



The Feminist Peace Roadmap in Yemen

**A Guiding Framework
for Transforming
the Peace Process**

Draft, June 2021

Feminist Peace Roadmap:

A guiding framework to the peace process in Yemen

Draft

June 2021

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Note:

This draft is developed to be presented during the High-Level Virtual Feminist Peace in Yemen Convening. It is to be shared with the participants of the convening and not yet ready for public sharing. Those interested to sharing it further through limited circulation, can approach the PTI by sending an email to info@peacktrackinitiative.org.

INTRODUCTION

This document is a first draft of the Feminist Peace Roadmap. The Feminist Peace Roadmap aims at providing a guiding framework for achieving peace in Yemen in three phases, those are: the ceasefire phase, the comprehensive peace negotiation phase, and the political transition phase. The current draft is heavily focused on the first phase as the consultations process continues.

The current draft was developed in consultation with Yemeni women leaders and national stakeholders since 2020. The Peace Track Initiative held 9 consultations with 30 women political and civil society leaders and women experts inside and outside the country focusing on the ceasefire process mainly focusing on discussing aspects included in the Joint Declaration drafted by the OSESGY and identifying priorities of women. This draft was developed with contributions from women leaders, members of the Women Solidarity Network, the Yemeni Women Pact for Peace and Security, and the National Reconciliation Movement, with contributions from women-led organisations including the Food for Humanity, The Mothers of Abductees, AWAM Development Foundation, Wogood for Human Security Foundation, To Be Foundation for Rights and Freedoms, Sam Initiative, the Women Alliance for Peace, the Southern Feminist Movement, the Democratic Social Forum, and Taiz Women for life Initiative.

Additionally, this document will be supported by additional papers developed by 9 women-led organizations that PTI supported to hold Track II consultations with inter-sectional women and men taking into consideration age, geographical and social representation, expertise, and war experience. The consultations led by women organizations focused on the issues related to the salaries and economic factors, the detainees and war prisoners' issue, the south issue from gender lens, transitional justice, and the needs and priorities of women in the security field. The preliminary of the findings of these consultations are going to be shared by the women during the conference in the relevant sessions.

In total, 148 women and 38 men participated in these consultations including displaced women, mothers and wives of detained persons, released arbitrary detained women, released war prisoners, local community leaders (Sheikhs involved in mediation), women affected by road closures, women with disabilities, lawyers, judges, human rights defenders, women and men working in the education and health sectors...etc. The methodology for collecting the information included both online and face to face tools taking into consideration COVID-19 prevention measures. The face-to-face consultations were held in Mareb, Aden, Taiz, and Abyan. The participants of both online and face to face consultations were from Aden, Sanaa, Taiz, Lahj,

Abyan, Shabwa, Mareb, Dhale'e, Hodeida, and Hadhramout. It is worth noting that our access to Houthi controlled areas was limited.

This document is a draft and is shared for the purpose of collecting feedback and welcoming partnership to further develop it. Once finalized, the Peace Track Initiative intends to publicize it and share it with peace stakeholders including the UN Security Council.

The Feminist Peace Road map is structured to provide recommendations that can be included as articles in any upcoming peace agreement.

PROPOSED FEMINIST PEACE ROADMAP

The Feminist Peace Roadmap aims at providing a guiding framework for achieving peace in Yemen in three phases, those are: the ceasefire phase, the comprehensive peace negotiation phase, and the political transition phase. The first phase of the ceasefire intersects with the other phases and continues during both phases. This draft is heavily focused on the ceasefire phase as we continue to hold consultations and feed into this document.

Feminist peace to us means achieving peace and security for all people through a localized, decolonized, inclusive and accountable peace building process that addresses structural violence and employs a gender lens.

INCLUSION MECHANISM:

The feminist roadmap suggests a multi-party peace process(es) in Yemen that are in parallel to each other, localized to address different conflict(s) dynamics, but at the same time, feeds into a comprehensive peace process, that should lead to a transitional period. This process needs heavy support from the international and regional community. The international community represented by the UN and member states are urged to facilitate the peace process, and the regional states are urged to support as guarantors to the process.

The inclusion mechanism must ensure inter-sectional participation in the peace process at all its stages. The peace process should be designed to respect the quotas established in the national dialogue outcomes, these include no less than 30% for women, no less than 20% for youth, 50% for Southerners, 10 % for marginalized groups, 10% for disabled persons.

Additionally, the priorities and needs of inter-sectional groups need to be reflected in the peace agenda, negotiations, and outcomes of the peace process. Intersectionality within women groups should take into consideration social status, age, geographical origin, economic status...etc. As such, the needs and priorities of survivors of war must also be reflected in the peace agreement through ensuring representation in negotiations and holding consultations with them. Specifically, it is important to ensure the integration of the needs and priorities of mothers and wives of abductees and war prisoners, women and girls recruited, displaced women, arbitrarily detained women, breadwinners women, girls and women forced into marriage, survivors of sexual and gender based violence and torture, and women and girls from religious minorities...etc.

