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PEACEBUILDING FUND (PBF)
END OF PROJECT REPORT
COUNTRY: Yemen
REPORTING PERIOD: (21 May 2014 to 20 May 2015)

Programme Title & Project Number
Programme Title: Technical Assistance to the Constitutional Drafting Process in Yemen Programme Number *(if applicable)* PBF/IRF-89 MPTF Office Project Reference Number:[1] 00090605

Recipient UN Organizations	Implementing Partners
List the organizations that have received direct funding from the MPTF Office under this programme: UNOPS/OSASG; UNICEF; OHCHR;	List the national counterparts (government, private, NGOs & others) and other International Organizations: Main partner: General Secretariat of the Constitution Drafting Commission (referenced here as "the Secretariat") UNICEF partners:YNGO Coalition in Saada Governorate, CSSW- in Hodeidah, SDA LNGO in Rayma and Brotherhood Bridges in Hajja governorate.

Programme/Project Budget (US$)	Programme Duration
PBF contribution (by RUNO) **USD 2,013,202** Government Contribution *(if applicable)* **USD 10,000,000** Other Contributions (donors) *(if applicable)* **YNDCRTF:** **USD 7,308,327**	Overall Duration *(months)* 12 Start Date[2] *(dd.mm.yyyy)* 21 May 2014 Original End Date[3] *(dd.mm.yyyy)* 20 May 2015 Final End date[4]*(dd.mm.yyyy)* 21 May 2015

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[1] 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

[2] 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

[3] As per approval of the original project document by the relevant decision-making body/Steering Committee.

[4] 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.

TOTAL:	USD 20,276,512	

Programme Assessment/Review/Mid-Term Eval.	**Report Submitted By**
Mid-Term Evaluation / Review - if applicable *please attach* ☐ Yes ☐ No Date: End of project Evaluation– *if applicable please attach* ☐ Yes ☐ No Date:	Name: Maisoon Al-awdi Title: Project Manager Participating Organization (Lead): OSASG Email address: Al-awdi@un.org

PART 1 – RESULTS PROGRESS

1.1   Assessment of the project implementation status and results

For PRF projects, please identify Priority Plan outcome and indicators to which this project has contributed:

Priority Plan Outcome to which the project has contributed. Promote coexistence and peaceful resolution of conflict
Priority Plan Outcome indicator(s) to which project has contributed.

For both IRF and PRF projects, please rate this project's overall achievement of results to date: off 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.

<u>**Outcome Statement 1:**</u> Implementation of the CDP advanced according to agreed timelines and steps, on the basis of coherent technical, financial and administrative support

Rate the current status of the outcome: off track

Indicator 1: Established CDC-S and a clear structure is created for the upcoming CDP.	Baseline: No Target: Yes Progress:Yes
Indicator 2: CDC plan prepared and endorsed by CDC. Number of workshops/ trainings and consultations provided to the CDC	Baseline: No Target: Yes Progress:Yes
Indicator 3:	Baseline: Target: Progress:

Output progress at the end of project

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

      Note: only 25% of the following was covered under this project:
-A Secretariat was structured of 45 staff and provided the administrative, logistical and technical support, with the support of UNOPS and the OSASG, to the Constitutional Drafting Committee.
- The OSASG provided the technical support needed to ensure the Constitution Process is funded through the PBSO funds and YNDCRTF. In addition, political support, including mediation / facilitation assistance was provided as needed by the Secretariat and OSASG.
- Work of the CDC was informed by 20 International experts, deployed under this project, who provided lessons learned of best practice in Constitution-making,

federalism, protections for minorities, the structure of the state, good governance, and finance in federal systems among others.

- International assistance to the NDC (closing phase, communication of NDC outcomes) and the CDP is well coordinated and consestant with the progress of the transitional process.

Outcome progress at the end of project

Describe progress made 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 (3000 character limit)?

