

# A Proposal for Yemen's Reconstruction Mechanisms

## Developmental Report

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## Summary:

The current report deals with the causes of the conflict, the problems and the effects it left behind in Yemen, and highlights the concept of reconstruction and its fields, and the challenges that impede the reconstruction process in Yemen.

It also dealt with the requirements of reconstruction together with the requirements of political transition, security and stability, the importance of the governance system and the establishment of the principle of the civil state, in addition to the humanitarian assistance and administrative aspect requirements, the economic and social reconstruction, the infrastructure aspect, and the requirements of the gender equality. The report concluded by presenting a proposal on the mechanisms of reconstruction in Yemen within six main axes, as it touched upon:

**First:** The mechanism for restoring stability and security through the implementation of national reconciliation, transitional justice, and reformulating security-related policies. **Second:** The mechanism for strengthening humanitarian interventions in Yemen, by activating the humanitarian aid system, which represents a package of integrated and coordinated measures in order to protect life and its continuity, maintain human dignity, ensure the protection of civilians, assist the return and integration of the displaced persons, and help reviving social and economic activity. **Third:** The reconstruction and economic development mechanisms that address criteria for bridging the gap between relief and development, in addition to building institutions and strengthening their independence to ensure economic management, in addition to the importance of building human capital capacities at the local and national levels through policy development, needs identification, and capacity building on the planning, implementation, monitoring and evaluation of all programs. The report also addressed the importance of preparing a technological database to support the reconstruction and development.

**Fourth:** The administrative reconstruction building mechanism represented in the establishment of a financially and administratively

independent public authority based on a sound institutional structure that adheres to transparency and impartiality in its work as there are suggested ways and mechanisms to improve the effectiveness of the human resources sector. **Fifth:** The mechanisms for the reconstruction of social development, which deals with the necessity of activating the concept of citizenship, consolidating its standards, involving communities to rebuild at the level of development partners, and achieving food security by strengthening social cohesion. It also reviewed the most important mechanisms and treatments for the main sectors affected by the infrastructure (housing, health, education, water and energy, transport and tourism sector). **Sixth:** The mechanisms of gender equality through the importance of working to activate the full participation of women in all aspects of the public life, and in the political and economic fields in particular, as well as finding legal frameworks for the effective implementation of constitutional provisions and laws that promote and protect the rights of women and girls. In conclusion, the report indicates that stopping conflicts has become an urgent necessity, and that initiating a dialogue of peace and national reconciliation and working to implement transitional justice is important to start reconstruction, and that the national interest must prevail over personal interests, and move forward in building the social fabric to modernize the institutional building in state systems of paramount importance, in addition to modernizing the judiciary, enhancing women's participation, allowing all segments of society to participate in political and economic life, and strengthening the economy by opening the door for investment and encouraging investors.

**Keywords: Proposal, Reconstruction mechanism**

## Introduction

The current conflict in Yemen is not of the moment; rather, it is an accumulation of periods that were characterized by political and economic turmoil. Yemen did not face a situation similar to the current crisis, which is characterized by a stifling economic situation, a decrease in remittances from abroad, and a decline in export revenues of the country's natural resources, all while looming on the horizon signs of a coming extensive starvation. This must be taken into consideration and focused on restoring societal cohesion and building the social fabric unless the efforts that are being made - and will be made - for reconstruction will be a difficult process and may be wasted.

In any case, the recent conflict has devastating effects on the infrastructure and society as a whole. In fact, the World Bank indicated in one of its reports that nearly half of the water and sewage networks have been destroyed, and that nearly a quarter of the road networks have been partially or completely destroyed in ten Yemeni cities where the survey has been conducted during the year 2016, in addition to the decline in the production of electric power by half, and let's not forget the destruction of the educational facilities.

As the conflict has intensified since that year, the level of devastation is expected to greatly exceed those estimates, as there was no electricity in the main cities as well as in the remote areas.

At the beginning of 2017, the United Nations made it clear that Yemen was suffering the worst humanitarian crisis in the world, and that it was on the brink of famine if the situation was not remedied and conflicts and wars ended. Until April 2018, about 22.2 million Yemenis were in need of humanitarian aid, of whom 8.4 million people were at risk of starvation

As for the economy, it also suffered a decline in GDP by 47.1% between 2015 and 2017, while 40% of families lost their primary source of income. On February 27<sup>th</sup> 2021, the United Nations announced that Yemen was facing a widespread famine that threatens the lives of millions, and that funding for life-saving relief efforts is insufficient;

as tens of thousands of Yemenis are starving to death in this dire crisis, and the scarcity of resources leaves aid agencies unable to meet needs and save lives.

The United Nations also confirmed that the number of people who will directly suffer from starvation in Yemen is expected to reach 16 million people this year 2021. It also confirmed that there are nearly 50 thousand people who are already close to dying of starvation, and that 5 million more people are only one step closer to starvation.

It is unfortunate at the present time that there are no indications that the current crisis will end, and hence all parties must incline towards peace, work to end the conflict and resolve differences to stop the war, and operate on the systematic planning for the reconstruction process, which has become a necessity at all levels, as international experiences have proven the necessity of starting early in the planning for reconstruction.

The current report seeks to find a comprehensive set of proposed procedures and mechanisms that seek to meet Yemen's needs for reconstruction and prevent the escalation of conflict and the escalation of violence, focusing on the root causes and consolidating sustainable peace.

### **Report Objectives:**

General Objective: Contribution to find suggested procedures and mechanisms for the reconstruction in Yemen.

### **Sub-goals:**

- Determining the causes of the conflict in Yemen.
- Determining the problems and effects of the conflict in Yemen.
- Defining the concepts and areas for reconstruction.
- Identifying the challenges facing the reconstruction in Yemen.
- Contributing to the development of proposals and mechanisms for the reconstruction in Yemen.

### **Report Terms:**

**Proposal:** Future methodological steps to be developed according to the type of difficulties and obstacles facing the reconstruction, in addition to the reconstruction requirements in Yemen revealed by the current report, in order to help the development and reconstruction specialists implementing reconstruction projects.

### **Reconstruction Mechanisms:**

It is a procedural package of executive steps that includes all axes of reconstruction, and the current report has identified them in: The Stability and Safety Mechanism - The Mechanism of Strengthen Humanitarian Interventions Means in Yemen - The Reconstruction Mechanism for Economic Development - The Administrative Reconstruction Building Mechanism - Social Development Reconstruction Mechanisms and Gender Equality Mechanisms.

### **Report Methodology:**

A number of primary and secondary sources and data were relied upon, in addition to historical information about the conflicts, noting that the deductive method was used in analyzing the data and information.

#### **1. Geographical frame and time period of the report:**

The report covers the period during which the conflict occurred from 2015AD to 2021AD, and deals with the effects resulting from it in all governorates of the Republic of Yemen.

## 2. Working Team

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## *Chapter One* **The Conflict in Yemen**

After the outbreak of the armed conflict in Yemen since 2015 AD, as a result of the political differences that occurred between the political parties after being affected by the revolutions of the Arab Spring, which began in Yemen in 2011 AD, and since then the gap and differences among the political parties have increased and caused a wide rift in the social fabric. Hence, the intensification of conflicts has led to the emergence of other parties to the conflict, including those who demand the secession of Yemen and its return to what it was before the union. Despite the initiatives that have been taken in order to find the national reconciliation, all of them have failed due to the multiplicity of affiliations, and the absence of the nation's interest.

### **First: The Conflict's Reasons in Yemen:**

- Absence of an effective role for the state, and the strong control of the various armed parties and groups.
- Dominance of the tribal system of government on which Yemeni society is still relied on.
- Not neutralizing the army from partisan and sectarian affiliations.
- Weak implementation of the law, and the supremacy of those with influence in formal and informal authority.
- Accumulation of political differences due to the previous events and revolutions in Yemen.
- Differences among the political parties following the emergence of the Arab Spring revolutions.
- Dominance of partisan, sectarian and personal loyalties instead of national loyalty.
- Lack of interest in merging civilian jobs and army units after the Yemeni unity and the war of summer 1994 AD.
- Exploiting the state's wealth for the personal benefits of those in power and wealth.
- Weak democratic awareness.
- Not focusing on solving the core problems that later caused a rift

in the societal fabric, such as the control of the influentials over the lands in the south and other different regions of Yemen.

- Deterioration of the economic situation and the high level of unemployment.
- Continuation of some parties of the stakeholders in fueling the conflicts.
- Weak state institutions in the performance of their tasks, as a result of the spread of corruption and nepotism.
- Weakness in making updates in the institutional building in line with the economic, social, political, technological and global changes.
- Neglecting and mismanaging the available resources in Yemen.
- The decision-making authorities focus on short-term development plans and fragile service infrastructure plans, at the expense of human capital and long-term economic, social and political plans.
- Weak educational policies, curricula and education outcomes.
- Weak health care services.
- Weak awareness of the importance of justice and fairness for all citizens alike.
- Weak awareness of the importance of justice and equity between the sexes.
- Weakness of the culture of control, accountability, and evaluation of businesses, projects, official and private bodies, and civil society organizations.
- Not counting the needs of future generations for services and economic resources.
- Absence of a natural resource management policy.

## **Second: The Problems and Impacts of the Conflict in Yemen:**

There are many problems left by the conflict in all governorates of the Republic of Yemen, but the most important of them can be summarized through the following:

### **1- Regarding the Humanitarian Aspect:**

- Conflicts have a significant impact on the humanitarian situation, and are left with enormous problems, but their magnitude can be

determined by the statistics provided by the United Nations, which may be as follows:

- Mass displacements from conflict areas, where the number of the displaced people reached one million until December 2018 AD, which put a burden on the displaced families and pressure on the resources of the areas to which they were displaced and the families that contained the displaced that suffer mainly from scarce resources.
- The high number of deaths due to the malnutrition, and the lack of health services and infrastructure, reaching 131,000 cases, according to estimations of 2019 AD.
- The increase in the proportion of the population living in extreme poverty to 40%, and cases of malnutrition to 17% of the population at least, of whom 14% are children who suffer from malnutrition.
- The spread of diseases and epidemics, for example, cholera, which has caused 2,600 deaths since April 2017 AD, as well as many diseases and epidemics that spread frighteningly, claiming thousands of lives, including (dengue-cholera-chikungunya) in addition to the Corona pandemic.
- The recruitment of children under the age of 18 years old.

## 2- Regarding the Social Aspect:

As the humanitarian situation is affected; this has negatively affected social life and its fabric, as represented by:

- Weakness of the societal fabric and family disintegration, as a result of the deteriorating economic, social and political conditions.
- The dominance of tribal systems instead of the rule of law, which led to the spread of sectarianism and regionalism.
- The high prevalence of crime of all kinds.
- Lack of attention to the rights of individuals and issues of gender equality and people with special needs.
- Psychological trauma and the negative effects of conflict on the members of society, especially children, the elderly and women.
- Weak educational services and the high dropout rate of students, especially females.

- Weak health and reproductive care services.
- Stirring up sectarian, tribal and partisan discord among the members of society.
- An increase in the number of immigrants to neighboring countries in search of job opportunities.

### 3- Regarding the Economic Aspect:

The economic aspect has been affected by the blockade and the spread of corruption, as preliminary estimations for the year 2015 AD indicate that the material and economic damage has exceeded 15 billion US dollars. The most important problems and effects of the conflicts on the economic side can be clarified as follows:

- The tyranny of party and tribal loyalties, at the expense of national loyalty, and the widening of the political and partisan differences gap.
- The division of the financial system between the North and the South, the interruption of salaries, and the suspension of oil exports.
- High foreign exchange rates against the local currency.
- The emergence of a wide discrepancy in the exchange between the users of the previous currency and the new currency.
- The issuance of local currencies without a cover (gold-cash), which led to the deterioration of the value of the currency.
- The decrease in oil and gas production to 90%, which led to the limited availability of the foreign currency in Yemen.
- The occurrence of a crisis in oil derivatives and the manipulation of their prices, in addition to the emergence and control of the black market.
- High food prices.
- The cessation of exports, and limited imports of goods and materials to Yemen.
- The flight of capital abroad, and the decline in the proportion of domestic and foreign investment.
- Lack of some medicines and necessary supplies.
- Weak purchasing power of the community due to the low economic level and the lack of sources of income.
- The emergence of poor and cheap copycat goods to be eaten by the

destitute, and the generally low quality of goods.

