1. Context for EU action gender equality and women’s empowerment in the country

Since 2015, gender relations in Yemen have been impacted by the on-going conflict, displacement, severe economic challenges, near collapse of basic services and fractured governance. Overall, the conflict has negatively impacted the lives of most Yemenis, with the intersection of gender, marginalisation and vulnerability playing a significant role.

The escalation of the war and the severe economic crisis has compelled many Yemeni women to prioritise their livelihood and the well-being of their families over their engagement in the public sphere. While some Yemeni women were empowered to access formal employment and economic opportunity, particularly in households where men are absent because of the war, the sustainability of those developments is unclear. In general, there is strong qualitative data suggesting that the conflict has negatively impacted women’s access to basic government services. This is driven by the lack of civil servant salaries, diminishing operating budgets and supplies, infrastructure damage, as well as mobility limitations. Women’s rights are being increasingly challenged and curtailed, in particular in areas under the control of the de facto authorities in the north. The conflict has also eroded gains that were made in women’s leadership in the public sphere in the “Arab Spring” and during the National Dialogue Conference (NDC).

Even prior to the conflict, “gender” was a highly contested and politically charged social concept in Yemen. It was associated by some with necessary and deliberate efforts to support inclusive development, while others attributed it to a “Western agenda” seeking to undermine Yemeni cultural values and relations in the home and in the community.

Yemen continues to score at the bottom on most global indices related to gender, such as the Global Gender Gap Report, the Women Peace Security (WPS) Index, and United Nations Development Programme (UNDP) Gender Inequality Index.

The GAP II Gender Analysis for Yemen, conducted in 2018-2019 highlighted some critical challenges that women and girls face. The GAP III Yemen Country Profile evaluation study completed in June 2021 provided an updated situation analysis and identified key recommendations relevant to the priority areas of the GAP III. These documents, as well as similar documents by EU MS, have been part of the analytical basis used to develop the CLIP. The CLIP is aligned with the EU Human Rights and Democracy Country Strategy (HRDSCS, 2021) and the EU Roadmap for engagement with CSOs for Yemen. In preparation of the CLIP, women’s rights activists and organisations, Yemeni government officials, the UN (UN Women and the Gender Adviser of the OSESGY), and EU MS have been consulted. A number of EU MS contributed actively to the drafting of the CLIP.
2. Selected thematic areas of engagement and objectives

In line with the GAP III targets, at least 85% of all new development cooperation actions will have gender equality as a significant (Gender Marker 1) or principal objective (Gender marker 2) in each priority area.¹

The overall objectives of EU action for gender equality and women’s empowerment in Yemen are to support an improvement of the rights of women and girls in all areas, including social, economic, political, legal, health and security. The EU also aims to contribute to minimising the negative impacts on gender equality and women’s empowerment by the conflict. In doing so, the EU will aim to address the particular needs of women and men, girls and boys, and to have the views and perspectives of all being taken into account. This approach includes support to efforts aiming at highlighting women, men, girls and boys as positive agents for change. Women’s inclusion in the broader political, social and economic processes are vital, and we must understand not only how women are affected by the conflict, but also how they are part of the solution. The EU will aim for concerted action among donors and international and local organisations to seek to improve the enabling environment given the sensitivity of gender related issues in Yemen. Education is key to achieving progress in many if not all of the areas of engagement. In its engagement for women’s leadership across all six areas of engagement (see below), the EU will seek to bring women leaders from various groups in society – private sector, civil society, tribes and government – different regions and across generations, and ensure that female political leaders, as well as unaffiliated women, are genuinely included.

The following “areas of engagement”² have been selected as priority areas for the EU’s engagement on gender equality and women’s empowerment in Yemen:

1. Ensuring freedom from all forms of gender-based violence;
2. Promoting sexual and reproductive health and rights;
3. Strengthening economic and social rights and the empowerment of girls and women;
4. Advancing equal participation and leadership;
5. Implementing the women, peace and security agenda;
6. Addressing challenges and harnessing the opportunities offered by the green transition.

For each of the six areas of engagement, the following “specific thematic objectives”³ to pursue through dialogues and actions are identified:

1. Ensuring freedom from all forms of gender-based violence

<table>
<thead>
<tr>
<th>Overall thematic objective (Impact)</th>
<th>Women, men, girls and boys are free from all forms of gender-based violence in the public and private spheres.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Specific thematic objectives (Outcomes)</td>
<td>Women, men, girls and boys, in all their diversity, are agents of change regarding discriminatory social norms, gender stereotypes, and gender-drivers of conflict.</td>
</tr>
</tbody>
</table>

¹ The OECD gender markers G1 and G2 will be applied: for G1 each action should include at least one specific objective on gender equality complying with and/or including targeted actions (OECD gender marker G2).
² Presented in chapter 3 of the Joint Communication on GAP III
³ Presented in Part II of the Staff Working Document on GAP III
Women, men, girls and boys, in all their diversity, who experience gender-based violence have increased access to essential services. Women, men, girls and boys, in all their diversity, are better protected from sexual and gender-based violence in fragile and humanitarian crisis situations.

