



Yemen Emergency Employment
and Community Rehabilitation

TERMS OF REFERENCE

YEMEN EMERGENCY EMPLOYMENT AND COMMUNITY REHABILITATION

Lead Agency:	United Nations Development Programme (UNDP)
Co-Lead:	To be completed
Government Counterpart:	To be completed (when situation allows)

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Introduction

Early Recovery is both an approach to humanitarian response which, through enhanced coordination, focuses on strengthening resilience, re-building or strengthening capacity, and contributing to solving rather than exacerbating long standing problems which have contributed to a crisis; and also a set of specific programmatic actions to help people to move from dependence on humanitarian relief towards development.

Early Recovery includes both approaches and activities that aim at stabilizing/restoring livelihoods, supporting the preservation of institutions and revitalization of basic services in affected areas. With ER humanitarian action, not only provides the much-needed critical life saving and life sustaining relief assistance, but also support affected populations in their efforts to rebuild their lives from the earliest stages of the crisis.

Early Recovery is part of the overall humanitarian coordination mechanism. It is one of the 11 Global Clusters created as the result of the 2005 humanitarian reform that adopted a cluster approach to humanitarian response by the Inter-Agency Standing Committee (IASC)

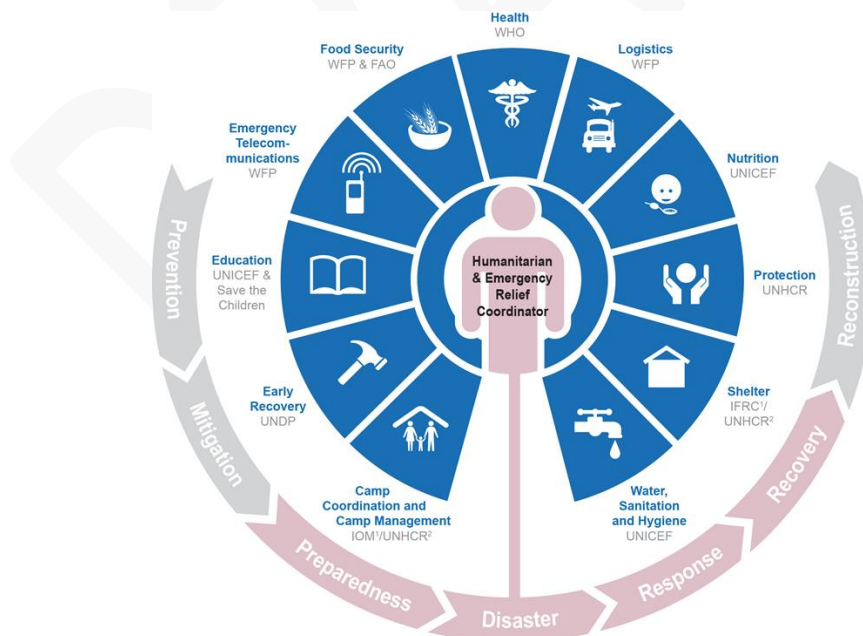


Figure 1: IASC Global Clusters System and Lead Agencies

Humanitarian action aims at saving lives and restoring dignity. ER contributes to restoring and maintaining the dignity of affected populations in building their self-reliance and rebuilding their lives on stronger and resilient foundations. The added value of ER in humanitarian response includes:

- Stabilizing the situation in the aftermath of conflict or disaster;
- Preventing further deterioration of national capacity;
- Reducing dependency on humanitarian assistance; and promotion of the self-reliance of affected populations;
- Minimizing the gap between the humanitarian and development phases.

ER is a critical component of humanitarian response. In bringing development perspectives in humanitarian response, ER brings perspectives that go beyond saving lives, but build on people's capacities to self-recover and supporting the building of an enabling environment for recovery through the support to the resumption of basic government functions, stabilization/restoration of markets, etc.

The Humanitarian Coordinator retains responsibility for ensuring the adequacy, coherence and effectiveness of the overall humanitarian action (both relief and early recovery) and is accountable to the Emergency Relief Coordinator.

Under the leadership of the Humanitarian Coordinator, with the support of OCHA, the Emergency Employment and Community Rehabilitation (EECR) cluster will ensure a coherent and effective ER response by mobilizing groups of agencies, organizations and national and international NGOs to respond in a strategic manner on defined early recovery initiatives in partnership/synergy with the whole cluster system.

Background:

At the end of March 2015 the escalation of the underlying conflict in Yemen has significantly eroded the recovery gains made since 2012, pushing the already fragile country into an acute humanitarian crisis of unprecedented scale. According to the Humanitarian Needs Overview 2016, humanitarian partners now estimate that 18.7 million people require some kind of humanitarian assistance to meet their basic needs or protect their fundamental rights.