- The resort of the community members to exhausting the vegetation cover with wood, due to the gas crisis.
- The decline of the internal tourism movement, in addition to the lack of external tourism due to the absence of the state.
- Investment owners resort to transferring, investing, or establishing factories abroad instead of in Yemen.
- High and double customs duties, in addition to the high rate of taxes.
- A decrease in agricultural production by 39%, according to the 2016 AD estimations.

#### 4- Regarding the institutional aspect:

Yemeni official and private institutions have been directly affected by the political situation and insecurity in the country. Their work was not neutralized, and they were forcibly involved in the ongoing conflicts, and this was clear in a number of points:

- Weak rule of State law versus the emergence of the sovereignty of the protagonists and stakeholders.
- Weakness and decline of the role of the official institutions.
- The spread of corruption, nepotism and mediation among the state organs.
- Weak operational and capital budgets, as a result of the decline in the state revenues.
- Neglecting the participation and representation of the members of society of both sexes on the political side, especially women and vulnerable groups, and limiting it to those involved.
- Weak role of the parties and democratic processes for the transfer of power.
- The emergence of armed entities outside the framework of the official authorities.

#### 5- Regarding the Infrastructure Aspect:

- The deterioration of the status of services and infrastructure, and neglect of their maintenance.
- Many infrastructures have been destroyed and abused as a result of

the conflicts and the continuation of the armed conflicts.

- Interruption of development work in the development of infrastructure.
- The deterioration of the level of the services provided by the public facilities and services.

## Chapter 2

# Post-Conflict and Reconstruction Concepts and Fields

### First: The Concept of Reconstruction

Some researchers, scholars and those interested may also address the concept of reconstruction in terms of the process of building what has been destroyed from the urban side (buildings) as a result of wars, conflicts and natural disasters, but this definition is considered truncated because it focuses on the reconstruction of dilapidated buildings only, forgetting the components of the social and urban fabric that are directly related to the cultures, histories and economies of peoples.

The concept of reconstruction is loaded with many meanings, and it is usually associated with repairing the damage caused by wars in countries that have suffered from the scourge of war, in addition to addressing the problems of conflicts and their political, social and economic consequences, with a view to rebuilding peace.

The researcher (Heit Waigbo) defines reconstruction as the opportunity to reformulate society, which would improve the living conditions of the community, and produce a better urban environment than the one that existed before. As for the researcher (Paradan), he defines the reconstruction as a set of operations and policies that are set in order to confront disasters and prepare for them before they happen, and then meet the local need during the disaster and rebuild what was damaged by the disaster after its occurrence, whether on the short or long-term level, so that these policies include all aspects of life, and they are concerned with reconstructing what was destroyed during the disasters among other contents, social, economic and cultural.

As for (Garcina), the reconstruction is an integrated concept that includes all the requirements of the transitional period from the post-war state to the state of stability and peace, including political, economic, social, and urban reconstruction (بيومي، 2017).

## **Second: Areas of Reconstruction:**

The areas of reconstruction vary according to the damage caused by wars or natural disasters, in addition to a number of considerations related to the infrastructure of these countries. However, there is a number of important areas on which many researchers and concerned parties agree, regardless of the phases of reconstruction, long-term or short-term, and among these domains is the report of the African Union on the status of the post-conflict reconstruction and development policy issued in 2006 AD which included six activities, which are shown in the following:

- Restoring the sense of security and safety.
- Emergency humanitarian aid.
- Economic, social and environmental development.
- A system of good governance and political transformation.
- Human rights, justice and reconciliation.
- Gender equality.

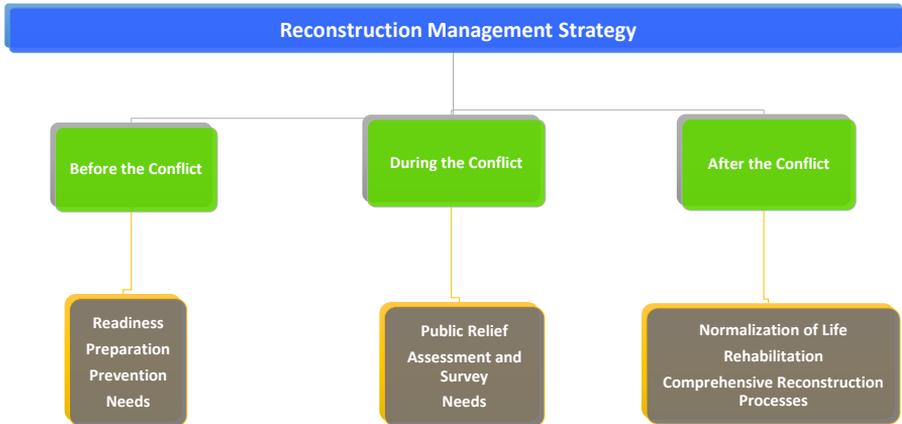
The areas of reconstruction are classified according to the nature into two main sections:

- 1) Physical construction: it means everything that is included in the built physical environment, including buildings of all kinds, infrastructures and urban units.
- 2) Intangible reconstruction: It means everything that is included in the non-physical environment, such as economic reconstruction, building the social, cultural and political fabric, institutional and organizational reforms, and other components of the human societies.

## **Third: The General Timeframe of the Reconstruction Department Strategy:**

The reconstruction strategy can be divided into three timeframes that can be illustrated by the following figure:

Figure 1 shows the timeframe for the reconstruction management strategies



Source: (بشير، 2011)

The previous figure shows the timeframe for the reconstruction management operations strategies, which are divided into three phases, according to the following:

**The First Stage: the Pre-Conflict Stage:**

Preparation is made by setting expectations and possible scenarios, and based on this information, policies and strategic plans are developed and roles are distributed to prepare for the response in order to mitigate the impact of the conflict, and the role of prevention comes through taking preventive measures to prevent conflict.

**The Second Stage: the Stage during the Conflict:**

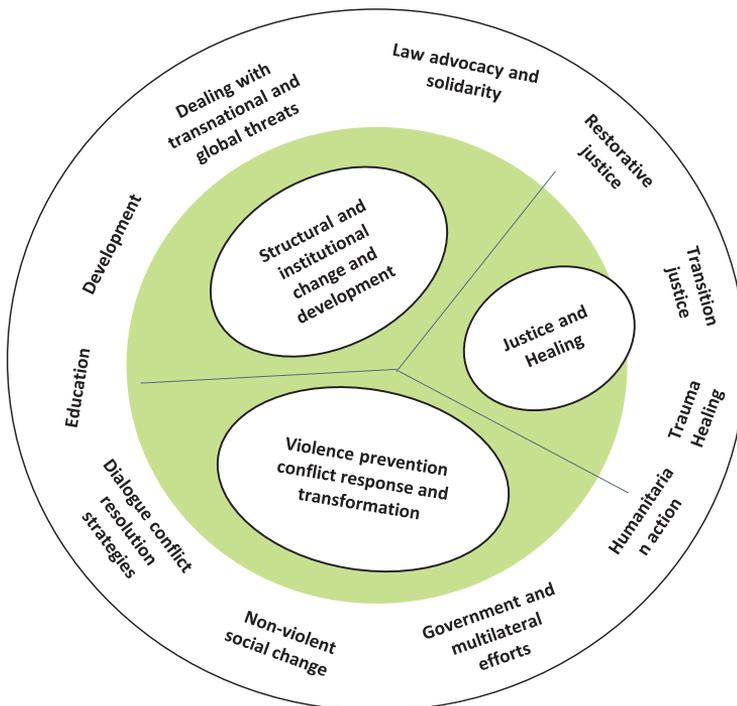
It can be called the emergency response phase, where the needs and damages are assessed and relief and rescue assistance are provided aiming at maintaining the survival of the community.

**The Third Stage: the Post-Conflict Stage:**

This stage requires rehabilitation first, including a set of interventions that ensure the restoration of the normal life and stability of the system, as well as the application of measures that prevent a return to the conflict stage because it is considered a critical period, followed by a period of rebuilding and reconstruction, which includes carrying out financial and physical repairs, and this period may last for years.

The areas of post-conflict reconstruction can be divided according to the purpose and types of interventions into three areas illustrated by the following figure:

**Figure 2: Areas of Intervention according to the Purpose and Type of Intervention.**



Source: (2012، زغيب)

The previous figure shows the areas of intervention according to the purpose and type of intervention based on the following:

- 1) The stage of justice and recovery: It includes restorative justice, transitional justice, trauma healing, and humanitarian work.
- 2) The stage of violence prevention, conflict response and transformation: it includes humanitarian work, official efforts and multilateral agencies, non-violent social change, strategic dialogue to resolve conflict, and education.
- 3) The stage of structural and institutional change and evolution: This stage includes: education, other developmental areas, dealing with threats at the national and international levels, defending the law and solidarity.

#### **Fourth: Post-conflict Assessment of Damage and Needs Stages:**

The stages of damage assessment are divided into two parts: the first includes a direct assessment after the conflict, which is called a rapid evaluation, and the second is called a detailed assessment, and more clarification is given in the following:

##### **1) Direct Assessment after Conflict (rapid evaluation):**

This type of assessment is conducted to obtain preliminary information on the impact of the conflict and its geographical distribution, to give a general picture of the population's situation regarding their whereabouts, current conditions, immediate needs, and the services that are still available. This information facilitates the relief and humanitarian response operations, and because conditions are constantly changing, this process requires a series of rapid evaluations to follow up on these changes.

##### **2) Detailed Assessment:**

This assessment is conducted with the aim of obtaining accurate and detailed statistics on the nature, amount and locations of the various damages and losses resulting from the conflict. These data

and information are useful for planning or re-adjusting plans for reconstruction, and this stage usually comes after the conflict has stopped.

### **Fifth: Types of Post-Conflict Assessment and Surveys:**

Post-conflict surveys can be divided into two types:

#### **1) Needs Assessment:**

The basic needs of people are assessed to determine the level of assistance required by the conflict-affected population and the type of assistance in order to provide humanitarian needs and urgent requirements that are a priority for people, such as the need for housing and shelter, basic food, water, electricity, education and health services.

#### **2) Assessment of Damage and Extent of Destruction:**

In this type, information on damages to houses, residences, infrastructure, and the commercial sector, including shops, factories, and companies, is collected, in addition to the agriculture, livestock and other sectors. This evaluation is done by people who specialize in these areas; and it aims to know the reality as it is, and in light of the process of collecting information, reconstruction and building plans are prepared and amended.

### **Sixth: Post-Conflict Physical Reconstruction Orientations:**

There are multiple orientations for dealing with post-conflict reconstruction, some of which focus on the functional aspect, others focus on the symbolic or national identity of the community, and some focus on both. The following paragraphs show the orientations of reconstruction that is being worked on:

- 1) The trend of modernization and renewal: It carries out the process of reconstruction through renewal in reconstruction away from the

identity and history of society. This trend may be an effective, quick and low cost, and a quick solution to sheltering the displaced because of the wars, and it may also be appropriate to replace the useless or ineffective services structure with a developed one.

- 2) The trend of revival: This type is concerned with the reconstruction of what was destroyed while preserving the national and historical identity, and it is suitable for buildings and historical monuments that represent the national identity of the country.
- 3) The trend of mixing old and new: It is a mixture between the two previous types, as it is concerned with using modern and old methods of reconstruction. What distinguishes this type is that it is concerned with preserving the historical character and national identity of the country in terms of buildings and monuments, it also tends to renew, keep pace with development and suit needs, in addition to the fact that this process may be less expensive.
- 4) A symbolic trend, witnessing the events: This trend focuses on the symbolic importance more than on the construction process, and that the survival of some images of destruction as they are will represent a witness for people to show the extent of the ugliness of wars. Therefore, in this type, the destroyed buildings and monuments are preserved, and new ones are usually built nearby if necessary (بشير، 2012).

### **Seventh: Principles of Reconstruction:**

There is a number of determinants and principles upon which the reconstruction strategies are based, as illustrated in the following figure:

**Figure 3: Shows the Principles of the Reconstruction Strategy**



Source: (القباطي، 2021)

### **1- Preventive:**

Reconstruction is not just about planning to address the consequences of the disaster; rather, it goes beyond it to develop plans capable of avoiding the occurrence of conflict by taking preventive measures in advance.