GUIDING FRAMEWORKS:

There are three main reference documents that are used to guide the current political and peace process: the UNSC resolution 2216 (2015) adapted under Chapter seven, the National Dialogue Outcomes, and the Gulf Cooperation Council (GCC) initiative and its UN proposed implementation mechanism. The three documents are based on national consensus, inclusivity, and addressing priority political, security, military, economic, human rights and humanitarian issues. The popular misperception led to the design of a two-party peace process design that might have been the reason for the limited progress in the peace process as it fails to address the complexity of the conflict in Yemen. Additionally, priority issues specifically mentioned in 22016 were not given enough attention. This includes ending child recruitment. It's worth noting that the conflict parties are either selective in using these reference documents choosing aspects that support their interest, or completely reject these reference documents (such as the case of the South Transitional Council). See annex I for a table that summarizes the inclusion mechanism and priority issues in these reference documents.

RULES AND PRINCIPLES FOR A FEMINIST PEACE IN YEMEN:

The peace process in Yemen must be guided by rules and principles. As a result of our consultations, the following rules and principles are recommended to guide the peace process in Yemen:

- The adherence to human rights-based approach and a gender and conflict sensitive approach.
- The commitment towards respecting and implementing the international treaties that Yemen has ratified, as well as, the International Humanitarian Law, the International Human Rights Law, and the Customary Law. These include the CEDAW, CAT, CCPR, CESC, CERD, CRPD, and CRC and its optional protocols.

- The commitment to the UNSC resolutions on Women/Youth, Peace and Security, including UNSC 2250 (2015), UNSC 1325 (2000) and its subsequent resolutions.
- The adherence to the reference frameworks for political process in Yemen, including the National Dialogue Outcomes, the GCC Initiative and its Implementation Mechanism, and the UNSC resolutions on Yemen including UNSC 2216 (2000) and its prior and subsequent resolutions.
- Equal citizenship based on equity, non-discrimination that is based on gender, age, race, sect, religion, geographic belonging, origin, descendance, color..etc.
- Committing to inclusive participation ensuring intersectionality, with no less than 30% for women, 20% for youth, 50% for Southerners, 10% for disabled persons, 10% for marginalized.
- Employing a victims-centric and citizen-centric approach taking into consideration the disproportionate impact on women and girls.
- Commitment to governance and prioritization of appointing qualified technocrats whether they are independent or politically affiliated.
- Nationwide democratic partnership and consensus based political process ensuring consultations with civil society and affected communities to reach participatory decision-making and formulate national and local policies.
- Protection of civilians and their freedoms.
- Access to justice and reparation taking into consideration disproportionate impact on women and girls.
- Committing to the rule of law and consensus-based legal framework to address gaps in Yemeni legislations.
- Strengthening decentralization and giving priority to local women and men in leading and managing their governorates.

PHASE I: THE CEASEFIRE PROCESS:

This section focuses on providing recommendations to the ceasefire agreement including a proposed ceasefire mechanism, prohibited acts, ceasefire commitments, and the humanitarian and economic issues that need to be addressed early stages of a ceasefire process.

Ceasefire Mechanism:

In order for the ceasefire to be implemented, the following entities are proposed to be established as part of the ceasefire mechanism. The ceasefire mechanism focuses on aspects of implementation, observation and monitoring, and accountability. It is recommended to develop a clear

mandate and code of conduct for these entities through a consultative participatory approach that includes civil society.

Additionally, the members of these entities must be selected based on competency. The parties must also have consensus over the nominated members of each party and in case of controversy surrounding a member, the party of the affiliated member should nominate an alternative. The objective of choosing the members is based on achieving harmony and tolerance for effective joint implementation of the ceasefire.

Moreover, it is paramount that the entities proposed to implement the ceasefire have necessary resources and means and are well funded. They should all have gender experts in their formation and receive capacity building in gender and gender conflict analysis and human rights. The following are recommendations of the units to be formed and their proposed main mandate.