In January, a draft Constitution was finalised. After handing the draft to the National Body on 17 Jan 2015, a sequence of events took place and the transition process was put on hold. Hence, Outcome One was achieved by ensuring the Constitutional Drafting had operational and technical support. After the formulation of the CDC, the new Secretariat was structured to provide technical and operational support to the Constitution Process. With the support of UNOPS the Secretariat provided operational support to the CDC meetings and communication and outreach campaigns. The project covered 25% of the Secretariat staffing costs, Secretariat Office preparations and contributed to the deployment of 20 international experts who provided technical support to the CDC members throughout the period. The experts provided technical advice through lessons learned from other constitutional processes in other federal systems. In addition to dozens of working papers and presentations in process design, communications, and a range of issues relating to constitution making in a federal context including foundational principles, finance and allocation of revenues among the different tiers of government, rights and freedoms/human rights among others.

Back in October 2014, a 10 week retreat to Abu-Dhabi was held to finalise the chapters which included some contradictory issues. Focus of the final phase of the drafting process was on the independent institutions, public finance, rights and freedoms, the judiciary, the legislative authority, the executive authority, police and armed forces and land, water and environment. The draft Constitution was finalised on 5 January 2015 and handed to the National Body on 17 January 2015 in a meeting at the Presidential Palace. President Hadi attended the submission.

The OSASG channeled the UN expert support and mainly focused in drafting the Bill of Rights (UNICEF and OHCHR experts largely contributed in this document). This document was shared and consulted with the CDC during the drafting process.

UNICEF provided technical advice to the Bill of rights with regards to Legal age of Child, right to access drinking water and minorities' rights to ensure these key components of the NDC outcomes are reflected in the new constitution.

OHCHR deployed an international expert who provided technical support to the CDC The inputs included background documents for rights and guarantees enshrined in the draft Bill of Rights such as compilation of international standards relevant to specific rights; UN Treaty Body General Comments; as well as best practices from countries in the region and elsewhere.

The OSASG, UNOPS and the Secretariat ensured that the support of the Constitution Process was well coordinated. Throughout the year, the OSASG held bilateral meetings with member states and YNDCRTF donors to mobilize resources.

Reasons for low achievement and rectifying measures

If sufficient progress was not made, what were the key reasons, bottlenecks and challenges? Were these foreseen in the risk matrix? How were they addressed (1500 character limit)?

Under this outcome, the project achieved the indicators and provided the operational and technical support for the process. Until end of 2014, even with the delay of the timeline, the project was on track of the planned outcomes. However, after submission of the draft document to the National Body, the process was put on hold (in line with YNDCRTF Steering Committee decision) after political and security situation then further deteriorated -- including Ansar Allah's kidnapping of the Secretariat's Secretary-General (in protest to the inclusion of the number of regions in the draft constitution document) and the President's and his government's resignation. The Project was suspended from there on and its funding through the YNDCRTF was discontinued at the end of 2015.

Outcome Statement 2: The outcome of the CDP reflects an inclusive, transparent, meaningful and participatory process.

Rate the current status of the outcome: off track

Indicator 1: 2.1 Number of public submissions / comments / contributions received to the CDC Indicator 2: 2.3 Protection of NDC recommendations with regard to: The Legal Age of the child (and its myriad manifestations), and right to Safe Water by the public on the CDP to inform key components related to rights of children and technical support to the CDC in reflecting these issues as relevant to the constitution. Indicator 3: 2.4. Members of the Constitutional Reform Committee and civil society participating in the constitutional drafting process have the capacities to incorporate human rights principles and standards in the Constitution	Baseline: 0 Target: 500 recommendations to the draft constitution Progress: Not completed only plans and preparations for the phase was done before the suspension of the process Baseline: No Target: Yes Progress: Partially yes, it was done for the first draft, not the final draft yet. Baseline: No Target: 80% of constitutional provisions on human rights recommended by members of the Constitutional Reform Committee comply with international human rights standards. Progress:Partially yes, it was done for the first draft, not the final draft yet.