### **2- Comprehensiveness:**

Reconstruction plans must be comprehensive to address the consequences of the conflict on various urban, social, cultural, economic and political levels, in parallel within an integrated development plan.

### **3- Sustainability:**

Reconstruction plans must be built in a way that ensures the sustainability and continuity of the reforms being implemented to ensure the progress of life and fulfill the needs of the future generations.

### **4- Flexibility:**

Plans must be designed to be able to adapt to any developments or variables that may occur on the ground.

### **5- Transparency:**

The plans and actions implemented by the sectors concerned with the reconstruction and assessment processes must be transparent and publicly accessible to all, and this can be achievable through oversight of implementation, business and financial aspects, in addition to evaluating the executed works. Therefore, the strategic plan for reconstruction must contain a plan for monitoring and assessment.

### **6- Developmental Outlook:**

The strategic planning of reconstruction must address various fields of urban and architectural development and have realistic and tangible goals that do not affect the core of the societal identity such as cities and historical monuments, and that do not come at the expense of the environment and green spaces.

### **Eighth: Strategic Axes for Reconstruction and Peacebuilding:**

There are many strategic axes for reconstruction and peacebuilding, including what was mentioned by Bakr Hashem and Ali Al-Sueidani as follows:

- 1) Determining reconstruction priorities and involving all actors at all levels from the early stages, from relief and reconstruction to recovery and development.
- 2) Developing productive economic activities during the early stages

of recovery to help consolidate peace and security.

- 3) Developing a broad-based, long-term strategy from the early stages to ensure the most effective use of emergency resources.
- 4) Ensuring the protection of land and property rights of the affected population, and developing long-term solutions to resolve land and property disputes in order to reduce the potential for conflict.
- 5) Establishing strategic partnerships and alliances at all levels that help in relief and reconstruction work and even access to development (2017، بيومي).

### **Ninth: The Reconstruction Actors and their Roles:**

The actors responsible for carrying out the process of preparing to face the consequences of conflicts, planning, strategizing, financing and implementing are the actors in the reconstruction, and they consist of the public sector, including local councils, the private sector, civil society and international organizations, various donors, in addition to the community in order for the reconstruction process to be effective, coordination must take place among these parties in order for the efforts of all these parties to join forces. The government sector or the state emerging from wars cannot bear the reconstruction process alone, and each sector has a special feature that distinguishes it from the rest of the sectors, and therefore each sector has a complementary role with the rest of the sectors. The role of each sector can be explained as follows:

#### **1- The Public Sector:**

The public sector plays an important role in preparing the various strategies and plans for reconstruction, whether on the long or short-term, and it provides facilities for the completion and success of the reconstruction process. The local councils in the governorates and districts also have an important role to play for the sake of reconstruction. Because of its proximity to the community, it is responsible for identifying the urgent needs in each area, in addition to its ability to carry out coordination and implementation of reconstruction in the areas in which it is located.

## **2- The Private Sector:**

The private sector plays a very important role in the reconstruction process; because it has the skills, capabilities, required labor and financial resources, in addition to its great flexibility and adaptability to the surrounding circumstances.

## **3- The Informal Institutions and Civil Society Organizations:**

It is not possible to deny the effectiveness of informal institutions and civil society organizations in the reconstruction, as they represent the community, are close to it and know its needs. It is able to bear part of the burden placed on the shoulders of official institutions, and its role becomes more important in the absence of official authorities or the weakening of society's confidence in them.

## **4- The Society:**

The community offers the most important roles in the reconstruction process, as its role starts from the preparation process to the completion of the reconstruction process, and the success of this process depends on the community; The more the community is aware and actively contributes, the easier and faster the reconstruction process will be. In addition, the community is able to prioritize needs; therefore, work must be done to involve the community in the planning and implementation stages of projects(القباطي، 2021).

## **5- The International Organizations and Donors:**

International organizations and donors have important roles in the reconstruction process; because the countries that have suffered from the scourge of war do not have sufficient capacity to carry out the reconstruction process on their own, and therefore all these parties are concerned with intervening from the beginning and preparing by setting strategies, preventive plans, emergency response plans, rehabilitation and the reconstruction process.

## Chapter Three

# The Challenges and Requirements of the Reconstruction in Yemen

### **First: The Challenges to Reconstruction in Yemen:**

In many studies, at the level of the world and the Arab world in particular, related to the reconstruction, the challenges facing reconstruction in crisis countries have been addressed, and most of these challenges are almost similar, but there are challenges related to the specificities of each country. The following paragraphs will explain the most important challenges facing the reconstruction in Yemen:

#### **1. Peacebuilding Challenges:**

##### **a. Challenges and Obstacles in the Aspect of Establishing Security:**

- The multiplicity of parties to the conflict in Yemen and stakeholders, which makes the issue of ending the conflict almost impossible, or leads to the implementation of a fragile reconciliation that does not amount to national reconciliation that guarantees a peaceful transition beyond the conflict.
- The weakness of the security agencies, their devices and infrastructure.
- The difficulty of integrating fighters and militants into one entity of the state due to the multiplicity of parties to the conflict.
- The presence of armed entities outside the country, fed by internal and external parties.
- Neglecting to solve the problems that emerged or increased in proportion during the conflict, such as: land problems, revenge problems, compensation...etc.
- Not removing mines and unexploded ordnance from all conflict areas.
- Neglecting to hold the corrupt and those who cause conflicts to account.

- **Challenges and Obstacles in Transforming into a Good Governance System:**
- Weak involvement of all segments of society and the weaker groups in the peace-building process, national reconciliation and transitional justice, and in amending some constitutional and legislative laws, especially those related to aspects of power-sharing and periodic competition in order to gain access to political power and to strengthen the concept of legitimacy and good government.
- Weak awareness of democracy and the practice of partisanship.
- Weak national loyalty, and society's tendency to sectarian and regional loyalty.
- Weak rule of law.
- Weak community involvement in monitoring the work of the government sector.
- Failure of institutional building in most state agencies to keep pace with developments and meet the needs of society; This, in turn, requires the institutional rebuilding of state agencies, taking into account the experiences of the previous countries.
- Repression of cultural and political freedoms.
- Lack of security and stability, and the spread of the phenomenon of random and unorganized carrying of arms.
- Weak judicial systems and agencies, and this calls for establishing and strengthening the capacity of the judicial system and involving communities in monitoring the judicial system.
- Lack of redress for victims of human rights violations.

## **2. Challenges and Obstacles Facing the Provision of Humanitarian Assistance:**

- Politicizing humanitarian aid for the benefit of donor countries and organizations, or for the benefit of certain individuals or entities.
- The absence of general plans to provide humanitarian assistance, prepared by all concerned parties.
- The lack of survey evaluation studies conducted on humanitarian aid cases and its weakness.

- Not updating the statistical data of cases that need humanitarian assistance or that have received humanitarian assistance. This data will facilitate coordination processes and identify interventions for organizations and donors.
- Counting humanitarian aid as a waiver of the duty of the concerned official authorities, organizations and donors, i.e. relying on pumping aid only; this, in turn, has created duplication and repetition in providing aid to individuals or regions at the expense of other regions.
- Weak coordination among official bodies and international organizations and donors on the one hand, and among international organizations and donors themselves on the other hand.
- Limiting the provision of humanitarian aid to basic foodstuffs and in-kind items, and neglecting important areas for providing humanitarian aid, such as the health aspect, maternal and child care, malnutrition, rent accumulation, salary cuts...etc., meaning that the quality of aid must be expanded, in addition to providing cash assistance.
- Focusing on providing aid to the displaced, and leaving the affected towards the poor, marginalized, low-income, renters whose salaries were cut off, the areas that sheltered the displaced, women heads of families, and people with special needs.
- The security situation in some areas affected by the conflict is still tense, and therefore there is difficulty in delivering humanitarian aid to them.
- The ambitions of some individuals in the official sector concerned with obtaining a large part of this aid, or obstructing the efforts of donors with requests that prevent them from carrying out their humanitarian duty as they should.

### **3. Economic Challenges and Obstacles:**

- The need for reconstruction of a huge budget, which Yemen lacks in the current situation.
- The continuation of the economic blockade on Yemen, which led to the deterioration of the economic situation in general.

- Yemen's economy is considered one of the fragile economies that focuses on short-term investments, and depends on imports and revenues from oil derivatives.
- Not providing the opportunity for investors from inside or outside to invest in various economic and tourism activities.
- The division of the financial system and policies of Yemen through the presence of two central banks, and this in turn led to the duplication of some financial procedures such as the process of paying salaries, taxes and customs, in addition to doubling financial losses, and creating a new currency.
- Printing the currency without a cover of gold has led to the deterioration of its prices, which in turn makes it difficult to restore the currency's position.
- Destruction of many private and public economic structures, such as ports, factories and others, which need huge sums of money for their reconstruction.
- High unemployment rate.
- 

#### **4. Administrative Challenges and Obstacles of the Reconstruction:**

- Weak experience in the management, planning and coordination of the reconstruction with the official authorities.
- Adopting unilateral planning for reconstruction without involving the rest of the partners in that.
- Relying on short-term planning, and on substitution without taking a development perspective, in reconstruction.
- Relying on centralization in reconstruction.

#### **5. Social Challenges and Obstacles:**

##### **a. Obstacles to Social Development:**

Social development faces a number of obstacles that prevent the achievement of its main and subsidiary objectives, like all other aspects of development, including:

- Economic obstacles: internal economic instability, as well as the impact of the global economy, and the scarcity of resources, as this aspect is one of the main obstacles to social and sustainable development.

- Cultural obstacles: they are represented in the outdated social legacies that impede any development and stand in the way of modernity and prosperity.
- Administrative obstacles: They are a set of developmental and administrative problems of decision-makers that impede work in this aspect.
- Planning obstacles: represented in the lack of employee participation in the development planning process, as the plans reach the implementation stage in a bureaucratic manner without allowing discussion and modification, if possible, in addition to the weak planning culture of those in charge of development work.
- Political obstacles: represented in the weakness of political freedom, and the weakness of the ability to make decisions.
- Technical and technological obstacles: represented in the technical level and technological progress in the country.

#### **b. Weaknesses in Social Development:**

- Deterioration of social conditions and environments, increase of social class, and decline of the investment rate.
- Increase in the desire of citizens, especially young people, to migrate, and the increase in transportation problems, overcrowding and crimes.
- A clear rise in the extreme poverty rates as a result of the increase in the number of unemployed.
- High budget deficits, and dependence on external financial aid and grants.
- The impact of conflicts and wars on the social fabric; It has provoked tribal, sectarian and regional tendencies, which requires a lot of effort and time to solve these problems.
- Weak culture of involving local communities in the reconstruction process, although the community is concerned with the reconstruction and the success or failure of this process.
- Marginalizing the right of women in the various development processes and their roles in achieving peace, political, economic and social participation, education, health care.
- A large number of students have dropped out of education.

- Weakness of services and health care provided by health sector facilities.
- Some health and educational facilities were destroyed and damaged, in addition to many of them needing urgent maintenance due to neglect of their maintenance during the period of conflicts.
- Compensating those affected, such as owners of land or buildings, displaced persons, and others.
- Many historical and cultural monuments have been destroyed, which requires large sums of money to be restored.

#### **6. Challenges and Obstacles to the Infrastructure Reconstruction:**

- The destruction of most of the infrastructure facilities that need to be fully or partially reconstructed.
- The need for the current infrastructure facilities for major maintenance as a result of neglect during the conflict, and this would raise the reconstruction bill.
- Some infrastructures are outdated and need to be renewed, which increases the cost; since it is illogical to rebuild what is useless, such as narrow roads, and ignore what is most important. So, the old and dilapidated infrastructure must be maintained or reconstructed in a developmental manner that meets the needs.
- Preserving the historical identity of Yemen. There are buildings and archaeological monuments that need reconstruction and preservation of their historical identity, such as the historical buildings in Old Sana'a.

#### **Second: Axes of the Reconstruction Requirements in Yemen:**

Reconstruction in Yemen requires the simultaneous intervention of all axes of reconstruction. It is not possible to bring about reconstruction by interfering only in some sectors and leaving others; therefore, the process requires the concerted efforts of all local and international efforts.