Ceasefire Mechanism



Operations Room

Interpretation and Conflict Resolution Committee

1) Joint Military Coordination Committee (JMCC):

- The JMCC is recommended to have high ranking military leaders representing all parties. Women working in the security and military field must be included in the committee to support, shadow, and provide advice. The JMCC should be chaired and supported technically and financially by the UN OSESGY.
- The JMCC must also have a national and local civil society advisory team. The civil society advisory team needs to be formed of equal representation of women and men civil society leaders who have experience in community peacebuilding and mediating local ceasefires.
- Reaching consensus over the location of the committee is important.
- The committee is responsible for implementing the ceasefire and for that matter the committee should supervise the operation room and the De-escalation local committees.
- The JMCC needs to meet regularly to ensure that the ceasefire is going smoothly and ensure civilian protection is respected.
- The JMCC should be mandated to develop the disengagement mechanism, process of freezing of battle fronts, identifying buffer zones and assembly points for weapons collection and redeployment.
- The JMCC should also develop sanctions against the ceasefire breeches. These sanctions must be developed based on international human rights standards. The JMCC will also develop a standard of operation to deal with ceasefire breaches that every party is unilaterally responsible to implement and report about.
- The JMCC will be responsible for clearly identifying ceasefire target areas using GPS maps.
- The JMCC must also develop a plan for redeployment of Yemeni forces and armed groups.
- The JMCC will follow up with the parties to present their plans on removal of military camps and depots and demilitarization of cities under their control from highly populated areas to remote areas. The JMCC will ensure that locations selected for relocation of these cannot be strategically used for leading future military offenses against any party.
- The JMCC will also create a clear definition of types of weapons (light, medium, and heavy).
- The JMCC must request from parties to submit information on weapons and forces under their possession/control to the UN, who should follow up and inspect that process of redeployment and assembly is going according to agreed joint plans.
- The JMCC should request that mines maps are shared to allow demining operations and that those involved in laying the mines join the efforts of demining if maps are not available.

- The JMCC must give priority to tasks that will have greater impact on citizens' lives including women, these include removal of mines from roads, agriculture fields, coasts, water sources, and areas used for grazing.
- The JMCC should ensure women's participation in all phases of the ceasefire and provide them with technical and financial assistance to be able to do their work.

2) Local De-Escalation Committees (LAC)

- Local de-escalation committees will be formed at governorate level representing each party, ensuring representation of women, and with membership of UN representatives to support observation and provide technical support. The members of the committee should include expertise in military, security, economic, humanitarian, and gender expertise.
- The parties must commit to facilitating the work of these Local De-Escalation committees including by granting them access and ease of mobility and ensuring their protection.
- The LAC should have a consultative team formed from civil society with women and youth participation, to regularly provide consultations on the community's priorities and to improve the LAC responsiveness to the community's needs.
- The LAC should be mandated to manage assembly points, carry out regular patrols in buffer zones, clear remnants of war including de-mining. They should also be mandated to support prisoners' swaps and implement confidence building measures.
- The LAC should also be mandated to open road closures and supervise demilitarization of civil institutions, as well as, the relocation of military camps and depots to unpopulated areas as per agreed plans.
- The LAC should work on de-escalating tensions and conflict and to ensure that the ceasefire is maintained.
- The LAC should address those breaches through negotiations and dialogue.
- The LAC will also be responsible for reporting ceasefire breaches regularly to the joint operation room.

3) Joint Political Coordination Committee (JPCC):

- The Joint Political Coordination Committee will be formed from high level political representatives of the conflict parties and political entities and parties with representation of women and youth. It will also include in its membership national and local civil society organizations working on mediation and peacebuilding.
- The JPCC is recommended to be mandated to support the preparation of the peace negotiation including mutually developing in a participatory way the agenda of the negotiations.
- The JPCC is also recommended to be responsible for implementing confidence building measures including facilitating the release of political prisoners.

4) Joint Humanitarian and Economic Coordination Committee (JHECC):

- A joint technocratic committee shall be formed from the parties, with the participation of women, youth and representatives of civil society, to address humanitarian and economic issues and to give priority to the public interest and to ensure accessibility to services. It includes experts in the humanitarian and economic field from the parties, who, after joining the committee, are required to freeze their membership.
- The committee should also have membership of national, regional, and international humanitarian and economic organizations, supported by UN OCHA, and international organisations. The committee should have membership of women-led humanitarian civil society organizations and economic think tanks.
- The Committee members should be independent technocrats and should be mandated to place civilians' interest above all.
- The Committee should ensure women are included in its membership and that women's needs and priorities are considered when proposing interventions and policies.
- The parties must commit to the recommendations and policy options brought forward by the humanitarian committee.
- The committee works to overcome the difficulties in the delivery of basic services to citizens, including health services, to confront the Corona virus and deadly epidemics, and to address the conditions of those affected by natural disasters, and other humanitarian issues. The committee is entrusted with the tasks of addressing issues related to the release of civilians arbitrarily detained, ending the recruitment of children, opening humanitarian corridors, lifting the siege and blockade, disbursing salaries, facilitating the delivery and access of humanitarian aid, as well as coordinating support to respond to the displacement crisis and facilitate the return of the displaced.
- It is also recommended that the JHCC will work on stabilizing the economy and reaching mutual agreement over fiscal policies.