2. Promoting sexual and reproductive health and rights

<table>
<thead>
<tr>
<th>Overall thematic objective (Impact)</th>
<th>Women and girls in all their diversity access universal health and fully enjoy their health and sexual and reproductive rights.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Specific thematic objectives (Outcomes)</td>
<td>Improved access for every individual to sexual and reproductive health care and services, including family planning services, information and education on sexual and reproductive rights.</td>
</tr>
</tbody>
</table>

3. Strengthening economic and social rights and the empowerment of girls and women

<table>
<thead>
<tr>
<th>Overall thematic objective (Impact)</th>
<th>Women, men, girls and boys, in all their diversity, fully enjoy and exercise their equal economic, labour and social rights.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Specific thematic objectives (Outcomes)</td>
<td>Increased access for women, in all their diversity, to decent work, including women’s transition to the formal economy. Increased access for women in all their diversity to financial services and products, and productive resources. Women in all their diversity have improved access to entrepreneurship opportunities, including social entrepreneurship, alternative livelihoods and strengthened participation in the green and circular economy. Women, men, girls and boys, in all their diversity, are agents of change regarding the role of women in the society, discriminatory social norms and gender stereotypes limiting women’s economic and social opportunities. Reduction in gender disparities in enrolment, progression and retention at all levels of education and lifelong learning for women, men, girls and boys.</td>
</tr>
</tbody>
</table>

4. Advancing equal participation and leadership

<table>
<thead>
<tr>
<th>Overall thematic objective (Impact)</th>
<th>Women, men, girls and boys, in all their diversity, participate equally in decision-making processes, in all spheres and at all levels of political and public life, including online, to take on leadership roles, to enjoy and exercise their human rights and seek redress if these rights are denied.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Specific thematic objectives (Outcomes)</td>
<td>Enabling conditions created for participation of women, men, girls and boys, in all their diversity, in decision-making. Women and girls, in all their diversity, have improved access to justice to safeguard their civil and political rights. Women’s organisations, other CSOs and women and human rights defenders working for gender equality and women’s and girls’ empowerment and rights work more freely and are better protected by the law.</td>
</tr>
</tbody>
</table>

5. Implementing the women, peace and security agenda

<table>
<thead>
<tr>
<th>Overall thematic objective (Impact)</th>
<th>The impact of the conflict on women and girls is addressed and women are systematically and meaningfully included in peacebuilding efforts, including peace talks and post-conflict reconstruction efforts.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Specific thematic objectives (Outcomes)</td>
<td>Prevention: There is an improved understanding of the root causes of violence against women and girls and of gender-related drivers of conflict and actions are undertaken to counter further relapse, including by strengthening State institutions.</td>
</tr>
</tbody>
</table>
Protection: Institutional mechanisms are established to protect and safeguard women’s and girls’ rights in Yemen’s fragile and conflict-affected environment.

Participation: Diplomatic and financial measures are used to promote women’s leadership and the balanced representation of men and women from diverse backgrounds in all stages of the peace process. Formal and informal institutional factors are identified and addressed that are preventing women from being included and/or equitably and meaningfully participating, as well as from reaching leadership positions, in all conflict-related settings. Structural obstacles to women’s meaningful and equitable participation and to their contributions to all actions related to prevention and resolution of conflicts and in post-conflict public life are addressed.

Relief and recovery: Methods and tools are established to ensure relief and recovery that meet the needs of women and girls in conflict and post-conflict situations in Yemen. The implementation of specific relief and recovery initiatives that meet the needs of women and girls are supported, including through funding.

Gender mainstreaming: Expert capacity and capability are available and accessible in EU institutions/services and in relevant EU Member States, to conduct gender analysis and to support the systematic integration of a gender perspective. Improved understanding of the purpose and need for gender mainstreaming is achieved by training on mainstreaming gender perspectives for staff in the EU Delegation and MS Embassies.

Leading by example: The EU uses all available fora to actively promote gender equality and the full implementation of the WPS agenda. Adequate, transparent and accessible funding is available for projects and initiatives in relation to WPS, including civil society organisations’ work on WPS.

6. Addressing challenges and harnessing the opportunities offered by the green transition

| Overall thematic objective (Impact) | Women in all their diversity influence decision-making processes on environmental conservation and climate change policies and actions.  
Women, men, girls and boys address climate change in their daily lives and preserve the natural environment.  
Women increasingly participate in and have improved access to jobs and entrepreneurship opportunities in the green economy and the circular economy. |
|-----------------------------------|-------------------------------------------------------------------------------------------------------------------------------|
| Specific thematic objectives (Outcomes) | Women and men increasingly participate in and have improved access to jobs and entrepreneurship opportunities in the green economy and the circular economy  
Number of women and men provided with access to sustainable energy services. |

**Cooperation, partnerships, joint implementation and engagement with civil society**

Potential for synergies, cooperation, partnerships, training and joint implementation with relevant EU Member States will be explored in all six thematic areas of engagement. The thematic areas of “ensuring freedom from all forms of gender-based violence” and “promoting sexual and reproductive health and rights” are examples where two EU MS currently collaborate and intend to continue doing so in the forthcoming reporting period. The EU Delegation is coordinating with three EU MS on a common approach to women’s economic empowerment. Advocacy measures and actions will be coordinated. Development Counsellors and Political Counsellors from the EU Delegation and relevant EU MS will engage in the corresponding thematic areas, highlight the need for sustained engagement and agree on joint advocacy and outreach. The International Gender Coordination Group (IGCG), co-chaired by the EU Delegation to Yemen and UN Women will be used as a platform to advance discussions
and actions related to the areas of engagement and donor coordination. The online dashboard for development cooperation activities currently developed by an EU MS will likely be useful for donor coordination and to track gender relevant projects.