Output progress at the end of project

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

UNOPS/OSASG: the following activities are covered 50% under this project: Launch of Matlabi and Tesh'ti Te3ref campaigns in all governorates; 30 radio and 23 TV flashes produced and some broadcasted; 3 manuals were developed on NDC outcomes and Constitution ; 6 ToTs on NDC outcomes in four regions; 4 ceremonies launching Matlabi campaign; 1 international expert was deployed to assist in planning the NDC outreach and public consultation phase; 3 operator songs produced for NDC outreach activities;

UNICEF: 60 community initiatives (24 FGDS, 15 Jumma sermons, 21 open dialogue forums); 7 wall paintings; 6 puppet shows and 8 mini drama videos were produced,

OHCHR deployed an int expert in rights and freedoms who provided technical advice to the CDC who provided substantive inputs and policy guidance regarding the integration of international human rights standards and principles into the draft Constitution. Organised several consultations with civil society from the south and the north.

Outcome progress at the end of project

Describe progress made 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 (3000 character limit)?

Under this project the Secretariat worked closely with the OSASG and UNOPS to implement its outreach and communication campaign for the NDC outcomes. The Secretariat conducted several activities through a bigger project (this project participated 50% in the work mention below and 50% was covered by the YNDCRTF).

The campaign was launched in September 2014 with the slogan "Matlabi is to implement the NDC outcomes". The campaign launching ceremonies were in 4 governorates. Campaign billboards were installed in all governorates. The campaign also focused on the traditional media outlets like TV and Radio. 40 Radio and TV flashes were produced and broadcasted in all national TV stations and Radio stations in the last half of the year. The Secretariat ensured daily coverage of the CDC meetings and news updates were circulated and shared with all national TV stations and circulated to a list of +1350 journalist. News tickers were running on four national TV posting updates on the CDC progress and selected NDC outcomes. The NDC website continued to serve as a source to get updates on the CDP and the NDC outcomes promotion. The OSASG deployed an international expert to assist the Secretariat in planning the communication and outreach and to provide lessons learned from other constitutional process on the public consultation phase. Three manuals were developed for community promoters to promote the NDC outcomes and Constitution. Other outreach activities were coordinated by the Secretariat in partnership with CSOs. Three song operates were produced by the Secretariat and youth artists to be used in the "Matalbi " campaign. On December, Tesh'ti Te3ref campaign was launched to promote for the draft constitution.

UNICEF activities focused on promoting the NDC outcomes with regard to: The Legal Age of the child (including right of Yemeni child at birth, safe age of marriage and protection against children recruitment during armed conflicts among others); right to Safe Water and rights of marginalised groups. UNICEF was able to cover 36 districts in different governorates through fruitful partnerships with CSOs in Saada, Hodeidah, Rayma and Hajja governorate. Around 62,000 people were engaged in UNICEF's awareness campaign targeting men, women, young girls and boys, religious leaders, community leaders among others.

OHCHR organised several consultations with CSOs in the south and north to build their capacity and enable democratic space on human rights issues to be incorporated in the new Constitution. Following extensive discussions, CSOs drafted a Bill of Rights to be used as the main advocacy tool during the public consultations phase. The CSO Bill of Rights, which included 13 principles and 60 recommendations, was finalized and endorsed by 650 concerned organisations for publication including the most prominent human Rights CSOs, the National Union for the Disabled, the National Union for the marginalized and representatives of minorities in Yemen.

Reasons for low achievement and rectifying measures

If sufficient progress was not made, what were the key reasons, bottlenecks and challenges? Were these foreseen in the risk matrix? How were they addressed (1500 character limit)?
In January 2015, the process was suspended before starting the public consultation phase, therefor the project implementation was suspended in February 2015. Communications and public consultation planning was ongoing till the end of the project, however the process didn't commence during the lifetime of the project.

