power. OHCHR conducted an assessment in May, it was found that the availability of food had decreased and access to other basic services was more difficult.

Also, PBF Human Rights Monitors have documented a total of 43 detainees have been killed, 10 injured, and a further 4,308 detainees have fled as 25 detention facilities have been directly impacted by the violence. The judiciary has been brought to a standstill since the start of the conflict.

OHCHR human rights monitoring and reporting work during the reporting period formed the evidence base for the High Commissioner's public statements. A total of 15 press releases and briefings calling both warring parties adhere to international humanitarian law. Additionally, human rights monitors developed a total of 26 reports which have been distributed at the level of UNCT.

OHCHR disseminated the Human Rights Due Diligence Policy (HRDDP) on UN Support to non-UN security forces to the Ministry of Interior's (MoI) relevant departments. To this end, a risk assessment survey including a desk review and a number of prison assessments took off. Per the assessment, the legislation, regulations, and policies are considered inadequate and incompatible with international human rights standards. Additionally, the assessment documented the conduct of MoI personnel with regards to human rights and guides project implementation.

### **Reasons for low achievement and rectifying measures**

*If sufficient progress is not being made, what are the key reasons, bottlenecks and challenges? Were these foreseen in the risk matrix? How are they being addressed and what will be the rectifying measures (1500 character limit)?*

### **Outcome Statement 3:**

**Rate the current status of the outcome: Please select one**

Indicator 1:	Baseline: Target: Progress:
Indicator 2:	Baseline: Target: Progress:
Indicator 3:	Baseline: Target: Progress:

**Output progress**

List the key outputs achieved under this Outcome in the reporting period (1000 character limit). Outputs are the immediate deliverables for a project.

**Outcome progress**

Describe progress made during the reporting period toward the achievement of this outcome. This analysis should reflect the above indicator progress and the output achievement. Is there evidence of the outcome contributing to peacebuilding and to the specific conflict triggers? Is the theory of change that underpins the project design still relevant for this outcome (3000 character limit)?

**Reasons for low achievement and rectifying measures**

If sufficient progress is not being made, what are the key reasons, bottlenecks and challenges? Were these foreseen in the risk matrix? How are they being addressed and what will be the rectifying measures (1500 character limit)?

**Outcome Statement 4:**

**Rate the current status of the outcome: Please select one**

Indicator 1:	Baseline: Target: Progress:
Indicator 2:	Baseline: Target: Progress:
Indicator 3:	Baseline: Target: Progress:

## Output progress

List the key outputs achieved under this Outcome in the reporting period (1000 character limit). Outputs are the immediate deliverables for a project.

## Outcome progress

Describe progress made during the reporting period toward the achievement of this outcome. This analysis should reflect the above indicator progress and the output achievement. Is there evidence of the outcome contributing to peacebuilding and to the specific conflict triggers? Is the theory of change that underpins the project design still relevant for this outcome (3000 character limit)?

## Reasons for low achievement and rectifying measures

If sufficient progress is not being made, what are the key reasons, bottlenecks and challenges? Were these foreseen in the risk matrix? How are they being addressed and what will be the rectifying measures (1500 character limit)?

## 1.2 Assessment of project evidence base, risk, catalytic effects, gender in the reporting period

<p><u>Evidence base</u>: What is the evidence base for this report and for project progress? What consultation/validation process has taken place on this report (1000 character limit)?</p>	<p>The reports, developed by human rights monitoring team, contributed to evidence-based advocacy press releases and statements by the UN Special Envoy and the High Commissioner for Human Rights in addition to briefings by the HC and UNCT. The HRDDP pointed to a "medium" level risk in the MoI committing human rights violations. Therefore, indicating support of the security sector may continue upon consideration of the risk mitigation measures. When peace is restored, OHCHR will again shift the focus of the project to technical assistance to prevention, correction and mitigation of the risks of MoI committing human rights violations, and therefore contributing to MoI's capacity to comply with international human rights standards.</p> <p>Finally, OHCHR will be sharing the Code of Conduct and the pertinent security modules with relevant partners from the security sector during planned workshops once the security situation permits.</p>
<p><u>Funding gaps</u>: Did the project fill critical funding gaps in peacebuilding in the country? Briefly describe. (1500 character limit)</p>	<p>Yes, the PBF provided much needed resources that allowed for much needed focus on Yemen's security sector, and more recently the conduct of military and militia during time of war. Funds from this project have been used to set the premise for future action for the implementation of a national action plan with regards to Presidential Decree No. 50 of 2013 calling for the restructuring of MoI, including the formation of a Department of Human Rights under the leadership of the Inspector General. Additionally, the project supplemented the existing human rights</p>