5) Joint Incident and Verification Team (JIAVT):

- The Joint Incident and Verification Team will be formed from military and security experts and national, regional, and international human rights law experts, ensuring representation of women. These should include representatives of the parties and independent experts and UN support experts. The JIAVT must also include membership of the National Committee of Investigating Alleged Human Rights Violations, OHCHR, the Group of Eminent Experts, the Panel of Experts on Sanction, UNMHA and UNVIM. It should also have in its membership national and local civil society representatives working on

documentation of human rights. The JIAVT must also have a gender expert and a weapons expert.

- The JIAVT must report to the UN OSESGY and UNSC including the Sanction Committee.
- The parties must agree on a third party responsible for air surveillance that should report to JIAVT.

6) Joint Ceasefire Monitoring Team (JCMT):

- The Joint Ceasefire Monitoring team is recommended to be formed from representatives of civil society and local community, including women, with membership of the National Committee for Investigating Alleged Human Rights Violations and chaired and supported financially and technically by OHCHR.
- OHCHR will support the monitoring local teams to ensure multiple sources of diverse backgrounds and political and independent affiliation.
- OHCHR will share the local monitoring reports with the UN Special Envoy office regularly, who in turn shares them with JCMT, and LAC.

7) Interpretation and Conflict Resolution Committee:

- An interpretation and Conflict Resolution Committee should be formed to support the interpretation of the agreement as a way to prevent conflict over mis-interpretation.
- The Interpretation Committee should be formed from representatives of the parties including judges and lawyers, including women. It should also have membership of independent national judges and lawyers, civil society representatives, and regional judges and lawyers.

Prohibited acts during the ceasefire:

The ceasefire definition must not only be limited to military and security factors. a comprehensive definition should be adapted that takes into consideration the context in Yemen. It is recommended that a human rights-based approach is employed throughout the ceasefire process. This means that human rights violations and abuses must be included and where possible addressed in the ceasefire agreement. The human rights violations and abuses documented by international and national mechanisms including the Group of Eminent Experts, the Panel of Experts on Sanctions on Yemen, OHCHR, as well as, the National Committee for Investigating Alleged Human Rights Violations, and Yemeni civil society, must be included in the ceasefire agreement. Additionally, a gender lens should be employed to understand the disproportionate impact on women and their needs are

addressed in the ceasefire. As such the prohibited acts should include the following acts:

- Cessation of all hostilities including air, land, and marine, hostilities, inside and outside Yemen using all forms of weapons.
- All cross border military hostilities, operations, and attacks.
- Deployment and reinforcement of battle fronts with fighters, weapons, artillery, military equipment, including smuggling and selling arms and military equipment.
- Manufacturing weapons and explosives.
- Opening new battle fronts, attempts to expand or control more territory, establishing barricades, digging trenches, and any other work-related actions considered acts of preparations for a military escalation.
- All forms of mobilization and recruitment including that target recruitment of children (boys and girls), including recruitment of women in non-state armed groups.
- All military movements including those intended for repositioning of forces/armed groups or moving military vehicles, with the exemption of movement based on consensus of parties and which are for humanitarian nature, such as moving injured persons, or food supplies and medical reasons.
- All hostilities against civilians including targeted and indiscriminate attacks including by all types of weapons, by air, land, and marine. This also includes the use of snipers, arbitrary detention and kidnapping, bombing or confiscation properties, and any other human rights violations.
- The use of prohibited weapons.
- Restricting or obstructing civilians' movement and all acts that hinders humanitarian operation, distribution of aid, and rehabilitating damaged infrastructure.
- Planting all types of mines, explosive improvised devices, or/and obstructing de-mining operations.
- All forms of hate speech and propaganda inciting hatred using media and religious channels, formal or informal, traditional or digital media, based inside or outside Yemen. This includes hate speech based on gender, race, religion, political affiliation...etc
- All forms of spying and espionage.
- The use of civilian buildings for military purposes. This includes the use of schools as military quarters, depots, prisons or any other forms of military purpose or that obstructs the use of the schools for girls and boys education.

- All forms of sexual and gender based violence and all forms of torture including rape, sexual assault, against women, men, children, including arbitrary detained persons, migrants, refugees, and displaced.
- Forced displacement and obstructing the return of displaced persons to their homes.
- All forms of proxy war including alliance with terrorists groups, or other armed groups, or formation of new armed groups.
- Any other forms of acts that threaten or obstruct the ceasefire process.