Outcome Statement 3:

Rate the current status of the outcome: on track

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

Output progress at the end of project

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

Outcome progress at the end of project

Describe progress made 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 (3000 character limit)?

Reasons for low achievement and rectifying measures

If sufficient progress was not made, what were the key reasons, bottlenecks and challenges? Were these foreseen in the risk matrix? How were they addressed (1500 character limit)?

Outcome Statement 4:

Rate the current status of the outcome: on track

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

Output progress at the end of project

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

Outcome progress at the end of project

Describe progress made 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 (3000 character limit)?

Reasons for low achievement and rectifying measures

If sufficient progress was not made, what were the key reasons, bottlenecks and challenges? Were these foreseen in the risk matrix? How were they addressed (1500 character limit)?

1.2   Assessment of project evidence base, risk, catalytic effects, gender at the end of the project

Evidence base: What was the evidence base for this report and for project progress? What consultation/validation process has taken place on this report *(1000 character limit)?*	The produced materials including (TV and Radio flashes; photos and participants lists of attendees in trainings and other events; project reports; NDC website; News published in newspapers and websites; puppet shows and drama videos produced; Song operates used in the campaign; outdoor visibility materials; CSO Bill of rights and working papers among other;
Funding gaps: Did the project fill critical funding gaps in peacebuilding in the country? Briefly describe. *(1500 character limit)*	Yes, the project filled a critical funding gap during the transition process in Yemen. The Constitution Drafting Process is critical to the political transition as a step taken to ensure consensus that is directly built on the NDC and its outcomes for a new vision for the State. With insufficient funding available from Government sources and with other donors requiring additional time to prepare for co-funding, this Project filled a time-critical

	funding gap allowing for the provision of necessary technical support and political mediation and facilitation.
Catalytic effects: 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)*	Yes, the Project did achieve catalytic effects. It both attracted additional funding (USD 7.xm from the YNDCRTF multi-donor trust fund and its members) and also accelerated the process through the immediate provision of funding that significantly supported the setup and work of the CDC Secretariat.
Risk taking/ innovation: Did the project support any innovative or risky activities to achieve peacebuilding results? What were they and what was the result? *(1500 character limit)*	Yes. With in the security situation in Yemen, the CDC meetings were the most important activity that the Yemeni Government was taking at the time being. Most of the instability in the security situation was caused by multiple political players who were enrolled in the NDC and signed the NDC outcomes document. With Houthies taking over Amran after a long armed fight with government army and other tribal groups and then invading Sana'a in Sep which started by demonstrations and then by armed groups. In addition, the increase of the terrorists attacks on government institutions and army. All of these security hazards were only a way of expressing the unsatisfactory and anger of the politically affiliated armed groups and anger of the government performance. The CDC members were not feeling secured and meetings of the meetings changed several times. All of these changes in the general political/security situation in the country were affecting the peaceful transition. At some point, it was predicted that the situation will deteriorate to a point where the government will lose control. But with the support of the international community and the SASG, the unsatisfied groups all agreed to sign a new agreement called Peace, National Partnership Agreement which ties all the loose ends of the GCC initiative and a follow up for implementing it..
Gender marker: 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)*	Under this project, as a follow up for the NDC outcomes, all partners monitored the Women Quta was respected. The CDC members had 30% representation for the Women constituency, the new Government had 30% women representations. In addition, specific components of the outreach and communications were specifically targeting women audience through the traditional media or outreach activities around NDC outcomes
Other issues: Are there any other issues concerning project implementation that should be shared with PBSO? This can include any cross-cutting issues or other issues which have not been included in the report so far. *(1500 character limit)*	The project initial work plan was modified and timeline was extended of the planned activities due to the extended drafting process.