## **First Axis: The Requirements for Reconstruction Concerning the Security and Safety Aspect:**

Today, we live in an insecure world, especially in developing countries, including Yemen. Rather, it is a nature that makes us a necessary need for the existence of security in various areas of life because it is a basic ingredient. The presence of security provides livelihoods for citizens, especially the poor and other vulnerable groups who suffer from fear of violence and loss of their property, and facilitates their access to services, as well as enables them to exercise their civil, political, social and economic rights with guaranteed freedom. Moreover, the insecurity is a major challenge to development in fragile and conflict-affected states.

The security also has a direct impact on the growth of social investment, human capital, public institutions and the distribution of resources, thus its absence may cause severe damage to human and social capital. Its effects are manifested in physical and psychological damage, migration, deterioration of living standards, and disruption of public services. In fact, the lack of security weakens the legitimacy of institutions and leads to the exacerbation of corruption, because the weak performance of the security sectors loses the necessary confidence of society for sustainable prosperity and the well-being remains elusive.

In addition, serious human rights abuse frequently occur, conflicts persist across borders and conflicts erupt as immediate risks, vulnerable groups live in fear, institutions are eroded, fear drives investors away, a few privileged people reap the fruits of cronyism and oppression, and many are prevented from evolution (The United Nations SSR Perspective).

According to the report of the Secretary-General of the United Nations in the report for the year 2005, which stressed that long-term development requires security to reduce poverty and facilitate prosperity. The report notes that security sector reform is critical to the implementation of peacekeeping operations, early recovery, sustainable peacebuilding and long-term development; so the relationship between security and development is now widely recognized, as the security sector reform, particularly in conflict-affected societies, allows an enabling environment for political, social and economic growth.

The joint UN/World Bank study “Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict” notes that security and justice institutions that function fairly and consistently with the rule of law are essential to preventing violence and maintaining peace; it is for these reasons that security and development have increasingly appeared to be closely interrelated (United Nations Peacekeeping Operations: Security Sector Reform).

### **A-The Security Sector Reform in Yemen:**

Rebuilding the security sector is one of the most basic and important conditions for restoring trust among all different segments of society after any conflict. Therefore, the process of rebuilding security institutions becomes a major issue in various societies that have suffered from wars and conflicts. Providing security for the people is a sovereign right and responsibility of any government, and as we know, many Arab countries have suffered, and still do, from many conflicts and disputes, and Yemen has gone through many stages of conflicts and civil conflicts; therefore, when carrying out the reconstruction of security in Yemen, attention must be paid to changing the role of security institutions. On the other hand, reconstruction must include a return to peace through a process of disarmament, demobilization and reintegration (Report on Rebuilding Security in Fragmented Societies, Preparing for the Post-Conflict Era in Iraq, Libya, Syria and Yemen, Arab Reform Initiative).

There is no doubt that rebuilding security in Yemen for the post-conflict phase relies mainly on the security and safety of community members. As the human security is a multidimensional security concept that goes beyond the traditional concept of state security, as it includes the right to participate fully in the governance process and equitable development, as well as the right to access resources and basic necessities of life, protection from poverty and social services such as education and health, as well as the deterioration of the environment and the ecosystem, and therefore the goal of the human security framework is to protect individuals, families, communities, the life and nation of the state in terms of economic, political and social dimensions (Executive Council: The Gambia, 2006).

The objective of establishing security in the process of post-conflict reconstruction and development is to provide a safe and secure environment for the affected state and its residents, by reorganizing the state structure including the legal state elements defined as responsible state control over land, means of travel, and ensuring the safety of population.

Hence, the security-related activities must enhance the strengthening of capable, responsible and professional defense and security forces, operating under the supervision of civilian officials. Moreover, the politics mean legal frameworks, improving mobilization capacity, engaging civil society in consultations, and contributing to the security sector's development and evolution.

#### **B- Reconstruction Requirements in the Aspect of a Good Governance System and Political Transformation:**

Half of the Arab countries suffer, at least for the time being, from internal armed conflicts, albeit to varying degrees, while the other half face the effects of neighborliness and indirect repercussions, which prevent citizens from enjoying their basic right to a life free from fear and need. These conflicts have caused massive loss of lives, displaced more than 22 million people, and severely disrupted livelihoods.

The main consequences of these conflicts are a decline in the standard of living, the loss of the capacity to lead a decent life, and undermining opportunities to achieve sustainable development. In addition to the far-reaching effects of the loss of human life and the resulting social and economic opportunities. In fact, conflicts have undermined the foundations of institutions and the disintegration of societal ties, for these reasons, peace has become an essential component of the globally agreed 2030 Agenda for Sustainable Development and its goals.

Yemen is one of the Arab countries affected by the wave of the so-called Arab Spring revolutions, from which countries emerged with fragile settlements and power-sharing that eventually led to the outbreak of conflicts. Therefore, everyone, including the international community, must strive to establish peace. After the conflict, Yemenis must identify

the priority issues that the conflict-sensitive approach to governance should address, as well as identify the mechanism and factors that can achieve peace to bring about the necessary transformations to emerge from the conflict, from preventing its eruptions, through transformation processes, to peacebuilding, including national reconciliation and transitional justice to establish peace, social cohesion, counter-extremism, and post-conflict recovery and reconstruction. With different priorities and forms of interventions from one conflict to another and from one country to another, institutional reforms remain an essential element in addressing the grievances that cause the outbreak of conflict, and thus putting a definitive end to violence. These reforms have been identified as follows:

### **1. Governance:**

John Teller defines good governance as “the impartiality of institutions that exercise the power of governance”, and this means that it has popular acceptance and that it follows the style of good governance, as the World Bank defines it as “the traditions and institutions through which authority is exercised in a country within several criteria”, including:

- Determining the mechanism for selecting and replacing governments.
- Formulating and implementing effective policies.
- Respect of citizens and state officials for institutions that facilitate economic and social interaction.
- Respect for the rule of law.
- Fight against Corruption.
- Acceptance of societal accountability and oversight.
- Promoting the concept of democracy and citizenship.
- The principle of transparency, responsiveness, effectiveness, efficiency, fairness, inclusiveness and compatibility.
- Representation of the most vulnerable groups in the society.

## **2. Establishing the Principle of the Civil State:**

Political science defines the civil state as the ability to obtain government after achieving and consolidating the rights of the citizen without resorting to the use of force or violence, and in the political sense it means the right to rule. The importance of legitimacy is that it is a vital issue in the state-building stage that it defines the structure and procedures of the agencies, governments and other institutions that make up the state, thus the political system cannot be obtained in a sustainable manner through violence and coercion. It is considered a challenge to governance in the countries that are in transition or affected by conflict.

The principles of the civil state are among the factors that must be taken into account after the conflict and the establishment of peace, as a number of things are achieved through them, including:

- Establishing a civil state system of government based on acceptance rather than coercion, in order for society to move from a state of conflict to a state of peaceful rule and coexistence.
- Re-sharing power, redistributing economic wealth, and ensuring equitable access to natural resources.
- Society's acceptance of leadership and authority through a transparent system that guarantees the achievement of the citizen and the sovereignty of the nation.
- Balance power and strength.
- Acceptance of the legitimate right to possess power allows the establishment of long-term relations between the ruling power and the people.
- Expanding access to power.
- Improving representation of all the groups while promoting minority rights.
- Maintaining rights and freedoms.
- Investing resources and funds in achieving development for the benefit of the community members in a fair way for all.

## **The Second Axis: The Requirements for Reconstruction in Terms of Humanitarian Aid:**

Humanitarian aid represents a set of integrated, coordinated measures in order to protect life and its continuity, maintain human dignity, ensure the protection of civilians, assist the return and integration of displaced persons, help revive social and economic activity, and address the phenomenon of food insecurity, which is one of the most pressing humanitarian challenges in Yemen. In fact, the specter of famine threatens 12 million Yemenis, according to a group of international community organizations reports, in addition to the spread of epidemics, such as dengue fever, chikungunya and cholera, in addition to the destruction of the infrastructure, which disrupted the health facilities services.

The UNICEF report on Yemen for the year 2018-2019 identified the urgent needs issued in the general statistics as follows (Yemen Humanitarian Needs Overview - 2019):

- 12.3 million children and 1.24 million adults need humanitarian assistance.
- The number of displaced children has reached 1.71 million.
- The number of children in need of educational assistance reached 4.7 million.
- The number of children under five years old who suffer from severe acute malnutrition is about 360,000 children.
- There are more than 17.8 million people in need of assistance in the field of water and environmental sanitation.
- There are 19.7 million people in need of basic health care.

Through the report issued by OCHA in the year 2020 AD, it was found that Yemen is still experiencing the worst humanitarian crisis in the world. The cumulative impact of more than five years of conflict, economic deterioration and the collapse of institutions has left about 24 million people, meaning that about 80% of the population is in need of humanitarian assistance and protection from the emerging coronavirus, according to the following classifications:

- The needy: 24.1 million people.
- The neediest: 14.3 million people.
- The displaced people: 3.65 million people.

From the above it is clear that it is necessary to assess the urgent and emergency needs through a careful survey of all affected areas, and to determine the basic needs and the level and type of assistance required by the population affected by the ongoing conflict disaster, so that the concerned authorities can provide these humanitarian needs, which include the necessities of life such as food, water and medicine, in addition to the housing and basic services such as electricity and transportation, educational services, schools and health facilities. Hence, the information collected must be accurate and impartial, far from politicizing and engaging with any political party, in order to effectively help provide the most urgent and appropriate assistance to all members of society alike.

These activities can provide a link between the phases of emergency, the return to normalcy, and the rebuilding and reconstruction at a time when the focus is on urgent life-saving. This linkage can promote the acceleration of key development actions during the return to normalcy phase.

### **The Third Axis: The Requirements for Reconstruction in the Economic Aspect in Yemen:**

The economy is at the center of all crises because of it, wars break out and states collapse, as the parties mainly fight over economic resources due to the permanent dominance of the capital in all aspects, especially politically. As a result, reconstruction plans are closely linked to the economic factor, not only because it is one of the causes of conflicts; rather, it is the most important aspect of reconstruction on the one hand, and a reason for the success of reconstruction on the other hand.

The situation in Yemen has been affected in all aspects, and the economic fabric in Yemen has been affected as a result of the wars and crises it is going through. There have been severe damages that have

led to a total destruction of the economy, as the private projects and industry have been affected, and the commercial movement has been damaged and disrupted, and then all of this has led to a lack of funding at the individual and general level, at a time when the need for funding increases, especially for the purpose of reconstruction (2012، ز غيب).

### 1- The economic situation in Yemen:

Yemen has passed through historical periods in which it was not stable. However, the current crisis is the deadliest for men and the Yemeni economy. Economic activity has collapsed in almost all economic sectors, especially the oil sector, which suffers from the blockade and its market monopoly, as Yemen relies on it a lot to support the economy and to cover the state's current and investment expenditures. Access to social services has also significantly declined as a result of the collapse of infrastructure in the health and education sector. It is noticeable in the reports issued by the official and unofficial sectors that the volume of imports has declined and been significantly reduced, as well as oil production, the main source of official revenues, sharply decreased in the wake of the 2011 uprising, because of the increase in sabotage operations in the oil fields and due to the continuation of the conflicts that erupted in March 2011 AD, the economy shrank significantly in 2015 and 2016 by 28.1% and 2.4%, respectively.

In the report issued by the United Nations Development Programme, it was stated that a number of companies had suspended their operations, including 35% of service companies, 29% of industrial enterprises, and 20% of commercial companies, which led to an already high unemployment rate in Yemen. In the presence of conflicts and their impact on other sectors, for example social services, agriculture, fisheries, livestock, trade, industry and the banking system, the living conditions of Yemenis have worsened, and the inflation rate has reached 39% in 2015 AD, and it is expected to rise further with the continued weak performance of public finances. The budget deficit widened, and foreign budget funding was largely halted as a result of many development partners suspending their participation.

On the side of the current expenditures, wages and salaries were reduced in response to the drop in oil prices and the decreasing financial budgets of the government, in addition to a significant reduction in subsidies by 8% of GDP in 2011 to less than 1% in 2015 AD.