Ceasefire Commitments of the parties:

The parties should undertake specific commitments during the ceasefire, that displays their good intentions, seriousness in engaging positively towards peace, and that contribute to trust building. Some of these commitments need to be self-imposed and unilateral to reflect a level of responsibility towards the safeguarding of people's interest. The following are commitments that need to be taken into consideration in the ceasefire agreement. They are divided into actions that can be taken unilaterally and those that require consensus and coordination:

Unilateral Commitments:

- Release arbitrary detained persons and forcefully disappeared persons prioritizing women, children, older people, injured and sick persons, journalists, without any conditions.
- Disclose the fate of the forcefully disappeared persons.
- Ceasing arbitrary detention and forced disappearances, and closing all informal prisons and detention centers.
- Stop all trials and unfair sentences against arbitrary detained persons, these include death sentences, confiscation of money and properties, and accusations of immoral acts including those against women.
- Release all prisoners (women and men) imprisoned for non-criminal and non-serious misdemeanors, as a response to COVID-19.
- Lift male guardianship rules imposed on women and girls that limit women mobility, condition their release from detention to having a male guardian, and prevent them from obtaining legal documents including passports.
- Take unilateral steps to demilitarize the cities under each party control through:
 - Removal of military depots and camps from cities and highly populated spaces and relocating these to remote areas under the party's control with intention to freeze their use and protect civilians.
 - Restricting and preventing carrying light and medium weapons.

- Withdraw military vehicles and collect medium and heavy weapons and assemble them in remote areas away from highly populated areas.
- Lift security check points within areas under their control.
- Ensure that steps of demilitarizing requiring movement and assembly are in coordination with other parties to avoid misinterpreting it as a hostility action.
- Cease the use of civil buildings including schools for military purposes and rehabilitate schools to resume education services.
- Take unilateral actions to sanction affiliated members that breach the ceasefire in accordance to the agreed sanctions and their standard of operations.

Commitments requiring coordination:

- Comprehensively protect civilians and civilian buildings and infrastructure, including hospitals, schools, mosques, displacement and migration informal settlements, and other public places.
- Commit to facilitate the return of displaced persons.
- Lifting road blockades between cities and governorates and removal of military and security checkpoints, as well as, clearing mines and improvised explosive devices, to facilitate civilian’s movement without restrictions, as well as, commit to facilitate the maintenance and rehabilitation of roads and bridges.
- Commit to rehabilitation and reintegration of children (boys and girls) and women.
- The UN commits to establish an aid delivery accountability mechanism to monitor aid distribution inside Yemen, and the parties commit to facilitate the work of this mechanism.
- The UN and state members sponsoring the peace process commit to supporting technically and financially the implementation of the ceasefire.

Special ceasefire arrangements for Taiz and Mareb

This part focuses on recommendations regarding the ceasefire in Taiz and Mareb starting with general recommendations:

- There needs to be a focus on local ceasefire addressing the most conflict devastated regions.
- The international community must commit to specific humanitarian pledges for Taiz and Mareb, and governorate-focused humanitarian interventions must be designed.

Ceasefire and lifting the siege on Taiz:

Military and Political Measures:

- Revive the Taiz Understandings Committee that emanated from the Stockholm Agreement, and include women from the security sector and civil society in its membership, ensuring inclusion of all stakeholders in Taiz. Additionally, ensure providing it with technical and financial support to effectively perform its duty.
- Immediately stop all military operations without conditions and relocate the military camps and weapons depots to the remote areas surrounding the governorate, away from residential areas.
- Withdraw immediately all armed groups of all parties and refrain from repositioning fighters to other battle fronts.
- Demilitarize the city, ensuring removal of all military forms from all public and civilian building, especially schools ensuring their rehabilitating them to resume their operation as educational facilities.
- Remove all security and military points, and submit mines to support demining efforts, and clear all remnants of war.

Humanitarian and Economic Measures:

- Lift the siege imposed on Taiz to end the human suffering, and open the main roads in and into the city and allow civilian and humanitarian free movement.
- Suspend all arbitrary arrests and immediately release arbitrarily detained persons and forced disappeared persons, including women, as well as, prisoners of non-criminal charges overcrowding in prisons, as a mitigation to COVID-19.
- Allow the Group of Eminent Experts access to Taiz to investigate human rights allegations and document violations.
- Investigate crimes of sexual and gender-based violence, including the killing and rape of children, arresting and prosecuting as per the law the perpetrators.
- Establish a reconstruction fund for Taiz.
- Prioritize supporting injured persons including women and girls and taking into consideration their needs, as well as, provide them with assistance including financial aid, and compensate them for any damage to their homes.