	<p>monitoring work allowing for a special focus on the security sector and the plight of persons in detention following the onset of the fighting.</p>
<p><b>Catalytic effects:</b> Did the project achieve any catalytic effects, either through attracting additional funding commitments or creating immediate conditions to unblock/accelerate peace relevant processes? Briefly describe. (1500 character limit)</p>	<p>OHCHR’s press briefings, releases, and civilian casualty figures has supported joint UN advocacy efforts in the impact of violence on civilians, and have likely had a protective impact on the conduct of the warring parties.</p> <p>In fact, OHCHR’s casualty figures are being used repeatedly in calls for peace negotiations, and will form the underpinnings for future transitional justice processes and reparation.</p> <p>Additionally, violations monitored which were perpetrated by the security sector provides key information that is a key investment for future interventions in security sector reform, including the adoption of the Code of Conduct, and enacting a monitoring mechanism within the MoI as soon as possible.</p> <p>OHCHR has communicated, applied HRDDP and conducted a risk assessment, therefore, preventing duplication and ensuring rationalization of HRDDP efforts across the UN-system in Yemen.</p>
<p><b>Risk taking/ innovation:</b> Did the project support any innovative or risky activities to achieve peacebuilding results? What were they and what was the result? (1500 character limit)</p>	<p>OHCHR ensured that all PBF staff were included in all its trainings, including those on human rights monitoring. This helped build on staff’s knowledge on human rights monitoring increasing their understanding of international human rights law and international humanitarian law. Following onset of the conflict, this has meant that PBF human rights monitors were armed with the strong human rights monitoring knowledge as there was a marked increase in violations of international humanitarian law, and a collapse of the security sector in a number of conflict affected governorates.</p>
<p><b>Gender:</b> How have gender considerations been mainstreamed in the project to the extent possible? Is the original gender marker for the project still the right one? Briefly justify. (1500 character limit)</p>	<p>OHCHR ensured gender equality including women’s rights is mainstreamed throughout the project. OHCHR’s Code of Conduct reference tool was drafted to ensure no prejudices are permitted in the conduct of prosecutors. This is on the basis of the Code of Conduct for Law Enforcement Officials adopted under the United Nations General Assembly Resolution 34/169 on 17 December 1979. It was also based on Law No. (15), 2000 concerned with police authority and Ministerial Resolution No. (35), 2002 concerned with the police commission law</p> <p>Also, all terms of references for consultants and human rights monitors included the requirement of gender competencies.</p> <p>OHCHR has also initiated the sensitization of Human Rights Monitors on the rights of women and girls as demonstrated by the documentation and reporting on human rights violations affecting both men and women and boys and girls, and with all data records disaggregated by sex.</p>
<p><b>Other issues:</b> Are there any other issues concerning project implementation that should be shared with PBSO? This can include any cross-cutting issues or</p>	

other issues which have not been included in the report so far. (1500 character limit)	
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## **PART 2: LESSONS LEARNED AND SUCCESS STORY**

### **2.1 Lessons learned**

*Provide at least three key lessons learned from the implementation of the project. These can include lessons on the themes supported by the project or the project processes and management.*

Lesson 1 (1000 character limit)	OHCHR has found that the General Inspector and Human Rights Department in MoI have had a positive impact on the recognition of the importance human rights among law enforcement authorities. These offices can play major role to mainstream human rights standards in all MoI departments. With ongoing support of such offices, OHCHR would have made notable progress in ensuring accountability, human rights sensitization and mainstreaming, and work towards sustaining the application of human rights based approaches.
Lesson 2 (1000 character limit)	Conducting the HRDDP assessment as part of this project, is likely to have an increasingly impact on future appointments in the MoI, its Department of Human Rights and other security departments given that receiving aid hinges on the findings of the assessment. The HRDDP risk assessment was conducted about the security forces, and could establish a framework to monitor the behaviour of recipient security forces, and the risk of human rights violations being perpetrated. The assessment is a live-document which should be enhanced and updates, particularly upon the events of security escalation. OHCHR encourages the implementation and advancement of the policy and the recommendations of the risk assessment conducted should be considered for future peace building efforts and transitional government.
Lesson 3 (1000 character limit)	
Lesson 4 (1000 character limit)	
Lesson 5 (1000 character limit)	

### **2.2 Success story (OPTIONAL)**

*Provide one success story from the project implementation which can be shared on the PBSO website and Newsletter as well as the Annual Report on Fund performance. Please include key facts and figures and any citations (3000 character limit).*