Public investments were low before 2011 AD and then stopped to less than 2% of the GDP in 2016 AD. The Yemeni currency has deteriorated significantly; this is due to the scarcity of economic resources in Yemen, the absence of banking control over the exchange rate, the non-compliance with the exchange rates of the Central Bank of Yemen, the spread of the black market to sell currency, as well as the pressures due to the loss of oil revenues and the absence of foreign funding, and then foreign exchange reserves fell to less than two billion dollars in Late 2015, the value of two months of imports.

In February 2016 AD, the Central Bank stopped subsidizing imports at the official exchange rate, with the exception of wheat and rice. The government's reliance on central bank financing, due to the budget deficit, resulted in a high rate of inflation and an increase in domestic debt stocks by about 18% of GDP to about 53% of GDP in 2016 (MENA Economic Monitor; World Bank, 2017: 33).

As for the agricultural production in Yemen, it has decreased significantly as a result of the blockade and the scarcity of oil materials, as well as the rise in the phenomenon of rural-urban migration and the absence of marketing of agricultural products. All this is due to the intensification of the conflict in Yemen and the need of the Yemeni citizen to supplement his daily strength, and from here we note a decrease in yields to 42% compared to what they were before the war (دي مويار وأخرون، 2019).

## 2- Conflicts and their Impact on Human Capital Capacity:

Litigations, conflicts and wars lead to the deterioration of the wheel of economic development and the destruction of redistribution mechanisms at the different levels of the segments of society. The poverty segment grows as the conflicts in society intensify and prolong, which leads to the confinement of society into two classes, a rich and a poor class. A conflict that lasts for

seven years reduces income by 15% and increases poverty by 30%.

At the level of families, the conflict can lead to the loss of physical and human capital, and homes, lands, livestock and other productive assets may be subjected to theft and destruction, while death, injury, disability and psychological trauma to family members may lead to a decrease in income, while food prices rise, making many families suffer or be unable to purchase basic commodities. These losses, along with the effects of conflict on markets and human capital, can leave countries in a state of chronic and structural poverty.

The conflict in Yemen has exacerbated already high levels of poverty. By Fall 2015 AD, it was found that 45% of Yemenis had lost their main sources of income, and public sector employees had not received full and regular salaries since Fall 2016 AD, which eventually caused a decline in the level of income and harmed vital sectors such as health and education.

In 2017 AD, 48% of the population lived on less than 1.90 US dollars per day (the percentage was 30% in 2015 AD), and 78.5% of the population lived on 3.20 US dollars (The percentage was 65.6% in 20152019، (دي مويار وأخرون، )).

From the foregoing, it is clear that wars affect the fabric to the extent that the economy is completely destroyed, private and public projects are affected, commercial movements as well as industrial and agricultural activities are disrupted, and then funding becomes deficient at the individual and general levels, at a time when the need for funding increases for the purpose of reconstruction in particular. There is no room to talk here about the reconstruction plan without providing the necessary financing means for the start and continuation of reconstruction projects. Therefore, researching sources of funding is one of the important inputs to which the economic dimension touches, whether this funding is governmental or non-governmental, and whether it is local funding or from the international community in all its forms.

As for the housing sector and rebuilding cities, restoring and rebuilding demolished cities and homes, linking them to basic services such as electricity, water and sanitation, and building new homes to accommodate the displaced are priorities, then rehabilitating the infrastructure of informal areas comes after.

As for the industry sector, it is important first to restore, rehabilitate and build factories that were destroyed during the period of conflicts, and to encourage labor-intensive industries and all industries that enhance their interrelationship with the agriculture on which the industries needed for reconstruction depend. Among the priority industries are traditional industries, local textiles, food industries, building materials industries, modern irrigation and agricultural machinery industries.

And regarding the transport sector, attention must be paid to the main and secondary road projects in the cities, and the long roads that connect cities to each other, especially those that were destroyed during the conflicts, because they help reunify the economy, link markets and projects among cities and prepare for the reconstruction process.

As for the banking sector, priority is given to it through the establishment of non-banking financial institutions to provide long-term financing during the early recovery phase (Report of Economic and Social Priorities in the Reconstruction of Syria and Lebanon's Opportunities in it).

### **3- Factors Affecting the Growth of Human Capital:**

- The quality of the productive human capital with the quality of education and training systems.
- Optimal distribution of human capital in the labor market.

### **Fourth Axis: Requirements of the Administrative Aspect of the Reconstruction Process in Yemen:**

Reconstruction experiences differ from one country to another. There are countries that have succeeded in this by relying on the centralized approach to reconstruction and others through relying on the decentralized approach, as well as there are countries that have succeeded in reconstruction using both methods together. Thus, it is not possible to achieve this without involving the public sector and the rest of the partner sectors in the development and reconstruction.

In order for the reconstruction of Yemen to take place according to a more flexible context, the process must require moving away from

centralization through financially and administratively independent public units or institutions, albeit relatively, in addition to the contribution of the private sector and civil society organizations, while maintaining the active presence of the state in the areas of planning and reconstruction, especially in the field of urban planning (i.e. planning from top to bottom), and this would allow the community to play a pivotal role in drawing the general frameworks for development and reconstruction by involving local communities to achieve their national interests (i.e. planning from bottom up). Moreover, this process achieves harmony and integration between the national social fabric and the urban development environment (2018، حميد).

### **The Fifth Axis: The Requirements of the Reconstruction in the Social Aspect in Yemen:**

#### **Social development:**

Social development represents the internal dynamic developmental aspect of the state, and it is directly concerned with promoting social convergence within the state in a modern way that keeps pace with what other countries have reached in this aspect, and by activating the role of citizens by engaging in the social life, as well as providing high quality social services that fit the needs of the local community after studying it in depth through strategic planning in order to achieve the goal of improving life.

#### **Characteristics of the Social Development:**

- Expansionist process: that is, it does not stop at a certain stage; rather, it is constantly expanding for the sake of development and progress.
- Comprehensive process: that is, it is not limited to one aspect, such as economic aspects; rather, it includes the political, social, cultural, and military aspects.
- Interrelated process: that is, development is linked to growth, as social development is directly linked to economic growth.

### **Social Capital:**

Both social capital and trusting relationships play an important role in the reintegration process, and some studies show that communities with adequate social capital experience lower crime rates and better levels of health care and higher education (هالبرن، 2013).

However, there is a negative aspect to this when groups and organizations with greater social capital exclude others; A survey conducted by the UNHCR in the Afghan labor market in 2013 showed that “networking” played a strong role in integrating returnees to the labor market through personal networks of friends and relatives, as well as professional networks - each in their field - to obtain information about job opportunities or to obtain direct employment.

The results also show that the sectors with the most attractive job creation are the sectors that required fewer skills, such as construction, wholesale and retail trade, and manufacturing; Where you can find work easily. It should be noted here - according to reports and publications - that the effects have affected all Yemenis in all areas, life, food and health, the spread of diseases, school dropouts, disruption of the educational system, suspension of basic life services, a decrease in per capita income, the death of many, displacement and migration.

### **Social and Humanitarian Cost**

The escalation of demographic pressures is one of the most important social indicators, and it is expressed by the high population density in the country, the decrease in the share of individuals in the society of basic needs, the significant increase in the movement of refugees outside the country, or the forced displacement of a number of people inside the country, and the increasing phenomenon of brain and National talent migration.

According to the index of the Fragile States Report for the year 2020, it was stated that Yemen ranks first and for the second year in a row to be the most fragile country in the world among the (178) countries included in the report, with a total score of 112.4; This is due, of course, to the unstable conditions in Yemen, and the resulting humanitarian, economic and social disasters, as shown in the table below (Fragile States Index Report, 2020):

**Table 1: Shows Yemen's Ranking Among the World's Fragile States**

Data / Years	Global Order	Index Value
2020	1	112.4
2019	1	113.5
2018	3	112.7
2017	4	111.1
2016	4	111.5
2015	7	108.2
2014	8	105.4

The previous table shows a decline in Yemen's ranking from 8 in 2014 to 1 in 2020, as a result of the bad conditions and instability that Yemen is experiencing, which led to its decline in the total indicators as shown in the table below:

**Table 2: Shows the Value of Indicators and the Ranking of Yemen among the Fragile Countries in the World**

Value of Cohesion and Interdependent Indicators		
Resolving Social Grievances	Distrust of Political Elites	Security Services
9.7	10	9.7
Value of Economic Indicators		
Minds and Competencies Immigration	Unequal Development	Economic Downturn
7	7.8	9.4
Value of Political Indicators		
Human Rights	Public Services	State Legitimacy
10	9.5	9.9
Value of Social Indicators		
Foreign Interference	Refugees and IDPs	Demographic Pressures
10	9.7	9.8

It is clear from the previous table that the average of all indicators reached 4.9 in the year 2020 compared to 4.8 in 2014, resulting from Yemen obtaining low points, especially in the indicators of human rights, external interference and distrust of political elites, in addition to obtaining low points in the Economic Regression index.

As a result of the deteriorating social and humanitarian situation, there has been a social cost, as Yemen has been afflicted by a humanitarian crisis that is among the worst regionally and globally, with the withdrawal of United Nations estimations, and its most prominent indicators are the following:

- 27.3 million people, or more than 80% of the population, are in need of some kind of assistance, of whom 4.14 million are in severe need.
- It is estimated that about 40% of Yemeni families lost their main source of income, which led to an increase in the total poverty rate, which ranges, according to the estimations from 71% to 87.8%, and women were more affected than men.

As well as the total or partial cessation of salaries and the irregularity of their payment, especially in the northern governorates, to about 1.25 million government employees, among them vital employees in the fields of health, education and water supply, and this has caused the erosion of purchasing power, and led to a significant deterioration in the capabilities of official institutions in Yemen to carry out their work.

This widening in poverty and disease constitutes a worrying structural deficit that will affect the development of human capital in the long run, and the Human Capital Index shows that the productivity of a child born today in Yemen will reach 73% when he grows up, compared to a full productivity rate if he enjoyed a full education and good health.

The rate of hunger in Yemen is currently unprecedented and causes severe suffering to millions of Yemenis, and despite the provision of humanitarian aid, more than 9.15 million people sleep hungry every day.

The rate of child malnutrition in Yemen is among the highest in the world and the nutritional situation continues to deteriorate, and nearly

a third of families suffer from gaps in their diets, and hardly consume any foods such as legumes, vegetables, fruits, dairy products and meat. Malnutrition rates among women and children in Yemen are still among the highest in the world; more than one million women and two million children need treatment for acute malnutrition, and this number represents an increase of 75% since late 2015, which threatens the lives and future of these children. In addition, less than 50% of the country's health facilities are not fully functional, and lack specialists, equipment and medicines, while immunization coverage has decreased by 20% to 30% since the conflict began.

The percentage of the population benefiting from partially functioning public water networks does not exceed 22% of the population of rural areas and 46% of the population of urban areas. The percentage of the population with access to safe drinking water is less than 55%. In addition, 63% of girls and 42% of boys of school age do not attend schools. Hundreds of schools have been destroyed, while most teachers do not receive their salaries since 2016.

The principles of gender equality require institutional reform in the sense that state institutions are reviewed and restructured so that human rights are respected, the rule of law is preserved and social accountability is maintained, ensuring strong institutions, rational management of resources, strengthening state legitimacy and providing an economic and social order (OCHA; World Bank, 2019- 2020).

The education sector faces many challenges and obstacles resulting from material damage to educational facilities, forced displacement, severe economic crises, and the problem of non-payment of salaries and irregularities, and thus severely affected about 46% of the total schools and 97% of the total students in the country; all of these circumstances have significantly undermined the quality of education as a result of teachers' irregular attendance during the school year, the deterioration of their moral motivation, and the teaching of the curriculum only partially.

According to the 2020 Humanitarian Response Plan, 5.5 million children in primary and secondary education need assistance to ensure the continuation of their education, while the multi-sectoral assessment of sites for the year 2018 indicates that 43% of children of school age,

in various population groups that included in the assessment, did not attend school.