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)*	UNICEF covered a wide geographic area in their activities. The locations targeted had variety of groups. In general, positive response and participation from citizens and Executive Offices officials' showing support and inclusion. However, UNICEF faced rejection in some locations in Raymah (Makim, Alamaheel, Aladar, Mazhar and Algafareeah districts) where people rejected the whole concept of the National Dialogue and refused to engage in discussions about any outcomes. These are some locations of many not reached by UNICEF, which reflected poor promotion and outreach around the NDC in 2013 in rural areas.
Lesson 2 *(1000 character limit)*	This lesson learned describes some alternative ways OHCHR used to address recommendations to the CDC. One of the challenges which OHCHR's and other UN organisations faced during their advocacy efforts with the CDC members was that the CDC members had not agreed to establish the right to live in the draft Constitution implying that the death penalty will remain sanctioned by the new Constitution. OHCHR noted a tendency by the CDC members to include penal provisions in the draft Constitutions. Many CSO members were against abolition of death penalty in the CSO Bill of Rights.. In order to address the above issues, OHCHR and supporting UN organisations continued to provide additional comments and suggestions through written inputs and direct consultations with the members working on the Rights and Freedoms Chapter. And OHCHR used their capacity building and consultations with CSOs and brought them to agree to include a recommendation in CSOs Bill of Rights
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).

PART 3 – FINANCIAL PROGRESS AND MANAGEMENT ARRANGEMENTS

3.1   Comments on the overall state of financial expenditure

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

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

Please provide an overview of project expensed budget by outcome and output as per the table below.[5]

Output number	Output name	RUNOs	Approved budget	Expensed budget	Any remarks on expenditure
Outcome 1: Implementation of the CDP advanced according to agreed timelines and steps, on the basis of coherent technical, financial and administrative support.					
Output 1.1	1.1 Well-resourced CDCS provides the administrative, logistical and technical support to the Constitutional process (25% of the CDP is covered in this project)	UNOPS/OSASG	Outcome1 OSASG/UNOPS budget: $781,089	100% has been exhausted of the total budget by end of the project	
Output 1.2	1.2 The CDP is provided with technical and political support, including lessons learned and comparative analysis and mediation / facilitation assistance when requested:	UNOPS/OSASG;			
Output 1.3	Work of the CDC is informed by high-quality international expertise and best practice in	UNOPS/OSASG;			

	Constitution-making and on specific issues including – but not restricted to – federalism, protections for minorities, the structure of the state, good governance, and improved political participation of women and young people: 1.4 International assistance to the NDC (closing phase, communication of NDC outcomes) and the CDP is well coordinated, with limited transaction costs for national actors and efficient allocation of resources.				
Outcome 2: The outcome of the CDP reflects an inclusive, transparent, meaningful and participatory process.					
Output 2.1	Yemenis in the different regions of the country receive information about the CDP and can input their views, in ways accessible to them: (This project covers 25% of the total budget needed for the CDP)	OSASG/UNOPS	OSASG/UNOPS/CDC-S; budget : $732,209;	100 % has been exhausted of the total budget by end of the project	
Output 2.2	NDC outcomes with reference to	UNOPS/OSASG	Other sources of funding: Women and	100% exhausted	

	women and youth are protected. Through public engagement and technical support to the CDC in reflecting the issues as relevant to the constitution.		Youth Forum/ UNFPA/UNWomen budget : 865K	(Another IRF project	
Output 2.3	2.3 Protection of NDC recommendations with regard to: The Legal Age of the child (and its myriad manifestations), and right to Safe Water by the public on the CDP to inform key components related to rights of children and technical support to the CDC in reflecting these issues as relevant to the constitution. 2.4 NDC outcomes with reference to rights of minorities and respect of international standards on human rights are protected. Through public engagement and technical support to the CDC in reflecting the issues as relevant to the constitution	UNICEF; OHCHR	2.3 UNICEF ; budget: 250K 2.4 OHCHR/; Budget: 249.8K	By end of the project OHCHR spent USD N/A UNICEF 100%	

Outcome 3:					
Output 3.1					
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) (2000 character maximum):