The crisis has exacerbated an already difficult complex situation. The 2015 Human Development Report (HDR) 2015 ranks Yemen 160th among 188 countries and territories¹; which is a setback from the 154th rank in 2014. An average of 40 per cent of the population are multi-dimensionally poor, with around 19.4 percent being severely poor. The World Bank estimates that the poverty level has doubled nationally from an average of 34.1 to 62 per cent². Poverty was already on an increasing trend between 2005 and 2014, but sharply deteriorated in 2015³. In 2015, the economy of Yemen contracted by about 28 per cent of Gross Domestic Product (GDP). The decline of the hydrocarbon industry contributed further to the deterioration of the economic environment in Yemen. The latest decision by the Government to move the Yemeni Central Bank from Sana'a to Aden brings the economy at the forefront of the conflict and will further deteriorate the financial situation, particularly in Houthi and GPC-controlled parts of Yemen. The economic war of attrition risks to cause the complete collapse of basic service delivery and push the country to the brink of a famine. A case in point is the health sector. According to WHO, only 37% of hospitals remain fully functional. Institutional capacities built up over decades are eroded on daily basis making recovery and eventual reconstruction more difficult.

The escalation of the conflict, is seemingly affecting progresses made in the past two decades in terms of human development. The Preliminary Damages and Needs Assessment estimates the

1 Human Development Report 2015, UNDP.

2 Country Engagement Note for the Republic of Yemen for the Period FY17-FY18, The International Development Association, International Finance Corporation and Multilateral investment Guarantee Agency, The World Bank Group, June 2016, P. 6

3 Ibid.

cost of the conflict at a (partial) total of USD19 B (USD7 B in damages and USD12 B in losses)⁴. Most of poverty alleviation projects programs associated with Social Welfare Funds (SWF), Social Fund for Development (SFD), its Labor-Intensive Work Program (LIWP)/Cash for Work (CFW) program and the Public Works Program (PWP) were suspended due to the conflict⁵. The suspension of these programs due to lack of funding resulting from the conflict⁶ left millions of people without social protection and threw million others benefiting from associated employment and income generation schemes without income. The DNA also reports that 40 per cent of full time and 38 per cent of part time employees were laid off from manufacturing establishments⁷. The effects of the conflict have been catastrophic to the private sector. The UNDP Business Survey Report estimates that over a quarter of all firms suspended their operations, including 35 per cent of the service sector, 29 per cent the industrial enterprises and 20 per cent of trading companies⁸. This swelled further the already critical unemployment rate in the country. Combined with effects of conflicts in sectors (social, agriculture, fishery and livestock, trade and industry, banking system, etc.) worsened the humanitarian crisis.

Objectives of the EECR Cluster

The Emergency Employment and Community Rehabilitation (EECR) aims at strengthening the resilience of affected families and communities through the provision of emergency and alternative income opportunities, protection and restoration of livelihoods and support to the rebuilding of communities and paving the way for longer term stabilization, peacebuilding and development. The cluster also supports the preservation and revitalization of services and institutions critical to the humanitarian action.

As per the 2017 Yemen Humanitarian Response Plan, the specific objectives of the EECR cluster in Yemen are:

- Support the creation of a safe and secure environment through effective Mine Action and consequently reduce the physical and socio-economic impact of unexploded ordnance and landmines on conflict affected communities;
- Enhance the self-reliance of affected population through access to livelihoods opportunities and the promotion of socio-economic recovery as well as strengthening positive coping mechanisms;
- Strengthen capacities of national actors taking active part in humanitarian action and promote the use of national and local capacities and ownership of the response;
- Support the integration of cross-cutting issues in humanitarian response such as sex, age, gender, accountability to affected populations, conflict sensitivity and do no harm, disaster risk reduction, HIV/AIDS and Gender-Based violence.

As part of its support to Humanitarian Response Plan + engagement, the EECR Cluster will also:

- Support the preservation and revitalization of basic services in affected districts and villages;

4 Yemen Preliminary findings: Damage and Needs Assessment, EU, WB and UN, June 2016

5 Ibid.

6 Ibid.

7 Ibid.

8 UNDP Business Survey, cited in the Country Engagement Note for the Republic of Yemen for the Period FY17-FY18, The International Development Association, International Finance Corporation and Multilateral investment Guarantee Agency, The World Bank Group, June 2016, P. 8.

- Support integrated solutions to displacement. With the focus on durable solutions, facilitate alternative and transitional solutions for millions of displaced populations;

Thematic focus of the cluster

The cluster focus includes 4 key thematic areas:

(a) Core Humanitarian Action

- Mine Action*: the cluster coordinates three key pillars of Mine Action (i) clearance (including technical survey), (ii) stockpiling and destruction and (iii) advocacy, which is jointly done with the Protection Cluster. The cluster also strengthens national mechanisms and institutions for the coordination of Mine Action and collaborates with the Protection Cluster on Victim's Assistance and Mine Risk Education (MRE);
- Non-Agricultural Livelihoods*: The Cluster coordinates actions aimed at protecting and restoring sources of income in affected communities. Its partners specifically work to increase access to immediate and alternative income through cash for work in the rehabilitation of community infrastructure in affected districts and Governorates. They also support the recovery of small and medium enterprises and industries (SMEs/SMIs).