The issue of economic and political recovery, reconstruction of Yemen, building sustainable peace and addressing the effects of the conflicts on the societal fabric remains one of the most important issues that should occupy a great deal of attention, thinking and early preparation within the official agenda, and in the interest of Yemen's regional and international partners and all actors and their interventions. To include a significant focus on some vital sectors that are linked to the life, future, livelihood, economy, destiny and survival of members of society, as well as the future of the Yemeni state on land and people. The issue of recovery means restoring the general environment and preparing it with all its economic, social, security and political dimensions. It also includes the restoration and construction of infrastructure, social components, fabric and coexistence destroyed by years of conflict. It also means resuming the development process, creating a safe and stimulating environment for the development of the economy, creating job opportunities, improving the standard of living and income and developing human resources, in addition to resolving the challenges and difficulties left by years of conflict in the body of Yemeni society and its infrastructure, institutional and human resources.

The recovery process is of wide-ranging reform and comprehensive rebuilding in which all components of society participate from government institutions, private sector institutions, or civil society organizations, the international community and members of society along with regional and international partners.

It is important to realize that these steps at this stage are only basic and preliminary introductions to the preparation of a comprehensive program for reconstruction and development, after a sustainable peace agreement is reached that ends the state of fragmentation and conflict, restores things to normal, and moves Yemen as a state and society to the course of life full of hope, aspiration and achievement, and restores its correct path in the regional and international surroundings to be effective with the international community in laying the foundations for stability and development, and therefore the reconstruction process is directly

linked with the establishment of stability and peace in Yemen, which is an urgent necessity, in addition to the importance of the solidarity of civil society organizations and the local authority with the international community and coordination to work on financing and implementing reconstruction programs after working hard to stop conflicts.

It is necessary to deal with the concept of reconstruction to be a comprehensive process that takes into account the structural material aspect, in addition to everything related to the social fabric, and everything that targets the recovery efforts of all individuals and segments of society, and on the various cultural, economic and structural trends, etc., from a holistic perspective with a focus on other aspects, such as the psychological and social aspect.

This concept is consistent with the definition of the United Nations, which indicated that reconstruction is a process which purpose is to make efforts to identify institutions that would promote and support peace, and increase a sense of confidence to achieve the well-being of individuals and groups, and this is achieved by reaching an agreement to end wars, which includes disarming the parties previously conflicting, restoring order, returning refugees, strengthening the rule of law, and institutional building.

### **Sixth Axis: Reconstruction Requirements in terms of Gender Equality in Yemen:**

A conflict situation often negatively affects gender roles and relationships; in many cases, conflict breaks traditional gender roles, divides families and breaks up the social fabric of society, increases vulnerabilities, especially for men and women victims of war, and perpetuates violence and abuse against children, including boys who are subject to forced conscription into armies and forced labor, smuggling and sexual violence, and this also leads to an increase in the number of families in which the woman is the head of the family.

These conditions require that the activities of the post-conflict reconstruction and development process be gender-responsive and sensitive, and be based on an analytical basis with knowledge of these

issues, as well as working to meet the needs of vulnerable groups.

Accordingly, there must be special attention to women who suffer, in addition to the fundamental inequalities that currently exist. Unfortunately, most reconstruction interventions tend to ignore or marginalize women's issues (2020 /2019، البنك الدولي، (الأوتشا، البنك الدولي)).

### **Seventh Axis: Reconstruction Requirements in the Aspect of Infrastructure in Yemen:**

Health, education services, and social protection are among the supportive services that support confidence building and reconstruction; therefore, its revive and recovery are among the most important priorities, as it is the right of community members to have access to a proper health system.

Yemen has suffered for decades, and still suffers, from difficult conditions, a low standard of living, and deteriorating infrastructure systems, as a result of central policies and a targeted economy in relation to the distribution of state resources about the service.

Most Yemenis today only receive a few basic services, while some depend on expensive alternatives to obtain health, education, electricity and water services, and therefore work should be done to restore services as a primary priority, and besides this, urgent attention should be given to the administrative problems of the remaining infrastructure services and reorganization of the control and supervision structures in all sectors.

The first requirement for the infrastructure reconstruction is the interest in creating an institutional framework for policies and administration for the government to be able to absorb and implement its new roles, especially when it regains its sovereignty and decision-making ability, which will be one of the biggest challenges it faces in the reconstruction process.

There is no doubt that Yemen's large human and institutional capital and the presence of Yemenis, inside or abroad, with a high degree of knowledge and determination to succeed will enable Yemen to benefit from their knowledge and experience by reaching high and influential

positions, with the need to establish control systems and find balances so that the principles of transparency and accountability can be re-established for a better governance system.

Then comes the sectoral priorities, on top of which are the financing of food security and the important voluntary sectors, then the sectors of education, health and job creation. Estimations of these three sectors show the deterioration that occurred in the basic human services and the decline in their level from what it was in 2008.

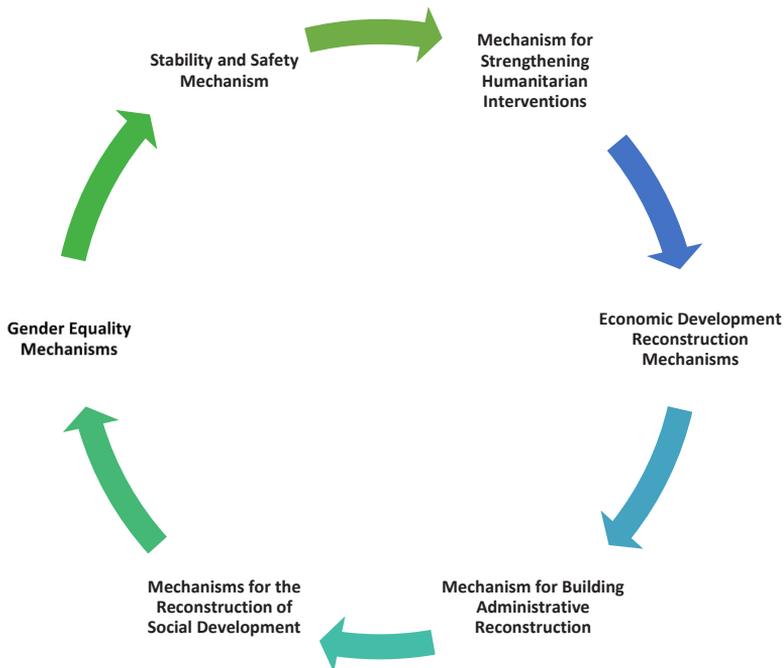
The priorities of the health and education sectors initially aim to restore the indicators that prevailed that year, and then the reform begins. This means, for education, focusing on re-equipping out-of-service schools to alleviate overcrowding in the educational system, addressing dropouts from education, and then paying attention to improving the quality of education and the modernization of its system in terms of raising the efficiency of teachers and developing educational programs and teaching methods.

As for the health sector, the challenge facing decision-makers, workers in this sector and the donor community, is to speed up in record time to restore health services to the previous aforementioned era, and then proceed to transform the existing system into a decentralized system and a sustainable model in which primary health care and prevention are established against diseases.

As for job creation, the goal is to confront the problems of high unemployment by creating short-term opportunities and developing the private sector for that. Many vital sectors such as: water, electricity, transportation, agriculture, water resources and official institutions cannot be overlooked. All of them are considered infrastructure for the country and society, and they have the priority to restore their previous indicators and then improve them and make them in a better and sustainable condition.

## Chapter 4 Yemen Reconstruction Mechanisms

Figure 4: Yemen's Reconstruction Mechanisms



*Source: Prepared by the researcher (according to the theoretical framework)*

There is no development or reconstruction without peace. Peace is a basic basis for advancing the development wheel, and national reconciliation and transitional justice are its basic building blocks. The following is a set of reconstruction mechanisms in accordance with the challenges and requirements previously identified, and these mechanisms are as follows:

### **First: The Mechanism Axis of Restoring Stability and Security:**

To achieve stability and security, national reconciliation and transitional justice are indispensable, in addition to the importance of reformulating security-related policies.

#### **A. National Reconciliation:**

It is a settlement process that takes place among the conflicting parties to achieve the goal of national unity, justice and social peace and build a civil state, as well as work to restore the citizen's confidence in the state institutions without condoning violations. To achieve this, several criteria must be provided, including:

- Acknowledgment by all parties of the mistakes that have been committed, and recognition of the damages that resulted from these practices and trying to fix them.
- Determining the causes, reasons, declared positions, and the hidden interests, as well as the needs of the parties to the conflict that led to the emergence of the conflict, as they must be viewed from an integrated perspective to know the accumulations that helped the emergence of the conflict.
- Merging military and paramilitary formations within one entity that represents the state.
- Issuing institutional statements with an official apology to all those affected by these violations, and removing the harm from everyone according to the type of damage.

## **B. Transitional Justice:**

Transitional justice is accountability, reparations for victims and recognition of citizenship rights for all equally without any discrimination. It is obvious that the process of democratic transition and work to build peace has become an urgent necessity in Yemen, a country that has been exhausted by repeated and continuous armed conflicts and litigations during which human wealth has been wasted, represented in the killing of hundreds of thousands, and resulted in the deprivation of most citizens of their basic rights, the most important of which are living in safety and stability; while they have been living under multiple pressures.

Perhaps the lightest consequences of these conflicts are the decline in the standard of living and the scarcity of decent livelihoods. These conflicts have also led to the collapse of the institutional system and the destabilization of the social cohesion. There must be foundations for achieving transitional justice, including the formation of neutral committees for truth-seeking, accountability and retribution, national reconciliation, prosecution, reform of institutions, and reparations.

Reparation shall be through transparent measures, the most important of which are:

1. Forming impartial fact-finding committees: They are non-judicial bodies that conduct investigations into violations that occurred in the recent past, issue reports and recommendations on ways to address violations, promote reconciliation and compensate victims, and submit proposals to prevent violations from recurring in the future.
2. Implementing compensation programs through state-supported initiatives that contribute to redressing material and moral damages resulting from past violations, and usually distribute a fabric of material and symbolic compensation to victims, and may include financial compensation and official apologies.
3. The need for a third party to undertake monitoring and implementation processes because that increases the chances of success of the peace agreement.

4. Ensuring the minorities rights
5. Building civil trust by allowing freedom and practicing partisan activities, provided that the nation's interest is supreme above any interest and a basic rule that cannot be deviated from, calling for elections, and forming associations and institutions, i.e., and transforming the authoritarian character into a civil character through which the citizen can say his word without fear. Institutions that played a role in these violations (often the security sector, judicial and military institutions, etc.) must be reformed in conjunction with cleaning these agencies of incompetent and corrupt officials. These efforts often include legislative and sometimes constitutional amendments.
6. Activating the rule of law system; so that the law applies to everyone without any exceptions or privileges.
7. Addressing procedural errors, such as corruption and embezzlement of state revenues, and holding accountable those who violated any financial aspects of the state or citizens.
8. Working on disarming, demobilizing or integrating armed groups into the entity of the state, whether this is part of a negotiated settlement or the adoption of a separate, stand-alone mechanism.
9. Decentralizing and promoting decentralization to increase local autonomy or equal power sharing.
10. Ensuring that the participation of all social groups is protected.
11. Developing policies that encourage stable economic development and reduce inequalities in parallel with providing humanitarian assistance to the most affected populations.
12. Provisions relating to the human rights and grave violations must form an essential part of settlements.
13. Establishing truth-inquiry committees to investigate violations that occurred, and issue reports to hold those responsible to account.
14. Conducting programs to compensate for the material or moral damages that resulted from violations in the past.
15. Reforming the institutional sector and holding the corrupt in state agencies accountable, and issuing or amending laws and legislations that enhance the effectiveness of this sector.
16. Bridging the gap between emergency and development, by working in the following areas:

- Creating mechanisms for registration, identification, and documentation of the affected population (displaced persons) for themselves, their children, their wives, their property, land and other properties that have been lost during the conflict, and then they have the right to return to their areas of origin or to reside in any places of their choice.
  - Holding seminars and awareness-raising workshops on the dangers and damages of mines, identifying the areas in which they are located, and implementing programs with the participation of international bodies to remove them.
  - Training a specialized staff to remove mines and provide them with protection.
  - Providing adequate assistance to mine victims and their families.
17. Building and strengthening the capacities of the civil society organizations to become partners in the activities of the security and safety system.
18. Building and developing the capabilities of human cadres for the security sector.