Mareb Ceasefire:

Military measures:

Military and security measures:

- Immediately cease hostilities and military actions on all battle fronts in the Ma'rib Governorate, and end all military operations, including but not limited to, reinforcements, mobilization, the opening of new conflict fronts and military repositioning for the purpose of escalation.
- Stop direct and indiscriminate targeting using all types of heavy, medium, and light weapons, including, but not limited to, the use of ballistic missiles, air strikes, and indiscriminate shelling with missiles and mortar shells.
- Halt the planting of mines and explosive materials, hand over maps of mines, determining their whereabouts, cooperating with the MASAM Project and protecting their teams to resume the demining process.
- Halt storming citizens properties and homes.
- Form a local military and security committee consisting of local military and security leaders from both sides and ensuring guarantors participation that consists of community figures, politicians and tribal leaders (according to a specific mechanism that is discussed with the parties to the conflict). The guarantors committee should also include civil society including women and youth to work immediately to reach stabilization, cease-fire, and define the disengagement points and redeployment areas.
- Form a local ceasefire monitoring committee -agreed upon by parties- that includes judges and human rights defenders including women, attorneys and military and security leaders.
- Allow the Red Crescent and Red Cross organizations to lift and exchange dead bodies and protect these organizations while performing their duties.
- Stop arbitrary arrests and form a committee to release prisoners of war, men and women from both sides, and release arbitrary detained civilians including women.
- Commitment to stop recruiting children, reunite them with their families safely, and provide them with psychological, economic and social support.

Humanitarian arrangements:

- Form a civil committee representing both parties that also includes civil society representatives including women, youth, and community

leaders, to run relief operations and address the crisis of the displaced. This should start with the displaced groups in the torrents of floods, and document the damages caused by the conflict.

- Repair and reconnect the power station to provide the electricity service in Ma'rib and other governorates, and protect the maintenance and repairs crew.
- Maintenance and resume the operations of the gas station, allowing gas to be transported from Mareb to other governorates, and protecting maintenance and repair teams.
- Opening and maintaining the roads between Marib and Sana'a, facilitating the freedom of movement of citizens including women, and the movement of commercial goods and humanitarian aid.
- Allow the Group of Eminent Experts to visit Marib Governorate to document human rights violations and abuses.

Humanitarian and Economic issues:

Humanitarian and economic issues need to be prioritized and have their own track of peace negotiations. The following are recommendations:

Salaries disbursement:

- The state is responsible for disbursing the salaries to civil servants nationwide as per 2014 payroll information including those who are displaced internally and exiled. This includes both the civil servants and military and security servants' salaries, as well as, retirees' pension and social welfare cash assistance.
- Local authorities and de-facto authorities need to commit to depositing revenues to the Central Bank of Yemen to be allocated for salaries. The state can discuss special measures in agreement with local authorities to ensure smooth disbursement of local civil servants' salaries.
- The international and regional community supports financially and technically the state to resolve the issue regarding the salaries, pension, and social welfare cash assistance issue. These allocations are recommended to be added to the humanitarian pledges for Yemen. Additionally, humanitarian funding is recommended to be deposited to the Central Bank of Yemen in Aden to support stabilizing the currency and economy.
- The state should disburse salaries directly to civil servants' bank accounts of their choice and offer subsidies to cover opening bank accounts costs and bank charges to maintain the accounts.
- The state should prioritize enhancing the governance of the civil servants' system starting by developing the civil servants' registry, addressing the ghost employees, and double dipping. This can be done by using biometric systems. Additionally, serious reforms to the civil servants' salary scales and incentives system to ensure increasing minimum wage and salaries to meet minimum standards of decent living.
- The banking system in Yemen should be supported and financial sanctions to transfer funds into Yemen should be lifted. Specifically, reviving the use of ATMs and installing solar powered ATMs to decrease the line ups and over crowdedness during disbursement of salaries and to support COVID-19 mitigation.

Opening airports and ports: It is recommended that opening the airports and ports should be based on achieving normalcy, ensuring smooth flow of humanitarian and commercial operations, safely through ensuring mechanisms are in place to monitor and prevent arms and foreign fighters

flow into Yemen. The following are recommendations based on preliminary findings of the consultations:

Sana'a Airport:

- Sana'a airport should be open to internal national and state owned commercial and civil flights.
- Permissions for flights must be requested by Sana'a airport and approved by the state. The state should facilitate permissions without delays as long as the flights are for commercial and civilian use.
- As the first step, it is recommended that Sana'a airport opens to limited international destinations, provided that destination states approve receiving flights from Sana'a Airport. The state should coordinate with destination states and assign routes.
- It is recommended that Sana'a airport is run by its 2014 employees. Priority should be given to employees who are technocrats, independent, and who are qualified and experienced.
- The revenues generated from the airport should be used to rehabilitate and maintain the airport and its services and eventually as subsidies to reduce prices of flight tickets for civilians.
- Only civilians with state issued passports or ICRC emergency passports are recommended to be allowed to travel through Sana'a Airport.
- Restrictions imposed on women by male guardianship rules must be lifted and women must be able to travel and obtain passports without permission from a male relative. Women must also be allowed to travel with their children without permission of the father.
- The UN must support the resumption of the operation of Sana'a airport technically and financially. This includes support in monitoring and inspection related to arms embargo and preventing foreign fighters flow.

Airports under state control:

- There is a need to restore normalcy in airports under state control including Aden and Rayan airports including by rehabilitating them and preparing them for international flights. This should also include improving their security and protection.
- National and international civilian and commercial flights are recommended to resume. More destinations should also be added.