Civil society plays a crucial role in strengthening the role of women in all dimensions. The ownership of civil society actors is needed to make projects and engagement sustainable and suitable to their needs. Cooperation with local NGOs and local governance structures is key. Mechanisms for consultations with and inclusion of civil society has also proven to be important for WPS National Action Plans (NAPs) to be effective. The EU will encourage consultations with civil society on Yemen’s NAP, while recognising that allocation of resources is also essential. In line with the EU Roadmap for engagement with civil society organisations (CSOs) in Yemen, the EU will increase dialogue with and support for CSOs in Yemen, with a particular focus on women-led CSOs. At least one yearly consultation on women’s rights is foreseen in the roadmap.

3. **Targeted action(s) supporting gender equality and women’s empowerment**

GAP III aims at increasing the number and effectiveness of actions having gender equality as principal objective\(^4\) with a target of at least one G2 action implemented in each country by 2025.

The EU Delegation has recently finalised a Strategic Guidance Document for development cooperation with Yemen 2021-2024 where gender equality and women’s empowerment is a key cross-cutting issue. Identification of specific actions during the 2021-2014 period is still ongoing. In addition to support under the NDICI, women’s organisations and organisations working on gender equality are likely to receive support under thematic budget lines and pillars. Some EU MS will support projects on GBV, SRHR, economic empowerment, WPS and local peacebuilding, including foreseen support to Yemen’s National Action Plan (NAP) for WPS, where women and women organisations are the main target groups, are foreseen for the reporting period (more details will be reported as programming is finalised).

The EU Delegation is aiming to implement the CLIP primarily through mainstreaming of gender equality and women’s empowerment in political dialogue as well as development cooperation actions. In addition, targeted actions (G2) where the principle objective will be to support gender equality and women’s empowerment may be considered for funding during the programming period.

4. **Engage in dialogue for gender equality and women empowerment**

Target areas 4 and 5 will be regularly included in political dialogues with state institutions, de facto authorities and other stakeholders in Yemen and beyond. Continued dialogue with the UN Special Envoy and the envoy’s office on these target areas are needed to secure women’s meaningful participation in the UN led mediation efforts. The presence of EU MS on the UNSC

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\(^4\) Defined as G2 actions in line with OECD gender maker G2. These actions should aim at achieving a long-lasting change tackling harmful gender norms and stereotypes, by implementing a comprehensive and gender-transformative approach.
should be capitalised on. While it is important for the EU to continue to strengthen the engagement and influence of Yemeni women in track II-dialogues and alternative conflict resolution mechanisms, it is crucial to increase efforts to link Track II to Track I in Yemen. To achieve the overall objective of advancing the WPS agenda in Yemen, the EU must address the lack of political will among key Yemeni stakeholders. Target area 3 will be included in policy dialogues within the framework of the Yemen Economic Development Platform (YEDP) currently being set up by the EU Delegation. Discussions with and outreach towards line Ministries, and other relevant state institutions and de facto authorities are foreseen for all target areas. Regular dialogue on gender equality and women’s empowerment is foreseen in the framework of the CSO Roadmap.

EU HoMs will commit to prioritising dialogue on gender equality and women’s rights in their regular internal meetings as well as in external meetings with Yemeni officials and stakeholders. Through its GAP III, the EU has committed to “Lead by example”, and recognition of gender dimensions and support to women’s leadership and inclusion should be an integral part of any engagement.

5. Outreach and other communication / public diplomacy activities

Gender perspectives will be mainstreamed through the communications work of the EU Delegation. The EU will increase the visibility of EU-funded activities regarding women's rights and women’s contribution to peace and development in Yemen. Public diplomacy will be used more frequently to highlight the targeted areas, including on women’s full, equal and meaningful participation in the peace process. Specific communication and/or outreach activities will be conducted on a yearly basis to mark events such as International Women’s Day (8 March), the anniversary of UNSC resolution 1325 (31 October) and the 16 Days of Activism against Gender-Based Violence (25 November - 10 December). Broader EU activities on culture, creative industries and digitalisation should aim to strengthen the visibility and voices of Yemeni women.

6. Technical Facility and/or financial resources allocated to support GAP III implementation

The Cooperation Facility will be used to support the implementation of GAP III at country level, for example through evaluations and trainings to strengthen gender mainstreaming of projects, and to organise civil society consultations including on gender equality and women’s empowerment.

Date: (See date in ARES registration number)

E-Signature by Acting Head of Delegation: Marion LALISSE