### **C. Reformulating Security-Related Policies:**

- Strengthening the partnership between security institutions and civil society organizations in the activities of the Safety and Security Group.
- Creating effective monitoring and accountability bodies for the security sector.
- Adopting and following comprehensive national policies to address the proliferation of small arms, remove mines and assist their victims, and ensure the handover and confiscation of all illegal weapons and explosive remnants of conflict.
- Setting and developing policies that address the specific security needs of vulnerable groups, including women, girls, and children recruited into the military.
- Forming a civilian committee to monitor the armed forces and the national laws that govern the conduct and activities of the armed forces.
- Building and strengthening the capacities of security institutions,

- including defense, police, corrections, disciplinary, border control points, and customs officers, according to the following:
- Preparing a monitoring system to follow up the transformation of the state agencies related to the security and justice.
  - Restoring and strengthening public law and order institutions, and establishing an effective police force.
  - Establishing and developing mechanisms for democratic governance.
  - Security sector accountability as a means of restoring popular confidence.
  - Establishing an effective judicial system accessible to all sectors of society, as well as strengthening the role of the prison-based Reform and Rehabilitation Service in providing appropriate rehabilitation programs.

### **Second: The Mechanism for Strengthening humanitarian Interventions in Yemen Axis:**

- Developing a neutral and impartial system to improve institutional procedures related to humanitarian aid.
- Ensuring that emergency humanitarian aid reaches the affected groups without any political considerations.
- Encouraging partnership with the actors working in the field of humanitarian aid and development in order to accelerate the transition from an emergency situation to a development one.
- Activating rights, such as the right to citizenship and identity, with clear and equal procedures for all without any discrimination.
- Establishing the rule of law, rights and freedoms that will contribute to facilitating humanitarian work.
- Developing and implementing quick-impact community support projects to facilitate economic recovery and rapid reconciliation, harnessing the productive capacity and skills of the population.
- Providing appropriate assistance to rescue the neediest individuals, and working on its sustainability until reaching a state of equilibrium.
- Paying attention to the development of programs that meet the needs of women and children.

- Developing social and psychological support programs, such as psychological support programs, trauma counseling, legal support and family reunification.
- Providing adequate medical care, psychosocial counseling, and legal redress for girls, women, and other vulnerable groups.
- Developing integrated programs for people with special needs, as well as for victims of gender-based violence, by providing critical assistance.
- Ensuring the participation of women's organizations, civil society organizations and representatives of the affected groups in the reconstruction process, including the peace process.
- Promoting awareness of how to prevent diseases and epidemics, such as: cholera, dengue, celery, coronavirus, human immunodeficiency virus, and other infectious diseases that usually appear in times of conflict.

### **Third: Mechanisms for Reconstruction and Economic Development:**

In order to manage the wheel of economic development and improve living conditions and the ability to meet basic needs such as health, education, food and poverty reduction, we should strive to create comprehensive economic development to support the process of reconstruction and development in the post-conflict and conflict period, and to start walking the path of sustainable economic development and improving indicators human development, in order to create the conditions for reconstruction and development; therefore, it is necessary to continue the chain of economic activities through an integrated approach linking relief, transformation and development. In fact, the key to reconstruction and economic development is the balance between growth and the provision of social goods and services, and the development of an appropriate technology base for sustainable recovery.

Therefore, the responsible authorities in Yemen must follow the example of countries that emerged from similar conflicts, especially if the following bases are focused:

**A. Bridging the gap between relief and development through:**

- Defining developmental reconstruction programs at various levels in a clear and complete manner, along with measuring the impact.
- Strengthening the monetary reserve, stabilizing the exchange rate of the currency against the foreign currency through external soft loans, and passing external financing through the Central Bank of Yemen in order to enhance the foreign currency reserve in the bank.
- Supporting environmental programs, agricultural production and farmers by facilitating their work, and establishing a system that encourages agriculture in agricultural areas in order to achieve food security.
- Supporting programs to preserve water resources and rationalize their use.
- Supporting the partnership among the international organizations, the private sector and the public sector to create a state of continuous cooperation in order to import and deliver relief materials, which will contribute to creating job opportunities and lead to economic growth in Yemen.
- Enhancing the re-establishment of the local market and encouraging local industries and trade at all levels, local, regional and international.
- Paying attention to the development of the career cadre in all institutions through vocational and technical training and qualification in both the public and private sectors.

**B. Building institutions and enhancing their independence to ensure economic management, including the following:**

- Strengthening oversight institutions through the Central Organization for Control and Auditing, and activating the Anti-Corruption Commission in Yemen to ensure accountability and transparency.
- Strengthening the financial management institutions, enhancing revenue collection systems, and monitoring banking systems.
- Strengthening the structures for controlling the general budget, borrowing and public expenditures.

**C. Building human capital capacities at the local and national levels to develop policies and identify needs, and the ability to plan, implement, monitor and evaluate all programs and activities, through:**

- Attracting capabilities and bright minds related to the aspects of economic, social and institutional development, whether local or international capabilities, in order to develop capacities working in the public and private sectors.
- Developing staff capabilities and skills in the process of information gathering, analysis, planning, implementation and control.
- Strengthening capabilities to contribute to international processes, such as the World Trade Organization negotiations, through the work of a legal sector concerned with the international arbitration and negotiation process in the Ministry of Legal Affairs.
- Coordination between the state and international organizations to achieve partnership in all the economic development activities.

**D. Preparing a technology database to support reconstruction and development through:**

- Developing strategies to support economic development and technology transfer, including its human, technical, institutional and information dimensions.
- Developing technologies to rehabilitate and develop the main institutional sectors, such as: supervisory bodies, banks, housing, hospitals, health centers, schools, energy, water, health works, transportation, and physical infrastructure.
- Identifying long-term needs in terms of infrastructure and involving all parties in the country in planning and implementation, which requires achieving sustainable development of infrastructure.

It is difficult to imagine urban reconstruction without a comprehensive economic reconstruction concerned with restructuring the institutional economy, the supply and demand system, and the processes of making and taking economic decisions depending on the market and its needs (دي مويار؛ وآخرون، 2019). The process of reconstruction and construction requires giving priority in the first stage to projects that support the economic aspect, and focusing on the most important mechanisms for

building the economy as follows:

- 1) Enhancing social cohesion by creating equitable economic opportunities for all Yemeni regions in a way that contributes to creating decent job opportunities for all, focusing on the most affected and vulnerable people, groups and regions, and helping to reduce poverty and marginalization of groups or regions as they will represent new hotbeds of conflict.
- 2) Housing the displaced and accommodating them in the various facilities for those affected by conflict and litigations.
- 3) Integrating fighters into society through training and psychological rehabilitation, and creating job opportunities for young people.
- 4) Restoring the economic cohesion of the country, and bridging the societal rift by building the social fabric.
- 5) Activating local development and enhancing regional economic balance.
- 6) Developing human capacities in the public and private sectors.

As for the economic sectors that should be given importance in the first stage and the next stage, they are:

- 1) Rebuilding residential cities and rehabilitating and building historical cities.
- 2) Industry and agriculture.
- 3) Transportation and communications.
- 4) Money and banks.
- 5) Informatics and knowledge economy.
- 6) Renewable and alternative energy.
- 7) Development and human capital.

The foregoing shows that economic development includes all aspects and sectors because every sector has the importance of what makes it a cornerstone of comprehensive economic development. For example, we note that the tourism sector will largely include business tourism, and this sector will benefit, whether for investment or the operator, from the significant decline in the exchange rate.

#### **Fourth: The Axis of the Administrative Reconstruction Building Mechanism, which is represented in the following:**

1. Establishing a financially and administratively independent public authority by a presidential decision based on a good institutional structure that is committed to transparency and impartiality in its work, and aims to:
  - Drawing general policies and preparing long-term strategic plans for reconstruction.
  - Enabling and coordinating work among local, regional and international reconstruction offices to devote efforts to involve local communities and the most vulnerable and marginalized groups.
  - Playing the role of monitoring and evaluation processes for interventions, and the regulatory bodies available in the state of law and order can be used.
2. The authority follows a mixed institutional approach between centralization and decentralization, i.e., centralization in planning, control and evaluation, and decentralization in implementation through the concerned authorities.
3. Establishing reconstruction offices in the affected governorates, to be delegated by the General Authority for Reconstruction, to undertake the process of planning, implementing and evaluating the interventions.
4. Training the employees of the authority and partner agencies in the reconstruction and building their capacities and skills on developmental, administrative and financial issues and methods of reconstruction.
5. The use of bodies that have deep experience in society and development, such as the Social Fund for Development and the Public Works Bureau, in addition to bodies that have long experience in reconstruction from international organizations (2018، حميد).

#### **Suggested Ways and Mechanisms to Improve the Effectiveness of the Human Resources Sector:**

1. Reforming policies in the public, private and mixed sectors by encouraging the decision-making authority to improve workers'

conditions based on efficiency, and determining the actual number of hours for workers.

2. Encouraging employment in the private sector in order to absorb new entrants to the labor market in the coming years after the conflict, by adopting policies that support the development and growth of the private sector. The corporate tax system must be simplified and tax rates reduced, and the government must follow up on the proposals that it will contribute to the reform of labor laws, and appropriate safety nets for employees must be developed.
3. Facilitating the creation of job opportunities in small companies, focusing on effective employment policies, and improving access to loans for setting up businesses.
4. Developing tools to assess the quality of education and develop appropriate tools to monitor education and improving its quality and effectiveness at the individual and institutional levels.
5. Developing vocational education and training to keep pace with the needs of the private sector to enhance the relevance of vocational education and training to the labor market by involving the private sector in policy-making, establishing a special forum for local industries that can help in providing programs for the management of vocational education and training, and direct participation of the private sector in monitor educational institutions, as private sector input into curricula development would help improve the status of technical education and training school graduates (European Vocational Training Association (EVTA), 2017).

### **Fifth: Mechanisms for the Reconstruction of Social Development:**

#### **A. Activating the Concept of Citizenship and Consolidating its Standards:**

This is done through equality among everyone in the administrative opportunities and the various laws, that is, not granting any privileges to any particular party. It also means protecting all rights, preserving dignity, spreading a culture of constructive dialogue and the spirit of tolerance and other acceptance, managing conflict in peaceful ways,

and providing opportunities for people to express and defend and protect their various issues, and achieving reconciliation and reparation for social justice. The behavior of citizenship for civil society, no matter how diverse its members' ideas, cultures and beliefs are, they are unanimous in defending unified human issues and values such as citizen rights, women's and children's rights, and issues of democracy and the environment, i.e., issues of human identity and the rights of individuals and groups alike. Civil society is a group of organizations that transparently regulate the relationship of individuals to each other and their relationship with the state.

### **B. Engaging Communities to Rebuild:**

The role of the community members is one of the most important roles in the process of preparing for the reconstruction process. The higher the awareness of community members is, the faster and smoother the reconstruction process will be. The field of human resource development, which sees investment in the human capital and treats individuals as any other productive resource in the process of development and reconstruction, and not only as beneficiaries, sees the need to improve the productivity of this resource, through educational and vocational training and the development of various skills to meet the requirements of the multiple stages. In addition, societies of both sexes must be involved in planning and implementing development programs.

### **C- Strengthening the Social Cohesion and Achieving the Food Security:**

Strengthening the social cohesion and stabilizing the food security must be achieved through a number of strategies, the most important of which are:

1. Supporting social protection, agriculture and fishing to break the cycle of poverty with the aim of reducing economic and social vulnerability, provided that social protection includes three programs; social assistance, social security, protection and the labor market, including cash and in-kind transfers, to enhance well-being, productivity and economic activity.
2. Building a comprehensive, nutrition-sensitive social protection

system with risk information that responds to shocks faced by the rural poor and poorest.

3. Supporting programs and initiatives to provide decent and productive job opportunities in rural areas, especially for women and youth.
4. Supporting the sustainable resumption of salary payments to service employees across the country.
5. Providing access to food.
6. Expanding cash-for-work and food-for-asset development programs.
7. Supporting programs to assist the most affected groups by the continuation of the conflict, such as small farmers, livestock breeders and fishermen, to return to production by supporting the restoration of agriculture, livestock and fishing activities by focusing on the main inputs, income generation and livelihood assistance.
8. Continuing to support the displaced and work to provide treatments for their return and build assets and production.