Ports and Safer Tanker:

- It is recommended that ports in Hodeida resume operation to allow humanitarian and commercial ships including oil ships.

- Maintenance of the Safer Tanker and its rehabilitation is a priority. Environmental disaster mitigation measures should be placed to prevent the catastrophic impact of a spill or explosion.
- Revenues from Safer Tanker must be deposited to be used for civil servants salaries.
- UNVIM must be allowed access to Hodeida ports for further inspection.

PHASE II: COMPREHENSIVE PEACE NEGOTIATIONS

Efforts to resume the peace talks must not be conditioned to a ceasefire. The mediators need to push for a ceasefire but at the same time encourage the parties to engage in a comprehensive peace negotiation process. The mediators as such need to separate the two issues. In order to resume the talks, it is recommended that mediators focus on obtaining the parties' agreement about the objective of the talks, the agenda, location of peace talks, and forming the negotiation delegations. The following are further recommendations consolidated from the consultations held:

Peace Negotiation Agenda:

Setting the expectations of the parties of the objectives and intended outcomes of the talks is important. It is also recommended that the agenda of the peace negotiations is developed through a participatory approach that involves all stakeholders, not only limited to the conflict parties but greatly involving the civil society. The following are recommendations based on our consultations:

- The objective of the resumption of the talks must be clear and agreed upon by the parties.
- The objective should aim at reaching a comprehensive peace agreement ensuring consensus over the transitional period.
- The agenda of the comprehensive peace talks should include but not limited to the following topics:
 - Restoring state institutions and issues of governance at central and local administration levels, with a view to strengthen decentralization.
 - Reviving the legislative system and agreeing on laws to be amended and passed during the transitional period to facilitate the transition.
 - Political, Security, and Military arrangements including the issue of disarmament and submission of weapons.
 - State revenues administration, basic services delivery, and economic reforms and recovery.
 - Humanitarian issues.

- National reconciliation and reparation.
- Demobilization, Disarmament, and Reintegration, including those addressing women and children (boys and girls) recruitment.
- Human rights issues including child recruitment, forced marriages of women and girls, other forms of sexual and gender based violence, and arbitrary detention and forced disappearances.
- Reconstruction and fiscal policies.
- Agreeing on the political dialogue agenda that will be held post the comprehensive peace agreement, that is recommended to include the South issue.

PHASE III: TRANSITIONAL PERIOD

There are a number of issues to be addressed and should be prioritized during the transitional period. Additionally, there is a need for supportive legislative frameworks and institutions. The following recommendations are based on preliminary consultations:

Political Dialogue Agenda:

The political dialogue agenda is recommended to be developed in a participatory manner ensuring voices of women, youth and civil society. The following issues are recommended to be part of the agenda but should not necessarily be limited to only these:

- South issue
- Federalization and self-autonomy
- Political system
- Constitution revision
- Governance
- Civil Servants System reforms
- Military and security reforms
- Transitional Justice and Reparation
- Reconstruction
- Resources distribution and management
- Humanitarian and economic issues.

Legislative frameworks:

Legislative reforms should close the legislative gaps to support the political transition and stabilization during the transitional period. The women asserted that all discriminative laws and provisions against women must be amended. There are a number of laws or law provisions amendments

identified by the women during consultations that are seen as a priority to be addressed during the transitional period, these are:

New Laws to be adopted:

- Transitional Justice Law ensuring reparation for war victims, and ensuring equality and access for women.
- Family and women's protection law that protects from domestic and structural violence.
- Media and religious anti-hate speech law, ensuring that hate speech is based on gender, religion, sect, race, color, and political affiliation that leads to mental and physical harm is criminalized.

Existing laws to be amended:

- The Elections law needs to ensure inclusivity and representation including no less than 30% quota for political participation of women.
- The Personal Status law needs to be revised to amend discriminative legal provisions against women and lift guardianship rules, ensuring setting the safe age of marriage.
- The Penal Code needs to have explicit articles on criminalization sexual and gender-based violence ensuring that survivors are protected from social stigma and abuse, forced child and women recruitment, forced marriage, human trafficking...etc.
- The Nationality law needs to be amended to ensure full rights for the women and their children.

Governance and priorities during the Transitional Period:

The women shared ideas related to the political perspective, governance, and priorities for the transitional period. The following is a summary of the main recommendations:

- It is recommended that the governance system during the transitional period moves towards an initial federal system based on consensus and reflected in the peace comprehensive agreement. This could include multiple regional governments under an inclusive central government. Members of the government should be technocrats selected based on competency, qualification, and principles of integrity. They should also have representation of women by no less than 30%, youth by no less than 20%, and Southerners by no less than 50%.
- A national dialogue should be held to focus on the controversial issues and should be given enough time to ensure deep discussion to resolve

governance issues, wealth distribution, and structural reforms to support a federal system.