(b) Humanitarian-Plus

- Basic Services and Institutions*: The Cluster supports the preservation of basic services and institutions critical to humanitarian response. Partners work to prevent the collapse of critical institutions and services, ensuring payment incentives and provision of fuel and access to sources energy;
- Integrated Solutions to Displacement*: In coordination with the Protection Cluster, the EECR supports the Inter-Cluster Working Group on Early Recovery (ICWG-ER) in support to the recovery and reintegration part of solutions to displacement. It will work to provide assistance for Durable Solutions (whenever possible) and alternative and transitional solutions at every stage of the response;

The cluster's menu of activities includes a strong cross-thematic capacity development component to ensure knowledge transfer and capacity strengthening within and among cluster partners. This includes enhancing capacities necessary to the delivery of humanitarian response, most specifically key thematic areas covered by the Cluster.

The thematic areas mentioned above will be reviewed on an annual basis. In addition to any priority area identified at the community level with expected significant scale and impact and not covered by other clusters will be considered and included as necessary.

Coordination Structure

The membership of the cluster includes the following key humanitarian partners with active membership granted to operational partners:

- National Civil Society Organizations (including NGOs);
- International NGOs;
- The Yemen Red-Crescent Society (YRCS)
- United Nations Agencies, Funds and Programmes, and
- The Private Sector.

The cluster will ensure that appropriate links with national and local authorities, State institutions

and local civil society are created and maintained, and ensure appropriate coordination and information exchange with them, including:

- The Ministry of Planning and International Cooperation (MOPIC);
- All other relevant ministries and institutions responding to needs of affected populations;
- Governorates and Districts authorities;
- The Yemen Executive Mine Action Center – YEMAC;
- Social Fund for Development – SFD;
- Public Works Programme - PWP

Although not a member of the Cluster, the International Committee of the Red-Cross (ICRC) will be a standing invitee and collaborates with the Cluster through its Economic Security Program (Eco-Sec).

The structure of the cluster includes:

- (a) **At national level:** a Cluster Coordinator deployed by the UNDP (country-level cluster lead agency), on behalf of the humanitarian community, a co-lead to be nominated by cluster partners and, when the situation allows a Government counterpart, the second co-lead, representing the national authorities. Considering the security conditions in Yemen, in order to ensure continuity of coordination efforts, an alternate Cluster Coordinator will also be appointed by the CC.

A Strategic Advisory Group (SAG) comprised of at least three members provides strategic support in steering the cluster's direction. Its membership is renewable annually and reflects the diversity of the cluster partnership, i.e. of UN agencies, INGOs and Local NGOs. Government and Private Sector actors can also be nominated as SAG members

UNDP is the country-level cluster lead agency in Yemen and as such is accountable to the Humanitarian Coordinator for the cluster efficiency.

ER Cluster meeting are held in Sana'a every month on or around each last Thursday of the month. Subnational Cluster meetings will be held one or 2 weeks ahead of the national cluster meeting to allow the action points from the former shape or be integrated in the agenda of the later.

The EECR Cluster maintains effective links with other clusters through the Inter-Cluster Coordination Mechanism, and encourages other cluster lead agencies and members to include early recovery programming early on in their own response activities.

- (b) **At subnational level:** Subnational cluster Coordinators and co-leads support the Cluster coordinator in providing leadership and coordination support in the four humanitarian hubs (Aden, Taizz/Ibb, Sa'ada and Al-Hudaydah).

Subnational clusters will reflect the structure of the Cluster at national level and will report to the national Cluster.

Sub-national clusters based in regional hubs are activated as necessary and may be chaired or co-chaired by a designated cluster member as endorsed by the HC and Humanitarian Country Team and report to the national cluster.

Sub-national clusters will focus on assessing the inherent needs of the northern and southern regions and response gaps. Partners in the field can report on their activities either at national level or sub-national level for transmission to the cluster IM unit and to the OCHA-led information products. Subnational cluster leads establish a steady flow of information with the national cluster to ensure that needs and response data is correctly reported and that any issue requiring extended discussion at national level is tabulated at the earliest cluster meeting.

When required, the Cluster will establish time-bound or task oriented Technical Working Groups (TWiGs) to provide guidance on or address emerging issues. TWiGs will report to the Cluster.

Inter-Cluster Coordination

EECR Cluster partners will strive to create synergies with other clusters and fostering an enabling environment for affected populations to have access to relief assistance, basic services, livelihoods and recovery. Arrangements with relevant clusters will be pursued with relevant clusters to enhance this collaboration.

Revision

The thematic focus and the composition of the SAG of the EECR will be reviewed on an annual basis, when the context requires or at the request of the HC/RC.

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