#### **D- At the Level of Development Partners:**

A number of strategies must be followed, the most important of which are:

1. Protection of national identity and culture.
2. Employing and developing national human resources in an appropriate and excellent manner.
3. Achieving justice and social equality.
4. Opening up to the world, while preserving cultural privacy.
5. Fighting poverty, hunger and crime.
6. Mobilizing various resources, preparing strategic plans, and coordinating between the actors for reconstruction.
7. Enabling the community to access resources, humanitarian aid and training.
8. Strengthening the role of civil society organizations and providing them with the opportunity to work and participate in the reconstruction.
9. Involving international actors, including international organizations

- and donors, in the reconstruction and facilitating their work tasks.
10. Actively involving local communities in the reconstruction.
  11. Encouraging the private sector to participate in the reconstruction process.

## **The Most Important Mechanisms and Treatments for the Main Sectors Affected in their Infrastructure**

### **1- Housing Sector:**

- Compensating every citizen whose home was directly or indirectly damaged in a way that would enable him to return to his normal situation before the conflicts and in a manner that would guarantee him a decent life in proportion to the number of his family members.
- The state guarantees the development of plans and the adoption of fair national policies that guarantee the right of the weakest groups to obtain adequate housing and basic services.
- Every person has the right to obtain adequate housing, and the state must take legislative and other measures to achieve this.
- Establishing housing projects for people with low incomes with soft loans to be repaid in installments over a period of ten years as a minimum, and with low interests.
- Strengthening urban planning efforts in preparing plans for residential, industrial, tourist and commercial cities, monitoring their implementation in accordance with approved specifications, providing them with services, and preventing the spread of random construction or construction on agricultural land.
- The state regulates rental relations for residential homes in a way that prevents monopoly and abuse and achieves stability for the longest period, with the issuance of a law to that effect.
- Developing comprehensive plans for the main and subsidiary cities, on the basis of meeting the needs of cities for the next century, in terms of streets, spaces, residential buildings, squares, parks and other complementary service facilities, and not allowing random construction on unplanned lands located on the outskirts of the main and secondary cities until after completing their planning, and providing services and the necessary outlets, as well as organizing and developing the real estate registry.

## 2- Health Sector:

Work should be done to provide basic primary health care services at the level of primary health care hospitals and centers, by activating a set of points as follows:

- Restoring and maintaining all damaged health facilities across the country, then adopting a sustainable national development strategy for all damaged and unaffected health system facilities.
- Supporting the rehabilitation of the health facilities to provide health services, medical supplies, medicines and health services.
- Spreading health services throughout the Republic on the basis of modern health policies that meet the access of these services with high quality to all members of society equally and in a manner that achieves social justice, and because health care is a right for every citizen.
- Supporting the epidemiological surveillance and epidemic control sectors to combat and control prevalent diseases.
- Providing complete health care with the necessary equipment, qualified cadres, and treatment for all cases without any discrimination.
- Allocating a sufficient percentage of the general budget for health care and reconsidering the budget of the Ministry of Health according to the population needs of the governorates and districts.
- Providing medical research centers for development, follow-up of all that is new scientifically, and evaluation according to medical research and everything related to the health aspect.
- Preparing a quick and appropriate mechanism for disbursing the salaries of health sector workers.
- Providing rewarding financial incentives.
- Ensuring the provision of funding to cover the operating expenses of health services.
- Raising the capacity of health workers and their training, and strengthening the health system's ability to prepare to face epidemics.
- Providing the minimum level of health care services, especially for the most vulnerable groups of women, children and the elderly.

### 3- Education Sector:

It is necessary to support the continuation of the provision of educational services as it is a basic and extremely important pillar, especially at the level of all the stages of education, and to ensure the continuation of educational services in the camps for the displaced, to pay teachers' salaries, and to encourage school dropouts to return to education, especially girls. In addition to printing the textbook, providing psychological and emotional support to students, building the capacity of teachers to provide such support, in addition to providing technical and financial support to develop institutional capacities in schools and educational facilities. Hence, the following main supporting points should be taken into consideration:

- Urgently restoring and maintaining all damaged educational facilities throughout the Republic with the aim of restoring their operational capacity, and then adopting a national strategy for sustainable development for all facilities of the education system in Yemen at all levels.
- Education is a right for every male and female citizen, and is free of charge in its various stages in all educational institutions of the state. Therefore, legislation was issued to make education compulsory in the basic stage. The state supervises education in all its forms and is concerned with technical and craft education and encourages it. All public, private, local and other educational institutions are committed to the state's educational plan and its objectives in order to achieve the link between education and the needs of society and development.
- The state is committed to preparing curricula by a body composed of all orientations in partnership with civil society organizations and qualified specialists in various fields of study, taking into account cultural diversity and introducing a culture of freedom, human rights, citizenship, democracy, the principle of power transfer and pluralism, and that the people are the owner of power and its source, and include it in the curricula in a manner consistent with educational stages, and ensuring that the curricula are not biased towards creed, race or group.
- The state is committed to developing a national plan to ensure the

quality of education and its good management, and a national plan to eradicate literacy.

- The state supports scientific research and the development of its mechanisms, and it encourages and supports scientific research centers in a way that contributes to promoting the comprehensive and sustainable development of the country.
- The state is committed to providing appropriate educational services for people with special needs.
- Planning for education in line with the requirements of future development and labor markets at home and abroad.
- The state allocates a sufficient percentage of the gross domestic product for education, scientific research and culture.
- Criminalizing the politicization of education at all levels.

#### **4- Water and Energy Sector:**

- Restoration and maintenance of water infrastructure, pumping stations, power plants and other basic infrastructure in the water, sewage and energy sector.
- Repairing and developing equipment and machinery used in the operation of water and sewage facilities.
- The state guarantees clean drinking water and electrical energy at reasonable prices for all the people of the republic.
- Inaugurating new construction in the fields of water and energy, improving and expanding the water and electricity networks according to the sustainable development methods, and exploiting all forms of renewable energy throughout the republic due to the diversity of terrain, which makes green energy sources diversified as well, such as solar energy, wind energy, sea waves and fuel fossil.
- Supporting the provision of sustainable fuel, restarting electric power, and supporting the provision of affordable solar energy systems for agricultural irrigation systems.

#### **5- Transport Sector:**

- Restoration, maintenance and renewal of thousands of kilometers destroyed, damaged and worn out, as specified by transportation experts.

- Rehabilitation and operation of air, sea and land ports, as they are among the most vital facilities and of revenue importance to the state.
- Removing quickly all violations in the lands designated for airports, ports, industrial areas and what falls within their properties.
- Developing the infrastructure for all transportation facilities, and developing a mechanism and structure in each of the Ministry of Transport, Ministry of Public Works and Roads.

#### **6- Tourism Sector:**

- Restoration of all archaeological facilities, sites and buildings damaged by the recent conflicts, by local experts and with the assistance of international archaeologists.
- Obligating the state to restore archaeological sites inside the country and the looted antiquities and manuscripts, and those smuggled abroad, and toughening the legal penalty for those who do so.
- The state must protect and maintain antiquities and historical facilities. Any tampering with or aggression against them is considered sabotage and aggression against society, and whoever violates or sells them is punished according to the law, and of course the society contributes to its preservation.
- The state is committed to establishing a Supreme Council for the Protection of Antiquities and Historic Cities instead of an antiquities commission that is financially and administratively independent and composed of specialized archaeologists.
- Regulating the work of trade, buying and selling in the historical cities by a regulation issued by the Supreme Council for the Protection of Antiquities and Historic Cities.

#### **Sixth: Gender Equality Mechanisms Axis:**

To address this gap and accelerate the process of the transformation of society, the policy of post-conflict reconstruction and development must integrate women's gender equality issues. In order to develop and improve this component, Yemen must take into account the following objectives in the context of reconstruction:

### **A. Creating Responsive Legal Frameworks for Gender Equality, through:**

- Effective implementation of constitutional provisions and laws that promote and protect the rights of women and girls.
- Working to activate the full participation of women in all aspects of public life, and in the political and economic fields in particular.
- Activating security and justice systems responsive to gender-based violence and the specific needs of women and girls.
- Increasing the number of women in decision-making positions in public institutions and the private sector.

### **B. Politics Setting:**

- Using gender-sensitive planning and budgeting processes to ensure that gender equality is integrated into planning and budgeting.
- Developing strategies to promote gender equality and empower women and girls in all walks of life.
- Creating a legal framework that guarantees the full enjoyment of family rights and equal access to and control over resources, including land, property and inheritance, which are key, especially for widows.
- Providing for women's participation in conflict prevention, management and settlement.
- Ensuring the promotion of women's representation in and implementation of peace negotiations.
- Building on the opportunity for reconstruction and addressing power relations in the private or family sphere when dealing with issues of power and wealth sharing, in order to ensure that women participate in decision-making processes and enjoy equal access to productive resources.
- Encouraging and activating the role of civil society organizations.
- Ensuring the development of health policies and institutions to ensure that they address the reproductive health needs of women and girls.

### **C. Building Institutions and Capacity:**

- 1- Establishing a focal point for gender issues to ensure the integration of gender equality into all post-conflict reconstruction and development activities.
- 2- Focusing on training both genders and raising awareness of their issues.
- 3- Focusing on the role of public institutions to make them more responsive to women's needs.
- 4- Creating a focal point of contact to meet the needs of persons with disabilities, especially war victims.
- 5- Enhancing the empowerment of vulnerable groups by providing access to education and training.
- 6- Implementing the ratified charters protecting the rights of women and girls and promoting equality.

### **Feedback:**

Talking about reconstruction and development in light of a deteriorating security situation, conflicts and wars is an intellectual hallucination. The transitional justice process is based on a political conception of the concept of right, along with a humanistic perspective on citizenship rights and a human rights conception of a just reconciliation.

These perceptions operate within an integrative participatory system; it seeks to achieve a homeland for all, grant compensation to victims, prevent future commission of human rights crimes, promote and improve peace and democracy, and encourage individual and national reconciliation, along with the imperative to adopt strong institutional strategies to confront all the failures and precursors of the violent and armed political past, and rebuild relations between the state. And the citizen, believing in a premise that stipulates the inevitability of adopting comprehensive and radical solutions to all causes of past conflicts and adopting peace and democracy with transparency to build the future.

The extent of the damage caused by the ongoing conflict in Yemen has extended to include infrastructure, the social fabric, and the economic and political aspect. The reconstruction process requires national, regional and international efforts, especially that Yemen is suffering from a major financial and economic collapse. It calls for

the concerted efforts of all, the mobilization of local resources and the support of international and chartered organizations as well as donors. It also requires intervention in parallel in all areas of political, economic and social reconstruction.

In order to achieve this, it is necessary to stop the internal conflicts in order to be able to end the war, initiate a dialogue of peace and national reconciliation, move towards transitional justice, give priority to the national interest over personal interests, move forward in modernizing the institutional structure of state systems, and modernize the judiciary in particular. It is also necessary to enhance the participation of women as well as of all the segments of society in the political and economic process, and to strengthen the economy by opening the door for investment and encouraging investors, and making optimal use of available local resources and extracting natural wealth from minerals and oil, which Yemen abounds in.

It is also necessary to restore the dropouts from education and invest in human resources by providing quality education and paying attention to the appropriate health care, in addition to building the capacities of young people through various training and professional courses, as well as supporting innovators and inventors and encouraging them to lay solid foundations for a long-term economy, in addition to providing humanitarian aid is one of the important things that preserve the life of Yemeni people in these interim conditions of the conflict.

The reconstruction process needs a long time, and for the process to become fast, it requires awareness among all the members of society, and concerted efforts, in addition to the existence of a successful administration capable of covering field surveys and identifying damages and priorities of need. And because this is not possible knowing that this task cannot be completed centrally; it is necessary to reduce centralization and create a financially and administratively independent body that undertakes the task of setting policies, plans and general strategy and mobilizing resources and coordinating among the reconstruction offices in the affected governorates that are being established and among local development agencies, international organizations and donors. In fact, this process depends on the presence

of loyal national leaders who can move forward with the wheel of reconstruction, development and growth.

### **Recommendations**

We recommend conducting an in-depth study of the mechanism by which peace can be established in Yemen, through which a national reconciliation can be conducted, capable of bridging the rift among the political parties, giving space for the participation of society and women, and promoting the transition to a system of good governance and the peaceful transfer of power.

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