- It is recommended to have a participatory approach to review the new constitution by the political parties and entities, as well as, representatives of civil society and local communities. It is recommended that the new constitution guarantees the right of Southerners in self-determination.
- It is recommended that State institutions and functions be strengthened focusing on service delivery and civilian needs.
- It is recommended to establish a transitional parliament that is established by consensus ensuring equal representation of political parties and entities including civil society coalitions, and ensuring representation of women by no less than 30%, youth by no less than 20%, and Southerners by no less than 50%. The members can be selected from the existing political parties and entities and civil society coalitions, as well as, existing members of the parliament, Shoura Council, and NDC Monitoring Authority. The parliament should also have fair representation from governorates.
- It is recommended that the electoral reforms take place during this period ensuring that the voters registry is updated.
- There is a need to revive and strengthen existing state structures and institutions responsible for women's advancement and development including the Women National Committee and its branches, as well as, the Higher Council for Women's Affairs that is headed by the Prime Minister and ensure its expansion to include relevant ministers. The state must also support the Women Union.
- There is a need to revive state institutions on social protection and safety nets programmes, ensuring women's accessibility to these services.
- There is a need to establish a state protection system for women survivors of all types of violence. This should include expanding shelter services and abolishing rules that obstruct women former prisoners' accessibility. It should also include protection grants and comprehensive supporting services including legal aid, psychosocial support, ...etc.
- The state must also ensure women's accessibility to justice services and reparation programmes without discrimination.

ANNEX:

Annex I Table summarizing inclusion mechanism and priority issues in the three main reference documents guiding the peace process

Reference Document	Inclusion mechanism	Priority Issues
<p>UNSC 2216</p>	<p>The UNSC 2216 language does not specify two parties. It uses the language referring to “all Yemeni parties”, specifying in many occasions “the Houthis”. In some instances it also includes all [national] parties and Member States.</p> <p>The resolution also calls for a resumption of a peaceful, inclusive, orderly and Yemeni-led political transition process that meets the legitimate demands and aspirations of the Yemeni people, including women, for peaceful change and meaningful political, economic and social reform.</p> <p>stresses that all parties should take concrete steps to agree and implement a consensus-based political solution to Yemen’s crisis in accordance with the Gulf Cooperation Council Initiative and its Implementation Mechanism and the outcomes of the comprehensive National Dialogue conference</p>	<p>The main priority issues mentioned in UNSC 2216 are:</p> <ul style="list-style-type: none"> ● Ending the use of violence ● Withdrawal of armed groups from cities and state institutions. ● Ceasing actions that are exclusive to the State. ● Refraining from provocation and threats to neighboring countries. ● Releasing political prisoners. ● Ending recruitment of children. ● Arms Embargo. ● Resumption of negotiations. ● Complying with IHL and IHRL. ● Safety of civilians. ● Humanitarian access. ● Respecting humanitarian pauses initiated by the UN Secretary General.
<p>NDC</p>	<p>The NDC inclusion mechanism was based on a quota for inclusion set at 30% for women, 20% for youth and 50% for Southerners (out of which 75% had to be Hirak representatives,</p>	<p>The Priority issues that NDC addressed included:</p> <ul style="list-style-type: none"> ● South issue ● Saada issue ● National reconciliation and transitional justice ● State building

	<p>AKA, those with separatist agenda).</p> <p>The NDC was concluded with a set of outcomes that were reached based on consensus. The outcomes also instituted quotas as following:</p> <ul style="list-style-type: none"> - 30% women in all elected and non-elected positions and for political participation. - 20% for youth political participation. - 10% for marginalized groups mohamasheen in state positions. - 10% for special needs persons to support their political and public life participation. - 50% Southerners 	<ul style="list-style-type: none"> ● Governance ● Building the Foundations for the Security and Military Institutions ● Independent Institutions and Special Issues ● Rights and Freedoms ● Sustainable development
<p>GCC initiative and mechanism</p>	<p>The inclusion model proposed by the GCC mechanism was based on holding a national political dialogue, called the comprehensive Conference for National Dialogue (NDC) and including all forces and political actors, including <i>“youth, the Southern Movement, the Houthis, other political parties, civil society representatives and women.”</i></p>	<p>The Priority issue of the GCC initiative and mechanism included:</p> <ul style="list-style-type: none"> ● National Unity Government formation ● cessation of all forms of violence and violations of humanitarian law ● ensure freedom of movement ● protect civilians ● humanitarian access ● good governance ● the rule of law ● transparency and accountability ● respect for human rights; ● release those unlawfully detained ● Government to comply with HRC and UNSC resolutions ● Stabilizing the economy ● Security and military measures ● Engage in national dialogue ● Political transition process