On 25 January, 32 protesters were arbitrarily arrested from the streets of Sana'a Capital City. The 32 victims arrested had been taking part in protests condemning

what they described as the “Toppling of the President Hadi and derailing the implementation of the National Dialogue Conference outcomes”. The political activists were held across three different police stations across Sana’a Capital City. In an act of solidarity, other political activists held a sit in outside, Al-Judairi Police Stations, one of the police stations, which had held the largest number of victims. At the same negotiations began with Abdulrazaq Al-Moayad, Head of Sana’a Capital City’s Security, for their release which were monitored by PBF Human Rights Monitors who visited the site of the protests to obtain first hand testimonies from eyewitnesses who were present in the protest

This demonstration had been one in a series of similar protests that were taking place multiple times a week in Sana’a, Taizz and Ibb. OHCHR had documented a trend of physical abuse of protesters, tens of arrests, including the targeting of journalists and the confiscation of their equipment by security forces across Sana’a, Taizz and Ibb. OHCHR released a press briefing on the series of arrests, as well as, wrote directly to the Rights and Freedoms Office, at the Presidential Office. As a result of our advocacy, all detainees were released. Over the next month, we saw a substantial drop in the number of arbitrary detentions. PBF Human Rights Monitors continued to closely monitor the demonstrations as the targeting of journalists continued.

### **PART 3 – FINANCIAL PROGRESS AND MANAGEMENT ARRANGEMENTS**

#### **3.1 Comments on the overall state of financial expenditure**

*Please rate whether project financial expenditures are on track, slightly delayed, or off track: off track*

If expenditure is delayed or off track, please provide a brief explanation (500 characters maximum):

Project financial report of the project demonstrates initial operational expenditures and the accumulative spending. In annex 1, a detailed budget expenditure report has been developed, including operational and indirect costs.

As mentioned above shifting priorities of the project, as well as, the security situation in the country has not permitted activities such conducting a series of workshops for security personnel leading to underspending at Outcome 1.

Please provide an overview of expensed project budget by outcome and output as per the table below.<sup>5</sup>

Output number	Output name	RUNOs	Approved budget	Expensed budget	Any remarks on expenditure
Outcome 1: Authorities in Yemen have enacted a legislative framework and established institutional mechanisms for law enforcement in compliance with international human rights standards.					
Output 1.1	Yemeni policy makers have increased capacities to		116200	0	

<sup>5</sup> Please note that financial information is preliminary pending submission of annual financial report to the Administrative Agent.

	harmonise the legislative framework with international human rights standards and best practices.				
Output 1.2	Yemeni authorities have established necessary monitoring and complaint mechanisms to ensure implementation of the amended legislation on law enforcement compliant with international human rights standards.		16000	0	
Output 1.3					
Outcome 2: Law enforcement authorities have increased capacities to effectively carry out their duties to respect and protect human rights, and law enforcement agencies' record for respecting human rights is improved.					
Output 2.1	The Ministry of Interior has adopted a gender sensitive Code of Conduct on roles and responsibilities of law enforcement authorities while discharging their duties and a Training of Trainers programme for law enforcement authorities is		177680	0	

	formalized and implemented.				
Output 2.2	A pilot programme on a comprehensive human rights curriculum at the National Training Academies on law enforcement is adopted.		26200	0	
Output 2.3	A communication mechanism between law enforcement authorities and the general public is established and functional.		35100	0	
Outcome 3:					
Output 3.1	Output 2.4: Responsible officials in the MoI are aware of human rights violations committed by the police.		338560	133469.15	
Output 3.2					
Output 3.3					
Outcome 4:					
Output 4.1					
Output 4.2					
Output 4.3					
Total:					

### 3.2 Comments on management and implementation arrangements

*Please comment on the management and implementation arrangements for the project, such as: the effectiveness of the implementation partnerships, coordination/coherence with other projects, any South-South cooperation, the modalities of support, any capacity building aspect, the use of partner country systems if any, the support by the PBF Secretariat and oversight by the Joint Steering Committee (for PRF only). Please also*

*mention if there have been any changes to the project (what kind and when); or whether any changes are envisaged in the near future (2000 character maximum):*

OHCHR maintained a good rapport with the state authorities and the project partners. As part of arrangement, the project was developed at the outset in consultation with partners and a MOU between OHCHR and MoI was drafted to enhance the coordination and management for project implementation. Besides, it is noteworthy that OHCHR worked and consult closely with PBF secretariat to overcome constraints emerged out of the deteriorated situation of the country. Despite of strong coordination, the country has gone through a conflict fact, interrupted the process and endeavors of peace building. Nevertheless, OHCHR and PBF secretariat discussed the project and areas to be capitalized for future political opening. It was agreed and approved to continue just with project's output 4. in order to identify issues of concern with respect to the conduct of the law enforcement officials and to formulate evidence-based advocacy messages contributing to the overall UN approach to the security sector reform in the country.